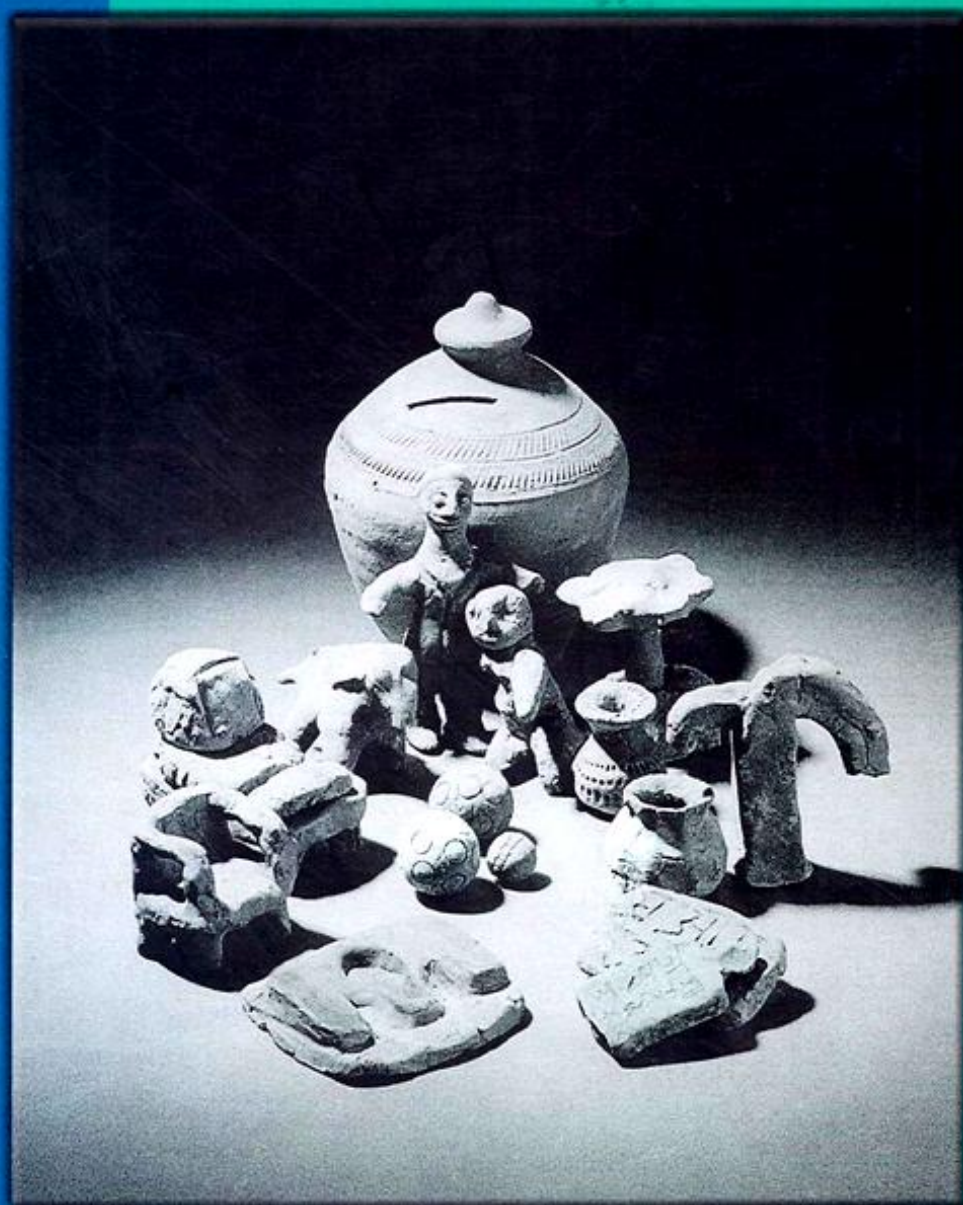


CHAPTER

1

Children's Budget

INDIA'S CHILDREN AND THE UNION BUDGET



Children's
Budget

Child
Health

Child
Development

Elementary
Education

Child
Protection



Study by

HAQ: Centre for Child Rights



Supported by

Save the Children

Children's Budget

INDIA'S CHILDREN AND THE UNION BUDGET

A Study by HAQ: Centre for Child Rights

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Cover picture: The clay objects seen in the photograph are all made by children between the age-group of 6-14 years, living in the slums in Delhi. The objects are a reflection of their demands put forth during a National Convention on the Right to Education held in New Delhi in April 2001.

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Preface

Children constitute almost one-third of our population. There are laws, policies and as many as 122 programmes and schemes to address their needs. In the last decade we have seen a new programme being launched almost every year. We cannot help but ask ourselves why are there no visible changes? Time and again we are told, "the situation is grave—but the resources are limited...".

We are basically a group of child rights activists, a combination of people with background in sociology, child development, and law. Over the years through our work on children's issues we have come to realise that unless resources are allocated adequately and spent optimally, there can be no incremental change in the lives of children. Also, consistency in budget and expenditure to sustain a scheme and reach its goals is important.

The budget of any country is not merely an economic document. It is an indicator of the nation's priorities and intent. Therefore, the world over and in India too, budget analysis has come to be accepted as an effective method for monitoring and evaluating government's commitments. While in India, budget analysis has been attempted in the context of poverty alleviation, *dalits*, women's empowerment etc., this is a first attempt of its kind to analyse it from a child rights perspective.

Children's budget is not any separate budget. It is basically an attempt to disaggregate from the nation's budget what goes into the schemes and programmes for the benefit of children.

Being new to this whole exercise, we thought we should begin with the Union Budget for children in the last decade and move on to the State Budgets as the next step. The ultimate objective is to use the findings for advocacy with relevant authorities and agencies. Analysing the Budget from a child rights perspective will therefore be an ongoing activity for HAQ to be undertaken every year.

Budgets will continue to be mere numbers unless they are looked at from the perspective of whom or for what they are meant. The numbers and graphs may be boring to read after a point, but we hope the readers will be able to add the face of a child to it, think of the child who cannot go to school or one who goes to a school without a toilet, the child who continues to be denied basic health services and security.

Several people have contributed and lent support in the course of this exercise at various stages. We thank them all for their valuable inputs. The kick start was given to us by DISHA, with the help of Mr. M.D. Mistry, Manoj and Vipin, who encouraged us to take on this task, provided the required data for the last five years and taught us how to read the budget documents.

The biggest handicap that we faced in undertaking this study was the availability of information and data. It would have continued to be so, had it not been for the assistance we received from Mr. Vinay Bhatnagar.

We must thank Dr. Biswajit Dhar for constantly telling us that we were on the right track and guiding us through the maze of numbers. He was our Economist Advisor for this study.

Mr. Sandeep Nair was part of the team in the initial stage and contributed in the project design and planning as well as collecting preliminary data from various sources.

The children have always been our source of inspiration. We have used some clay models made by children who participated in a child rights process facilitated by HAQ. Their expressions, which emerge from the way they have moulded the clay with their hands have given us food for thought and have added the child's face to this report.

We thank Ms. Akhila Sivadas for constantly reminding us how important it is to reach this information to people who mattered. The response from various corners, including Members of Parliament, the bureaucracy, the National Commission for Women and various NGOs, the media and several individuals has indeed been very encouraging.

Financial assistance for this study came from Save the Children-UK.

The HAQ team:

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Caring for Children

The Nation's Response

There are more than 375 million children in India, the largest number for any country in the world. As a nation we are committed to ensure their development and well being.

The last decade has marked many changes for India and its children. While the country has made some significant commitments towards ensuring children their basic rights, it has also launched the "era of globalisation". Both these have had an impact on children's lives. There certainly has been progress in the overall indicators, with lowering of infant mortality rates, increase in child survival, increase in literacy rates and fall in school drop-out rates. But, at the same time, the issue of 'Child Rights' in India today faces the dichotomy between the nation's commitment to its children and to the process of globalisation.

India has opened up its markets to the world - the latest brands of clothes, video games and other consumer items are available. Computer technology has reached the schooling system. And yet, right to education remains to be realised and large number of children still work to help their families survive. In spite of buffer stocks of food grains and warehouses being full, in the absence of an equitable distribution system and withdrawal of the public distribution system, more than 75 million children continue to suffer from malnutrition.

We cannot overlook the fact that State support has increasingly reduced in the social sector with more and more private sector entry being encouraged. This is leading to social sector services becoming more expensive and therefore unaffordable and inaccessible to the poor.

With more than 360 million people - about 36¹ percent of the population in 1999-2000 living below the official poverty line, India continues to have the highest concentration of poverty of any country. (According to the latest government estimates there are 26 percent below poverty line). It is estimated that women and children account for 73 percent of those below the poverty line. The cuts in the social sector are therefore bound to have a direct impact on the lives of children.

There are over 375 million (i.e. 37 crores, 50 lakhs) children in India.

They constitute more than one third of the population of the country.

¹ Even while we say that 36 percent of the people are below poverty line, it must be remembered that the identification of persons on the basis of a narrow poverty line in a population that is predominantly outside the formal sector is problematic. For instance, where income fluctuates from day to day, as it does for a vast majority of the Indian population, a static (one-line) poverty line is an inappropriate indicator of vulnerability. Another important aspect of income targeting in India is that the official line used as cut off is at an absolutely low level, corresponding to the expenditure required for purchasing a minimum of calories. It is in no way an indicator of purchasing power to provide for a minimum decent standard of living. (Swaminathan, M., Outlook, February, 2001).

Education commitments never matched by funds

By Aunohita Mojumdar
The Times of India News Service

BUDGET 2001
THE AGENDA

NEW DELHI: Every political party swears by it and every government has promised to achieve it. Education is an issue that secures endorsement across party lines. However, the matching financial commitment is never forthcoming as evidenced every year when the annual budget is unveiled. Despite the touted aim of spending 6 per cent of GDP on education, the actual expenditure on education has only crawled up from 3.25 per cent in the year 1986-87 to 3.8 per cent in the year 1996-97.

education. Though education is widely recognised as the most effective tool for empowerment, there is an increasing attempt on the part of the government to see it within the cost-benefit framework. Therefore, new age education speaks of 'returns' from that from

feasible initiatives have been taken to revise the fee structure of universities". It goes on to say that in order to mobilise resources for quality education it is proposed to facilitate the participation of non-governmental sector in education within the framework of a national system of education. These work of a national institutions should admit non-governmental institutions should admit through cross subsidy and

government continues to weave ambitious plans for universalisation of primary education. The 'sarva shiksha abhiyan' which is expected to be launched soon envisages an outlay of Rs 60,000 crores over the next 10 years. Tentative outlines for financing the programme prepared by the HRD Ministry show that the assistance could be on a 85:15 share arrangement during the ninth plan, 75:25 during the 10th plan and 50:50 thereafter. If the formula were to be implemented this would visualise an additional expenditure of Rs 5,100 crore in the first year.

Govt firm on setting up national commission for children

The Times of India News Service
NEW DELHI: The government has emphasised its adoption

on account of easier and communication coupled "rty," the document said. "s of child exploitation changed in keeping with mic circumstances draft charter, which is d by the government, pared following de- tions with state gov- istries and depart- itutes.

nationality, freedom of expression, freedom of association and peace- ful assembly, the right to a family and the right to be protected against economic exploitation.

The National Commission for Children, which will be constituted along the lines of the National Human Rights Commission, will have the power to take cognizance of offences, summon witnesses, search, investigate and pass orders.

It would also have the power to forward cases to the magistrate for proceedings under Section 346 of the CrPC.

The commission would not only investigate all complaints but would also monitor all sectoral policies and programmes, review existing laws and ensure their im- plementation.

Children denied essential medicines: CAG report

Saroj Nandi
Hindustan Times



NEWS CAPSULE

MALNUTRITION IN THE TIME OF PLENTY: Despite overflowing granaries countrywide, Maharashtra's Nandurbar district is stalked by famine. Kakodya Walvi (above) is two years old and barely weighs 5 kg. At least two infants in the district have died because of malnutrition.

Under the national prophylaxis programme for the prevention of blindness caused by vitamin A deficiency, infants at nine months of their age were to be administered 1,00,000 international units (IU) of the solution. Children between one to five years were to receive 2,00,000 IU of solution every six months, with priority being accorded to those under three. The state's nodal WCD was to coordinate with the State H&FW Department for meeting the full requirement of vitamin A and iron folic acid

come up against a wall. There was no response.

According to the CAG report: "No record of receipt and distribution of this vitamin was maintained in 72 projects checked in Kerala, Tripura, Mizoram, Andaman and Nicobar Islands and Himachal Pradesh.

"In Bihar, Delhi, Manipur and Nagaland there was no supply during 1992-99 in all projects. In Karnataka, it was not supplied at all in 185 projects during 1998-99.

"In Chandigarh, out of 1.37 lakh children only 0.11 lakh were administered vitamin A solution.

"In Tamil Nadu, the percentage of shortfall in coverage of children for the first dose ranged between 56 and 75 and for the second dose between 79 and 93 during 1992-99.

"These shortcomings in the supply of vitamin A point towards the lack of proper commitment to the scheme on the part of Ministry of Health and Family Welfare and also failure of the Human Resource Development Ministry to coordinate/monitor effectively at the state and central level," it said.

"Agency (CARA) and the department of women development and child welfare, St. Louis

Health of ICDS

tablets for beneficiaries in ICDS project areas.

Action taken in this regard was to be communicated to the HRD Ministry.

But when the CAG asked the HRD Ministry for information on this count, there was no reply. In June and July 1999, the CAG also asked the Department of Family Welfare of the H&FW Ministry to furnish year-wise indents received and supplies made to state governments.

Again, the CAG seemed to have been rank for the last three and a half years, "I have had

Age clarifies discrepancies

receipt book. But according to TTLCH, it was entered as processing charges in the cash book "by mistake." The amount on receipt number 75, dated March 20, was not \$1,000 but \$10,000.

Children no better off in the new millennium

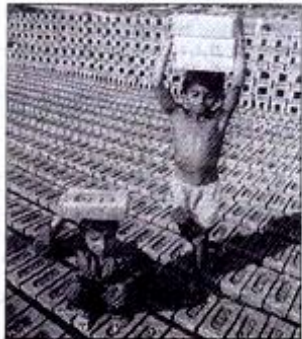
HT Correspondent
New Delhi, May 2

THE MILLENNIUM Summit, due in a few months, could move the Indian Government to give its country report a face-lift, but its far from clear whether it will generate any serious concern over the plight of Indian children.

Children account for 38 per cent of India's population. But numbers don't matter here. A significant number of children face a bleak future. Three important disabilities they suffer from are malnutrition, the

Malnutrition is endemic among Indian children - 53 per cent of them are severely malnourished. The three indices of nutritional status, weight for age, height for age and weight for height, continue to indicate a high prevalence of malnutrition among children under three, says the Government.

Forty-seven per cent of children under 3, are underweight, and another 46 per cent stunted or short for their age. Eighteen per cent are "severely undernourished" in the weight for age category; 23 per cent in the height for age category; and 36



employment of children under 14 in factories, mines and hazardous occupations, the Government acknowledges that almost 3 per cent of Indian children work for wages and 2.6 without wages.

Of 11.3 million child labourers, the Government has rescued 1.9 lakh children; 1.46 lakh have been put into school.

The Government has also failed to meet its constitutional duty to give substance to the fundamental right to education. Little has been heard of the fate of the 83rd Constitutional Amendment Bill, 2000, which

6 and 14.

There are no plans to set up Ministry for Children, as NGOs have suggested, but the Government is committed to establishing a National Commission for Children (NCC) will oversee the proper implementation of the existing laws for children; and review existing laws, suggesting ways bringing them in harmony with constitutional provisions, National Policy for Children and the Convention on the Rights of the Child.

The Government may announce a National

India's Children

Where do they stand?

- Every year 12 million girls are born, of which 3 million do not survive to see their fifteenth birthday. It is estimated that every sixth female death is due to gender discrimination.
- According to the Provisional Population Totals of 2001 Census, in the last decade the sex-ratio among children has declined from 945 to 927. In States like Delhi, Gujarat, Haryana and Punjab as well as the Union Territory of Chandigarh, it is even below 900.
- Even though we boast of a large buffer stock of food grain, almost 63 percent children below the age of five years are under nourished.
- Malnutrition and death haunt our children. Despite a decline in child mortality rate for all age groups, even today, one in every 13 infants dies before reaching the age of one year and one in 9 children dies before reaching the age of five. This situation, by the Government's own admission is almost the same as it was in 1961.
- Every year 7 to 8 lakh children die from a most preventable disease like diarrhoea.
- According to the 1991 Census, 45 percent of the children of India between the ages of 6-14 years are out of school. The Government admits that only 65 percent of the children in India reach grade 5, and those that do manage to complete primary schools cannot even read and write. 54 percent of children enrolled drop out of school before they complete their elementary education. Of them, 51 percent are boys and 59 percent are girls.
- Estimates of child labour range between 11 million to 100 million. The government admits that there are about two million children employed in hazardous industries, occupations and processes.
- There are about 11 million children living on the streets. Of them 420,000 street children live in the six metropolitan cities of the country.
- According to the Department of Women & Child Development, there are 4 lakh child prostitutes in India. Unofficial estimates say India has two million prostitutes, of which 20 percent are below fifteen. But almost all of them became victims of exploitation when they were children, less than fifteen years old.
- According to government estimates one in every 10 children is disabled. It is estimated that there are 12 million disabled children.
- 14 million children are growing up in regions affected by civil disturbances at some point of time every year.

Fifty five years of independence and yet the situation of children causes alarm!

Towards Ensuring Child Rights

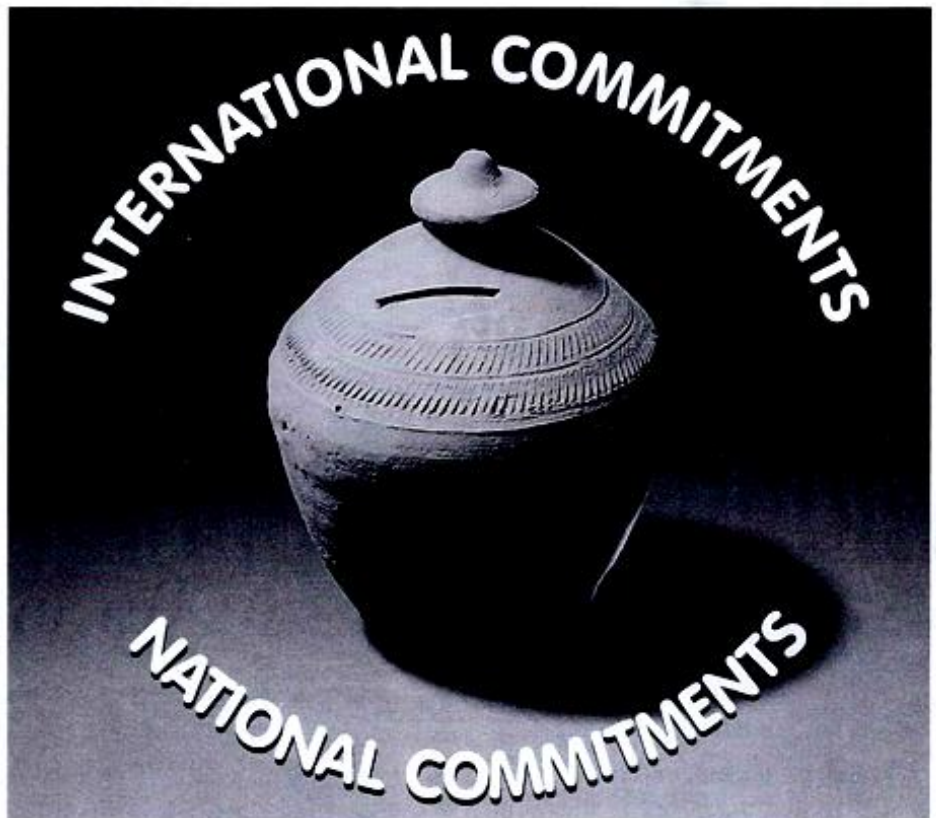
India's commitment to children

After independence, India established itself as a welfare state. India's concern for its children can thus be traced back to the time when it gave itself a Constitution that ensures equality, dignity and protection to its children.

Over the years, India's welfare model is gradually changing into a development model and the approach to children's issues is shifting away from a needs-based approach to a rights approach. This paradigm shift began in the last decade of the last millennium and can be attributed to the concern for child rights at the global level during this period.

Any legal or programmatic commitment has to be matched by financial commitments.

At the same time, financial commitments to children are governed by a nation's international and national commitments together with the financial policies it has adopted. An analysis of financial commitments will therefore have to be understood in the light of the changes that have taken place nationally and internationally.



Child Rights in the Last Decade

Significant Global Commitments

- On September 30, 1990, the World Summit for Children was held, and for the first time in history, 71 Heads of State and Governments met at the United Nations Headquarters in New York. They declared their determination to protect the physical and mental development of children throughout the world. The summit goals were:

- Reducing child mortality for children under 5 years by one third by combating diarrhoeal diseases, measles, tetanus, whooping cough and pneumonia
- Halving the 1990 maternal mortality rate
- Halving severe and moderate malnutrition among children under 5 years
- Providing access to safe drinking water and sanitation
- Providing universal access to basic education and completion of primary education to at least 80 percent of primary school age children
- Reducing adult illiteracy rate to no more than half the 1990 level with emphasis on female literacy
- Protection of children in especially difficult circumstances, particularly in situations of armed conflict

- On 20 November 1989, the UN General Assembly adopted the Convention of the Rights of the Child (CRC). On January 26, 1990, the opening day of the session, 61 countries had signed it. It came into force on September 2, 1990 with 20 ratifications. Since then 191 countries have ratified the Convention. It is the Convention which has the largest ratification.

The CRC contains 54 articles covering civil, political, economic, social and cultural rights; and can be broadly grouped under four categories :

- Survival ■ Development ■ Protection ■ Participation

It covers all children under the age of 18 years, regardless of sex, colour, language, religion or race.

India ratified the CRC in 1992.

- In 1990, the SAARC countries met at Male to declare 1991-2000 as the SAARC Decade of the Girl Child. Goals for Survival, Development and Protection of the girl child were agreed upon.

The priority areas were identified as:

- Health and Nutrition ■ Education and Literacy
- Marriage and Motherhood



What are our International Commitments ?

- Universal Children's Day, 1957
- UN Declaration on the Rights of The Child, 1959
- International Year of the Child, 1979
- UN Convention on the Rights of the Child , 1989
- World Conference on Education for All, 1990
- SAARC Decade of the Girl Child 1991-2000
- The Global Conference on Water and Sanitation, 1990
- Ratification of the UN Convention on the Rights of the Child, 1992
- Ratification of ILO Conventions No. 6 (1921), No. 15 (1922), No. 16 (1922), No. 90 (1950), No. 5 (1955), No. 123 (1975).

What are our National Commitments ?

Constitutional Provisions

- Article 15 ...not discriminate against any citizen...(3) nothing in this article shall prevent the state from making special provision for women and children.
- Article 21 ...no person shall be deprived of his life and liberty...
- Article 23 Traffic in human beings and *begar* and other similar forms of forced labour are prohibited...
- Article 24 No child below the age of fourteen years shall be employed to work...in any hazardous employment.
- Article 39(e) ... the tender age of children are not abused and that citizens are not forced by economic necessity to enter avocations unsuited to their age or strength.
- Article 39 (f) ... children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and that childhood and youth are protected against exploitation and against moral and material abandonment.
- Article 42make provision for securing just and humane conditions of work and maternity relief.
- Article 45 provide... free and compulsory education for all children until they complete the age of fourteen years.
- Article 46 ...promote ... educational...interests of the weaker sections of the people,protect them from social injustice and all forms of exploitation.
- Article 47 ...raise the level of nutrition and standard of living of its people and the improvement of public health....



Laws

1890	The Guardians and Wards Act
1929	The Child Marriage Restraint Act (Amended in 1979)
1948	The Factories Act (Amended in 1949, 1950 and 1954)
1956	Hindu Adoption and Maintenance Act
1957	Probation of Offenders Act
1960	The Orphanages and Other Charitable Homes (Supervision and Control) Act
1986	Immoral Traffic Prevention Act
1986	The Child Labour (Prohibition and Regulation) Act
1986	Juvenile Justice Act (Amended in 2000)
1992	The Infant Milk Substitutes, Feeding Bottles and Infant Foods (Regulation, Prevention and Misuse) Act
1994	The Pre-natal Diagnostic Technique (Regulation, Prevention and Misuse) Act
1996	The Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act

Policies

1974	National Policy for Children
1983	National Health Policy
1986	National Policy on Education
1987	National Policy on Child Labour
1993	National Nutrition Policy

Strategic Programmes

- National Plan of Action for the SAARC Decade of the Girl Child (1991-2000), 1992
- National Plan of Action for Children, 1992
- National Plan of Action on Nutrition, 1995
- Communication Strategy for Child Development – A Five-point Action Plan of the Department of Women & Child Development, 1996

Schemes and Programmes

- 120 schemes and programmes through more than 13 Ministries and Departments.

Children have rights, but who's ensuring them?

By A Staff Reporter

NEW DELHI: Ten years ago the world accepted that children's rights included free primary education, leisure and play among other things, all part of the Convention of the Rights of the child.

India recognised these rights seven years ago. But the ground reality for most children from backward and poor families remains the

Heptullah was held in the Capital on Thursday.

Children from various non-governmental organisations and schools made presentations on child rights and Congress president and the United Nations Children's Fund presented an international perspective. Besides, leader of Opposition Sonia Gandhi also addressed the gathering.

Ms Gandhi said, "I urge those in

to fulfil those commitments have to say no," she said.

Calling child prostitution the darkest aspect of child rights, she said the 20th century's most serious concern. She said child labourers were a fast emerging as a major concern for child trafficking.

Ms Heptulla said the government will deter child abusers and announce capital punishment

Children and Budget

Why Budget Analysis?

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

Budgets reflect the policies and programmes of the government.

They are essentially a political and not a technical instrument

The domain of governance is directly related to planning and implementation of programmes which actually determine a nation's commitment. One of the most significant measures of this commitment is the budget. The structure of the budget prepared by a government clearly articulates its priorities and intentions.

Together with non-financial expressions of the Government's interventions such as laws, policies etc., the budgets reflect the role of the state in a country's overall economic and social development.

Therefore, an analysis of the budget often helps the citizens to distinguish between the policy rhetoric and real performance.

While it is true that how much is promised and spent may not provide all the answers, it must be remembered that in a planned economy, realisation of goals needs to be backed with planned budgets, adequate allocation of resources as well as optimal utilisation of available resources.

There is no doubt that it is the results of actual implementation of plans that bring about a change, but, besides unforeseen and unexpected obstacles that might come in the way, availability of resources and its judicious use is, to a large extent, responsible for proper implementation of the plans.

Thus, the allocation and spending of adequate financial resources, although not the only indicator, is definitely a very important reflection of any government's Commitment.

The budget is an estimate of the resources that will be available during the financial year and the object for which the resources will be spent. It is however, not merely a statement of estimated receipts and expenditure; it is the annual financial plan, a vital tool for not only meeting the administrative needs but also for securing public socio-economic goals.

Why Children and Budget?

A detailed analysis of the budget will enable us to see the extent of government's investment into almost one third of its population and how far it has been able to fulfil its obligations and commitments to them, and meet their specific needs.

Budget for children is not a separate budget. It is merely an attempt to disaggregate from the over all allocations made, those made specifically for programmes that benefit children.

Children are not a homogeneous group. Their programme needs are determined by their age, gender, socio-economic status and where they live. For example, nutrition and health inputs in the early childhood years

If children truly are our most important resource how much financial commitment is the government making to their cause?

are critical for the child's growth. Therefore, inputs and interventions on these aspects in the early years are critical. In the later years, enrolment and retention in schools becomes crucial, as does the issue of prevention of entry into the labour market. The programme interventions in the adolescent years need to target their educational, health and sexual needs as well as their transition into adulthood. Similarly, children from disadvantaged communities such as tribal and indigenous groups or scheduled castes or children at risk such as street and working children, those who are being trafficked, children of prostitutes, physically or mentally challenged etc. would require special attention.

India had presented its report to the UN Committee on the Rights of the Child. This report was submitted on March 19, 1997. Based on the presentations made by the government and the NGOs, the Committee made its concluding observations. Time and again the Committee has stressed on the need for the State Party to take all necessary measures, including allocation of required resources (i.e. human and financial) and ensure appropriate distribution of resources at the central, state and local levels, and where needed, within the framework of international co-operation. It felt that the State Party should develop ways to establish a systematic assessment of the impact of budgetary allocations on implementation of child rights and to collect and disseminate information in this regard.

In the light of the above an attempt has been made to see how child friendly India's budgets have been over the last decade. Although for the first time in India, there are instances of other countries where either civil society or government agencies have monitored what government spends on children. Instances of such analysis are available from South Africa, Brazil, and the United States of America.



Children form a large population and yet suffer from poor nutrition, inadequate health services, clean water, sanitation and basic education.

Budgetary programmes, especially socio-economic expenditures, affect the well-being and life opportunities of the children directly. Yet, children do not form a powerful political lobby, and cannot advocate for themselves for more effective delivery of socio-economic services that meet their needs.....

The lack of a detailed assessment of what government is spending on children inhibits the effective improvement of basic living standards of the children.

(Biersteker and Robinson. 1997. 1,2)

What is the value of a child in terms of scarce resources?

Every child born into this world is very valuable and there is no way to put a price on that value. In the ideal of worlds all children would have access to resources that would make them have the best of childhoods and opportunities in life.

In this ideal of world...

- There would be education for all and all education provided to children would be relevant.
- There would be no discrimination on the basis of gender, caste or ethnicity.
- Children with disabilities would have equal opportunities to participate fully in the life of children and society as a whole.
- Children would not be forced to work to support themselves and their families.
- Children in danger of becoming juvenile offenders would be seen, listened to and helped in time.
- Children would not be forced into violence and taking to arms.
- Parents would have more time for their children.
- Boys and girls with difficulties would have adequate counselling.
- All children would receive adequate counselling and help to learn for life.
- All children would have access to recreational opportunities and facilities etc.
- Children would have health care that is available, affordable and accessible.

But the reality is...

Resources are limited and scarce resources put a limit on what can be realised to achieve the ideal world for children. Macroeconomic policies and decisions affect the availability of resources for children. Decision makers need to prioritise where to allocate the resources, and look into how macro-economic policies and decisions they make affect the prioritisation and use of resources for children.

(Adapted from Macroeconomics and Rights of the Child-Need for further Research, Advocacy and Networking, Anna Schnell, Save The Children-Sweden.)



The Study

Purpose

In the light of the commitments made to the children of the country certain questions regarding children's budgets stand out:

- There are several constitutional promises, programmes and schemes, and yet there is very little incremental change in the lives of our children. Why is that so?
- Policies and programmes to be implemented require resources. Do the budgets reflect this commitment?
- Are budgetary allocations and spending adequate to set up services and institutions that can ensure children their rights and actually protect them from abuse and violation of rights?

It is with the aim of getting closer to answers to the above questions that HAQ: Centre for Child Rights embarked upon the present task. Ideally, both the Union and the State budgets should be looked at to get a holistic picture. However, being the first attempt of its kind, this study concentrates only on the Union Budget.

Undoubtedly, any development programme that aims at development of the community will also help in improving the status of children. That would be true of any water, sanitation or primary health care programme, as would be for any other developmental intervention undertaken. However, it is very difficult to disaggregate the financial commitments only to children from such programmes. At the same time the government also undertakes special programmes for children. It is only these programmes and sectors that form the basis of our study.

This Chapter analyses the children's budget with respect to the Union Budget, the Social Sector as a whole and the external aid component in it. A detailed sectoral analysis has been undertaken in the subsequent chapters (II-V). An attempt has been made to ensure that each of the subsequent chapters are "complete and stand alone" by themselves to cater to interests of people who may want to concentrate on certain issues specifically.

Parameters

The study is based on the following parameters:

Union Budget of the Central Government. Ideally a national perspective would require the factoring in of both the Union as well as the State budgets. Since this was the first exercise of its kind in India, the study concentrates on the Union Budget in the first phase. In the next phase it will take up the analysis of the state budgets. Nonetheless, this study will be indicative of the trends in budgeting for children.

Age. The Convention on the Rights of the Child defines persons up to the age of 18 years as children. However, most Indian laws and policy documents address children up to the age of 14 years. Therefore, for purposes of analysis, we too have analysed budgets for children up to the age of 14 years.

Time scale. As we have seen, the 90's was a watershed decade both in terms of commitments made with the signing of the CRC as well as for the significant changes that took place in economic policies with liberalisation and globalisation, which have had an impact on allocations for the social sector. It therefore becomes necessary to trace the budgetary trends across this important decade in the backdrop of all these factors, as has been attempted by this study.

Sectors. The areas that this budget will concentrate on are:

- ☐ Education
- ☐ Child Development
- ☐ Health
- ☐ Child Protection
 - Child Labour
 - Children in need of adoption
 - Children in Prostitution
 - Children who are physically or mentally challenged
 - Street Children
 - Children who are neglected or treated as juvenile offenders

Budgets of four Ministries are the basis of analysis. The Ministries covered are the following:

- ☐ Ministry of Human Resource Development
 - Department of Education
 - Department of Women and Child Development
- ☐ Ministry of Health and Family Welfare
 - Department of Health
 - Department of Family Welfare
- ☐ Ministry of Social Justice and Empowerment
- ☐ Ministry of Labour

Programmes and Schemes. The study focuses on child specific schemes and programmes that have been introduced by the government to address the overall needs of children.

All the schemes and programmes selected are aimed at promoting and ensuring the child's rights to survival, development, and/or protection.



Detailed Demands for Grants. The basic source of data used in this study are the Detailed Demands for Grants. The estimates for expenditure are presented to the Parliament as Demands for Grants. Generally one Demand for Grant is presented in respect of each Ministry or Department. However, in case of large Ministries or Departments more than one Demand is presented. Each Demand normally includes the total provisions required for a service. This is followed by the estimates for expenditure under different major heads of account. These Demands for Grants are submitted to the Lok Sabha along with the Annual Financial Statement. The Detailed Demands for Grants follow these, some time after the presentation of the Budget to the Parliament, but before the discussion on Demands for Grants commences. The Detailed Demands for Grants show further details of the provisions included in the Demands for Grants and the actual expenditure during the previous year.

Budget Estimates, Revised Estimates and Actual Expenditure. To understand budgets in India, one must look at three levels in the budgeting process - budget estimates (BE), revised estimates (RE) and actual expenditure (AE). The budget estimates are prepared by the estimating authorities according to their assessments of requirements for the ensuing year, keeping in view the actuals of the past years, trend of expenditure in the current year and also arrears of previous years.

The revised estimates for the current year are prepared before the budget estimates of the forthcoming year. In other words, in a given financial year, both revised estimates for that year and budget estimates for the next year are finalized. The former precedes the latter. The revised estimates are based on the latest actuals during the current year, actuals for the same period in the preceding year, actuals during the past year and also previous years, appropriations or re-appropriations already ordered or which are contemplated during the remaining part of the year or, any sanction to expenditure already issued or proposed to be issued during the remaining part of the year.

Finally, the amount spent in a given year is the actual expenditure.

The estimates reflect the government's announcement of intent and, the actual expenditure, their implementation of intent. An analysis of the changes that take place from one level to the other is quite revealing and therefore necessary to understand any budget.

Although for this study too we have considered all these three levels, we have the actual expenditure figures only up to 1998-99, as the final accounts of any given year are available to the public only two years later than the given financial year.

An analysis of the difference between the estimates and the actual expenditure shows how much of the budget has been spent in a given financial year. The reasons for underutilisation/non-spending of the



budgets can be many. This study does not go into the reasons. It concentrates only on the budget as a commitment to children and the trends arising thereof.

Plan and Non-plan. For the purpose of the study both the plan and non-plan expenditure have been taken into account. Plan expenditure is that which is planned for in the Five-Year Plans. These are subsequently divided into yearly plans. Plan expenditure is to be utilised within the time period set by the plan. If however, the schemes or programmes extend beyond the time provided for in the Plan, then the further expenditure to be incurred on the project will be categorised as non-plan expenditure.

Research Questions

Four basic questions form the basis of research and analysis. These are:

- What is the share of children in the Union Budget?
- What are the trends in expenditure on children and what do they reflect?
- What is the share of children in the social sector?
- What is the extent of dependence on external aid for children's programmes?

The Analysis

Trends in allocation and spending for children are analysed through simple calculations such as percentages and averages.

While all calculations are based on actual budget figures, for presentation in a tabular form, they have been rounded off to one decimal point.

Also, for the purpose of comparison between the three budget heads, the averages are calculated for the period beginning from 1990-91 to 1998-99. (The latest figures have been included in Annexure 1 as they were available only after the study was completed and in the process of printing.)

Problems in undertaking the research

- Data was not always available for all heads in all the years. In fact the basic document for data on budgets - the Detailed Demands for Grants of all the Ministries/Departments was also not always available for all the years.
- Even where available, data for the same head for the same years in two documents did not always tally.
- Selection of programmes and schemes for children up to the age of 14 years was not easy.

There is no one source of information on programmes/schemes related to children as children's issues are dealt by several ministries and departments. For example, besides the Department of Women and Child Development and the Department of Education, Ministry of Human Resource Development (MHRD), that have child specific programmes, the Ministry of Labour looks into the child labour problem and the Ministry of Social Justice and

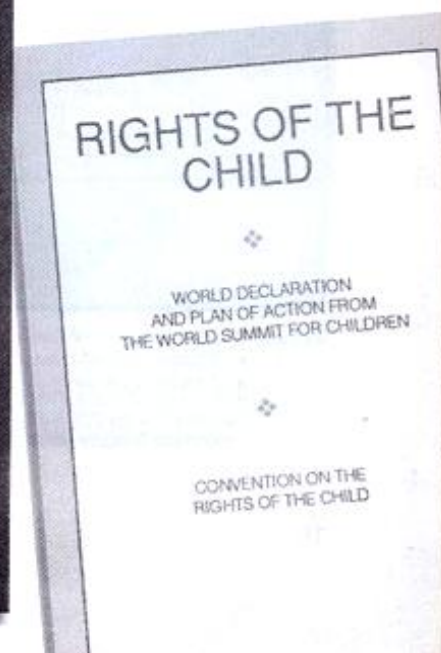
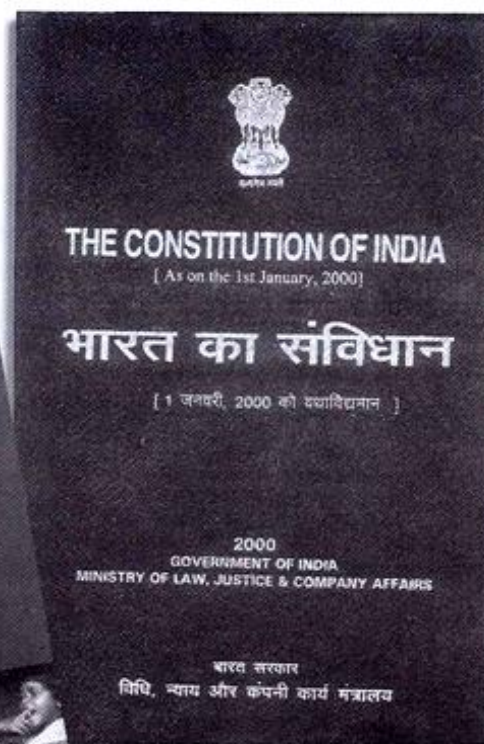
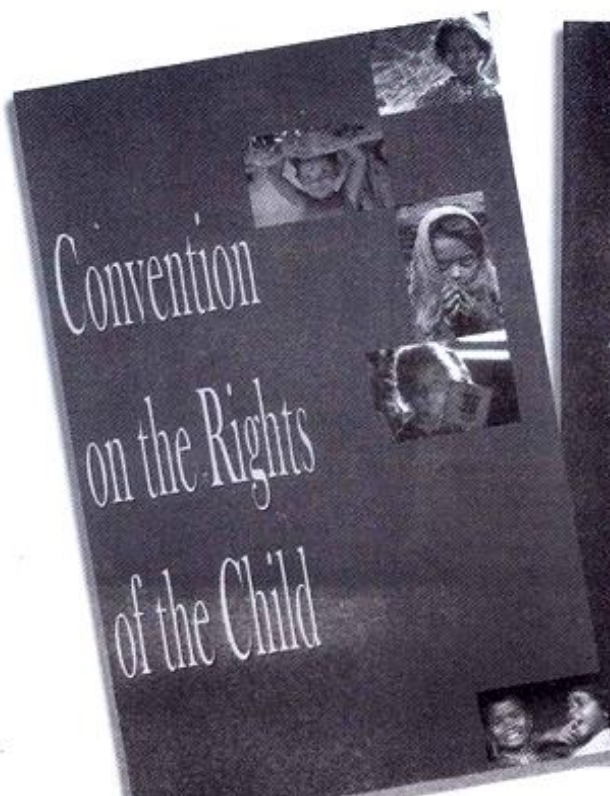
Empowerment addresses the needs of children belonging to the Scheduled Castes/Scheduled Tribes/Other Backward Classes as well as children with disability(ies), children of prostitutes and the juvenile offenders. The Ministry of Health and Family Welfare deals with children's health as part of the Mother and Child Health schemes in its Reproductive and Child Health (RCH) programme.

Programmes for women and children are closely linked to one another. Clearly, interventions for women are crucial to the survival and development of children. For example, the Maternal and Child Health schemes of the Ministry of Health and Family Welfare cater to both the mother and the child together. Therefore, at times it was difficult to decide whether a scheme is child specific or not.

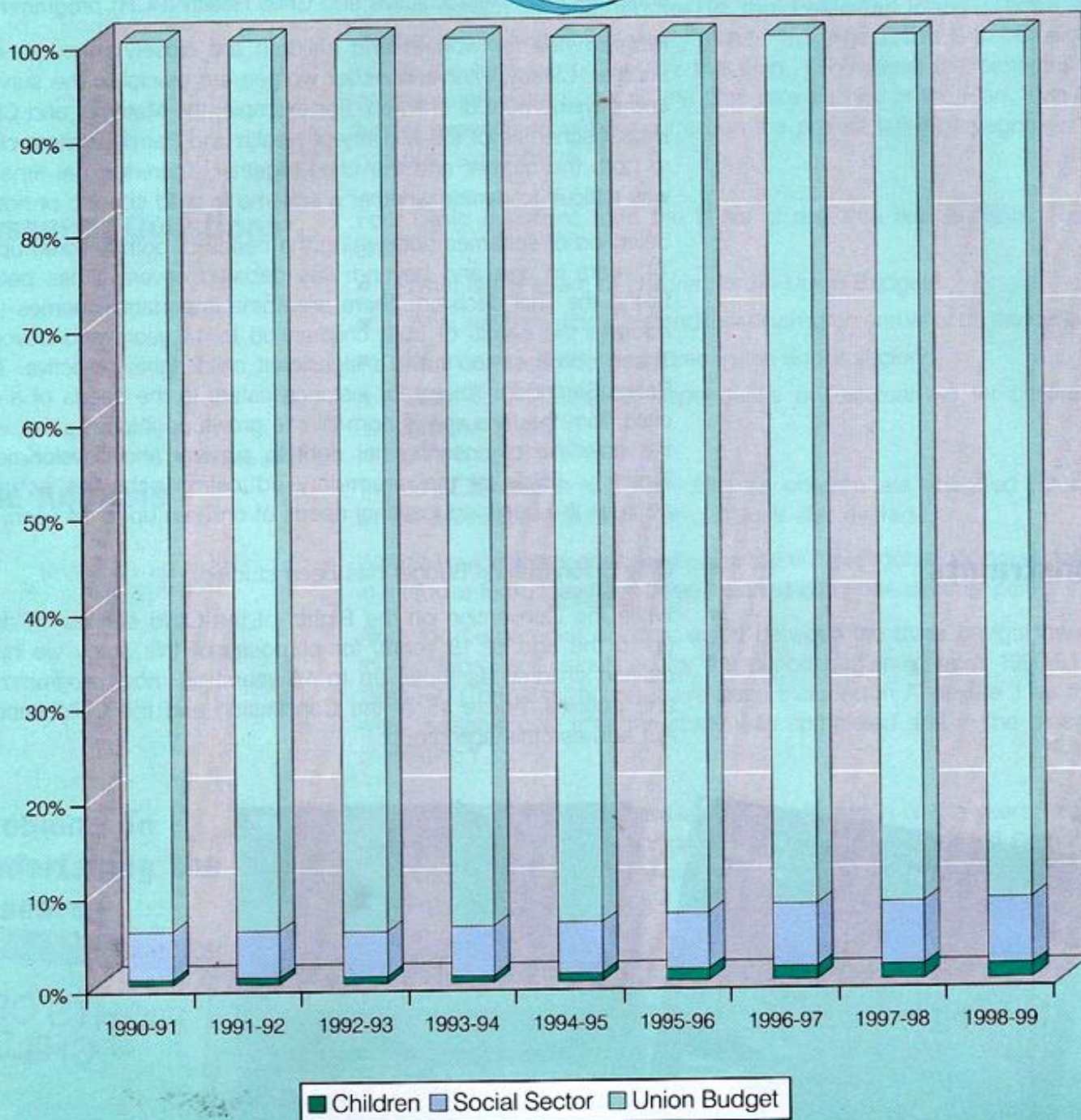
Selection of schemes addressing the needs of both children up to 14 years in age and beyond was debated several times before taking the final decision. There are some important schemes that address the needs of both children up to 14 years and beyond. These schemes too have a significant child rights objective. The Balika Samridhi Yojana for instance caters to the needs of a girl child from the time she is born till she grows up into an adult, with the objective of ensuring her right to survival and development. Similarly, some of the secondary education schemes actually address the basic educational needs of children up to 14 years.

Constraints

- Only Union/Central Budget has been studied.
- While the Convention on the Rights of the Child defines children up to the age of 18 years, for purposes of this study we have defined children as those up to 14 years, as most programmes and policies, Article 45 of the Constitution and the Child Labour Act address this age group.



Here is a glimpse of spending on Children...



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Labour

- Ministry of Social Justice and Empowerment
- Ministry of Health and Family Welfare

Economic Survey (1999-2000 and 2000-01)
Expenditure Budgets (Vol. II) (1990-91 to 2000-01)

Expenditure on Children

Sectoral Spending

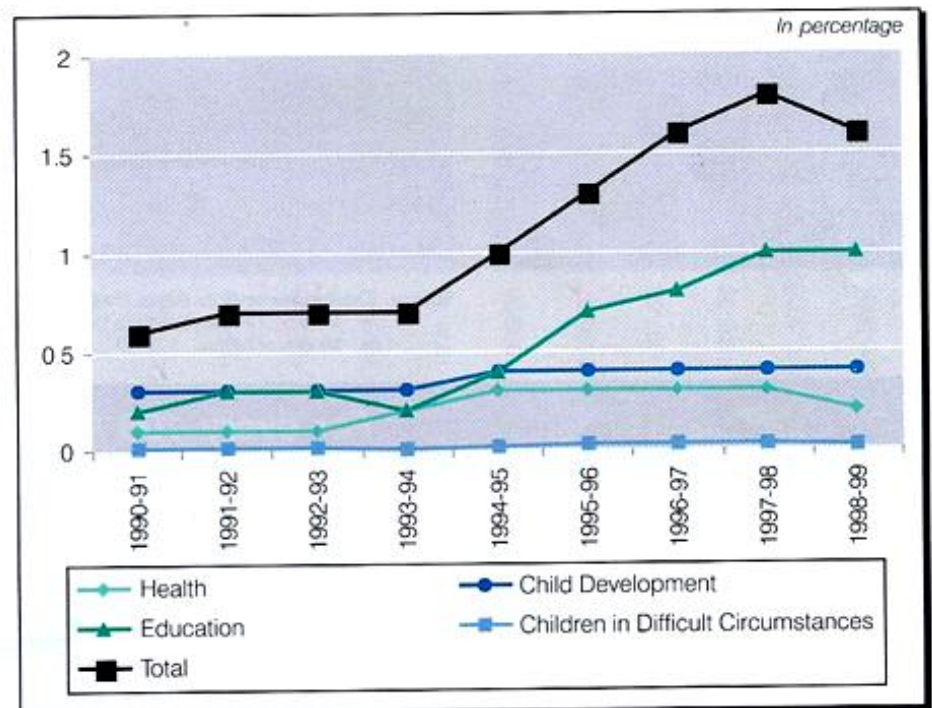
Spending on both the social sector as well as on children has shown an increase over the last decade. But clearly, the increase is marginal. The actual spending on children has gone up from 0.6 percent of the Union Budget Expenditure in 1990 to 1.6 percent in 1998 (annual expenditure accounts of 1999 have not yet been presented).

Till 1993-94, the share of Union Budget spent on children in the different sectors did not go beyond 0.7 percent. It rose to 1.0 percent in 1994-95, consistently rising to 1.8 percent in 1997-98. It had however fallen to 1.6 percent in 1998-99 coinciding with a fall in expenditure on child health.

Figure 1

Sectoral Spending on Children as percentage of Union Budget

Union Budget



In the last decade Union Budget expenditure on children as well as the social sector has increased only marginally.

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Labour
- Ministry of Social Justice and Empowerment
- Ministry of Health and Family Welfare

*Note : CDC refers to Children in Difficult Circumstances

Child Development includes programmes on Early Childhood Care and Education (ECCE) and other miscellaneous programmes under the Department of Women and Child Development.

Table 1.1 gives the details of percentage expenditure on children in each sector and totally on children in the Union Budget.

In terms of priority, Union Government's spending on children has been maximum on education, followed by child development, child health and finally children in difficult circumstances. While millions of children in the country are victims of all forms of exploitation, of natural calamities and social and political wars, the central government's concern for child protection has been virtually negligible. In fact while the government lists children in conflict as one of the categories of children in need for special protection, there is no programme or budgetary allocation for them, neither is there for children in prostitution.

Table 1.1

Sectoral Spending on Children

Union Budget

In percentage

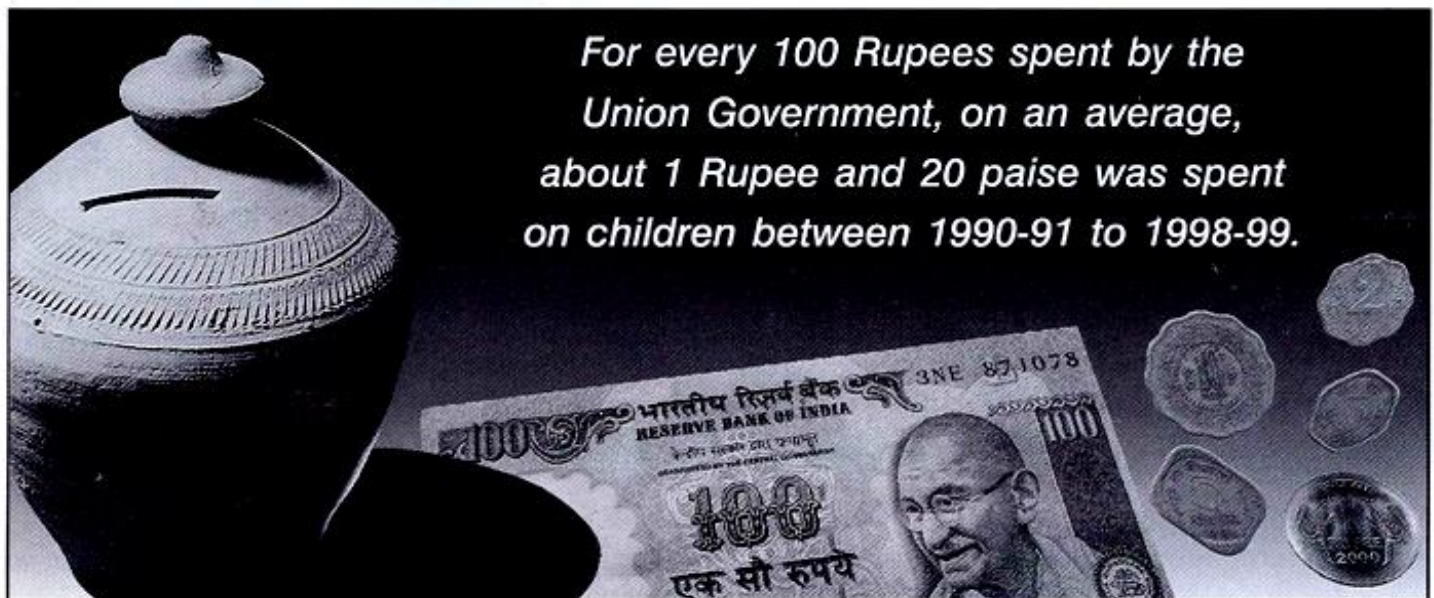
Year	Health	Child Development	Education	Children in difficult circumstances	Total
1990-91	0.1	0.3	0.2	0.01	0.6
1991-92	0.1	0.3	0.3	0.01	0.7
1992-93	0.1	0.3	0.3	0.01	0.7
1993-94	0.2	0.3	0.2	0.00	0.7
1994-95	0.3	0.4	0.4	0.01	1.0
1995-96	0.3	0.4	0.7	0.02	1.3
1996-97	0.3	0.4	0.8	0.02	1.6
1997-98	0.3	0.4	1.0	0.02	1.8
1998-99	0.2	0.4	1.0	0.01	1.6
Average	0.2	0.4	0.6	0.01	1.2

On an average, 1.2 percent of the entire Union budget has been spent on meeting the needs of children between 1990-91 to 1998-99.

Sources : Detailed Demands for Grants (1990-91 to 2000-01).

- Ministry of Human Resource Development
- Ministry of Labour

- Ministry of Social Justice and Empowerment
- Ministry of Health and Family Welfare



Allocations and Spending

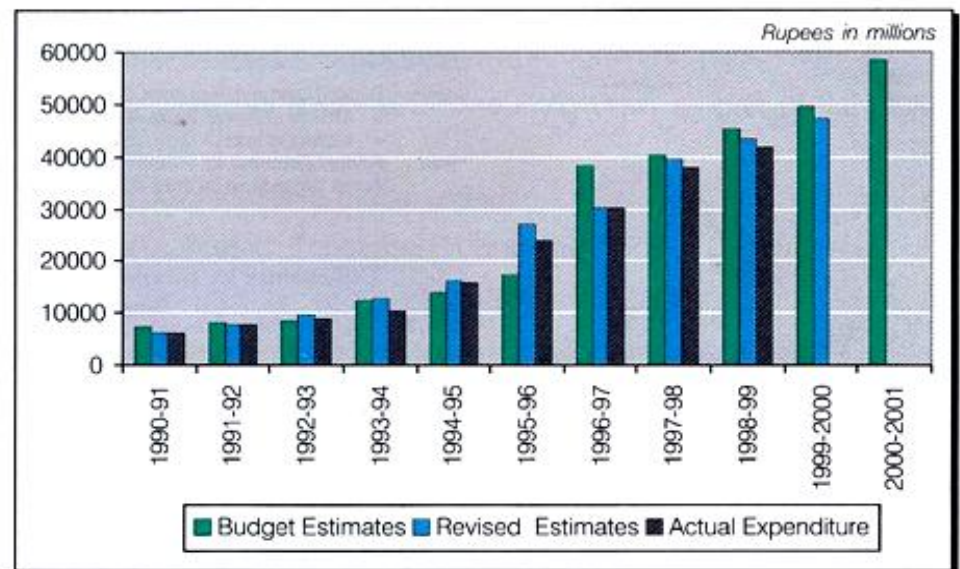
Trends in Estimates and Expenditure

Figure 1.2 & Table 1.2 show the overall trends in budget estimates, revised estimates and actual expenditure on children. There seems to be no distinct pattern of change that is visible from one stage to the next. However, the actual expenditure has been less than the estimates in almost all the years.

Figure 1.2

Budget Estimates, Revised Estimates and Actual Expenditure on Children

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development

■ Ministry of Labour

■ Ministry Social Justice and Empowerment

■ Ministry of Health and Family Welfare

*Note : Revised Estimates for 2000-01 – not available.

Actual Expenditure for 1999-00 and 2000-01 – not available.

Actual expenditure has been less than the estimates in almost all the years.

The analysis of the budget has been divided into two parts. In the first part, change from one stage to the next is analysed, that is from the budget estimates to revised estimates, from budget estimates to actual expenditure and, from revised estimates to actual expenditure. This helps in understanding the shift in intent if any, and what actually goes to children. In the second part, this shift in intent has also been assessed in terms of the rate of change in the Union Budget estimates and expenditure on children from one year to another.

Table 1.2

Budget Estimates, Revised Estimates and Actual Expenditure on Children

Union Budget

Rupees in millions

Year	Budget Estimates (BE)	Revised Estimates (RE)	Actual Expenditure (AE)
1990-91	7218.2	6222.9	6379.3
1991-92	8201.1	7771.9	7658.3
1992-93	8687.1	9764.7	8860.5
1993-94	12309.6	12632.5	10416.6
1994-95	14084.9	16105.7	15904.3
1995-96	17611.2	27002.4	23961.1
1996-97	38221.2	30176.8	30008.1
1997-98	40140.8	39456.7	37954.2
1998-99	45266.5	43442.8	41936.4
1999-00	49466.9	47334.2	NA
2000-01	58270.2	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Labour

- Ministry of Social Justice and Empowerment
- Ministry of Health and Family Welfare

*Note : Revised Estimates for 2000-01 – not available.

Actual Expenditure for 1999-00 and 2000-01 – not available.

Table 1.3

Difference in Revised Estimates and Budget Estimates on Programmes for Children

Union Budget

Rupees in millions

Year	BE	RE	RE-BE	RE-BE (in percent)
1990-91	7218.2	6222.9	-995.4	-13.8
1991-92	8201.1	7771.9	-429.2	-5.2
1992-93	8687.1	9764.7	1077.6	12.4
1993-94	12309.6	12632.5	323.0	2.6
1994-95	14084.9	16105.7	2020.7	14.3
1995-96	17611.2	27002.4	9391.3	53.3
1996-97	38221.2	30176.8	-8044.3	-21.0
1997-98	40140.8	39456.7	-684.1	-1.7
1998-99	45266.5	43442.8	-1823.8	-4.0
1999-00	49466.9	47334.2	-2132.7	-4.3
2000-01	58270.2	NA		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Labour

- Ministry of Social Justice and Empowerment
- Ministry of Health and Family Welfare

*Note : The negative sign (-) indicates that revised estimates were lower than budget estimates for that year.

The difference in budget estimates and revised estimates shows how the budget undergoes a change in the middle of a financial year, thereby reflecting on the way our budget is planned.

Whenever a new scheme is introduced or, there is a change in any existing scheme in terms of expansion, cuts or withdrawal or, a fall or an increase in external aid, the change is visible in the revised estimates. A launch of any scheme that was not planned for in the budget estimates gets reflected in the revised estimates.

Table 1.3 shows the difference in budget estimates and revised estimates from the year 1990-91 to the year 1999-2000.

The difference in budget estimates and revised estimates reveal the budgetary commitment of a nation. It points out how the budget undergoes a change in the middle of a financial year, thereby reflecting on the way it is planned.

In six years of the last nine years for which the data has been presented in Table 1.3, revised estimates have been lower than the budget estimates. However, in the four-year period following 1992-93, the revised estimates were higher than the budget estimates. This period includes 1995-96 when the revised estimates were a phenomenal 53.3 percent higher than the budget estimates.

This is because many new schemes were introduced in the middle of the year, and there was an increase in allocations in some others. These had not been budgeted for when the initial estimates were made.

The new schemes were:

- Mid-day meal scheme (1995-96)
- National Child Labour Elimination Programme (1995-96)
- Cold Chain for Vaccines (Pulse Polio Drive as part of the CSSM-1995-96)

Higher allocations were made under:

- District Primary Education Programme (DPEP)
- Integrated Child Development Scheme (ICDS)
- Child Survival and Safe Motherhood Programme (CSSM)
- Many other smaller schemes

But in 1996-97 there is a sharp fall witnessed in revised estimates, when it fell by 21 percent from the budget estimates. This was the year when there was a 117.2 percent growth rate in the budget estimates as compared to a growth rate of only 11.8 percent in the revised estimates for that year (for growth rate see Table 1.6).

In order to see how much the government has been able to keep to its commitment, it is important to look at the expenditure pattern. This has to be understood at two levels.

The first level is where actual expenditure is measured against the first budget estimates. (See Table 1.4).

Between 1990-91 to 1998-99, the actual expenditure is less than the budget estimates in six out of the nine years for which expenditure figures are available.

The second level is where actual expenditure is measured against the revised estimates. (See Table 1.5).

Table 1.4

Difference in Actual Expenditure and Budget Estimates on Programmes for Children

Union Budget

Rupees in millions

Year	BE	AE	AE-BE	AE-BE (in percent)
1990-91	7218.2	6379.3	-839.0	-11.6
1991-92	8201.1	7658.3	-542.7	-6.6
1992-93	8687.1	8860.5	173.4	2.0
1993-94	12309.6	10416.6	-1892.9	-15.4
1994-95	14084.9	15904.3	1819.4	12.9
1995-96	17611.2	23961.1	6350.0	36.1
1996-97	38221.2	30008.1	-8213.1	-21.5
1997-98	40140.8	37954.2	-2186.6	-5.4
1998-99	45266.5	41936.4	-3330.1	-7.4

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development

■ Ministry of Social Justice and Empowerment

■ Ministry of Labour

■ Ministry of Health and Family Welfare

*Note : The negative sign (-) indicates that Actual Expenditure was lower than budget estimates for that year.

Even when we look at the second level, we find the actual expenditure lower than revised estimates in almost all the years except 1990-91.

To understand how much of the budget is finally spent or unspent, it is important to examine the second level in greater detail.

Table 1.5

Difference in Actual Expenditure and Revised Estimates on Programmes for Children

Union Budget

Rupees in millions

Year	RE	AE	AE-RE	AE-RE (in percent)
1990-91	6222.9	6379.3	156.4	2.5
1991-92	7771.9	7658.3	-113.6	-1.5
1992-93	9764.7	8860.5	-904.2	-9.3
1993-94	12632.5	10416.6	-2215.9	-17.5
1994-95	16105.7	15904.3	-201.3	-1.3
1995-96	27002.4	23961.1	-3041.3	-11.3
1996-97	30176.8	30008.1	-168.7	-0.6
1997-98	39456.7	37954.2	-1502.5	-3.8
1998-99	43442.8	41936.4	-1506.7	-3.5

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development

■ Ministry of Social Justice and Empowerment

■ Ministry of Labour

■ Ministry of Health and Family Welfare

*Note : The negative sign (-) indicates that Actual Expenditure was lower than revised estimates for that year.

A look at the percentage of money remaining unspent with the government reveals a lot. The underspending, shown in Table 1.5, indicates that the schemes for which the money was allocated could not meet their target or else there has been devaluation.

Maximum underspending in programmes for children was in the year 1993-94, when the actual expenditure was 17.5 percent lower than the revised estimates. This was followed by the year 1995-96 which shows an underspending of 11.3 percent. It is necessary to understand why this happened...

In 1993-94, there was underspending in elementary education and child development sectors, as well as in the sector relating to children in difficult circumstances.

Underspending in Elementary Education

In 12 out of the 17 elementary education schemes there has been under utilisation. Some of the important schemes which show a high rate of under spending are :

- District Primary Education Programme (DPEP) -
91.3% unspent
- Mahila Samakhya -
80.6% unspent
- Teachers training programme -
95.6% unspent
- Special school for the disabled -
93.3% unspent

Underspending in Child Development

- Integrated Child Development Service (ICDS) -
11.6% unspent

Underspending in Child Protection

- National Child Labour Project (NCLP) -
99.0% unspent

In 1995-96 again, under spending in the education sector explains under spending in the overall revised budget for children.

As has been mentioned earlier, Government's commitment to children can also be assessed in terms of the rate of change in estimates and expenditure from one year to another.

Table 1.6

Rate of Change in Budget Estimates, Revised Estimates and Actual Expenditure on Programmes for Children

Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1991-92	13.6	24.9	20.1
1992-93	5.9	25.6	15.7
1993-94	41.7	29.4	17.6
1994-95	14.4	27.5	52.7
1995-96	25.0	67.7	50.7
1996-97	117.0	11.8	25.2
1997-98	5.0	30.8	26.5
1998-99	12.8	10.1	10.5
1999-00	9.3	9.0	
2000-01	17.9		
Average	29.4	29.6	27.4

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development

■ Ministry of Labour

■ Ministry of Social Justice and Empowerment

■ Ministry of Health and Family Welfare

*Note : Averages are calculated for 1990-91 to 1998-99.

Table 1.6 shows the percentage change in budget estimates, revised estimates and actual expenditure of one year over the previous year.

The average annual growth rate in budget estimates for programmes aimed at meeting the country's commitment to children in the Union Budget was 29.4 percent. This is more or less the same as that of revised estimates at 29.6 percent. The average growth rate of actual expenditure has however, been lower at about 27.4 percent. This again goes to show that our spending on children does not match the programme commitments.

In 1947-59, in the only budget speech made by Pandit Jawahar Lal Nehru in his 17 years as Prime Minister, he had said :

"Our objective is (to) strive with all our strength for our planned development and trying to ensure progressively a more equitable distribution, and thus to raise the standards the great mass of our people...This Budget statement is a minor event in our march forward. We look at it in the perspective of what we have to do and what we have to achieve".

Pandit Nehru's understanding of budget as a step towards achieving the goals of development is as relevant today as it was then. Clearly, there are gaps between need, allocation of resources and implementation. The situation of our children today and the investment made on them is therefore not any different. There is a gap in budgetary commitments and implementation of Central Government's programmes for children.

The Government of India is involved in a large number of programmes that are in the state list of the Constitution. As these schemes are implemented by the states, GOI has no control over the staff, or over day-to-day supervision or coordination so necessary for the success of such schemes. The number of such Centrally Sponsored Schemes has multiplied very fast in the last ten years, and has reached a staggering number of 210 today. The CAG studied the implementation of a few centrally sponsored schemes (CSSs) and observed as follows in their 1999 report:

- The result of the performance reviews of these schemes carried out in the controlling Union ministries and the different states disclosed a common pattern of shortcomings in the execution of all Centrally Sponsored Schemes as under:
- Inability of the Union ministries to control the execution of the schemes with a view to ensuring the attainment of the stated objectives in the most cost effective manner and within the given time-frame, as a result of which, the programmes continued to be executed in uncontrolled and open-ended manner without quantitative and qualitative evaluation of delivery.
- The controlling Union ministries confined their role to the provision of budget and release of the funds to the state governments rather mechanically without reference to the effective utilisation of the funds released earlier in accordance with the guidelines and capacity of the respective state governments to actually spend the balance from the previous years and releases during the current year.
- The ministries were unable to ensure correctness of the data and facts reported by the state governments. Overstatement of the figures of physical and financial performance by the state governments was rampant. No system of accountability for incorrect reporting and verification of reported performance were in vogue.
- The Ministry was more concerned with expenditure rather than the attainment of the objectives. Large parts of funds were released in the last month of the financial year, which could not be expected to be spent by the respective state governments during that financial year.
- The state government's attitude to the execution of the programmes was generally indifferent. They laid emphasis on release of assistance by the ministry rather than ensuring the quality of expenditure and attainment of the objectives. Misuse of the funds provided for vulnerable sectors and sections of the society was rampant. The state governments' attitude towards such misuse was one of unconcern. The controlling Union ministries had no clue to such misuse. Thus, in many cases, the figures of expenditure booked in accounts assumed precedence over the bonafide and propriety of the expenditure.
- Nobody could be held responsible for shortfall in performance, poor delivery of output, wanton abuse of the authority to misuse the funds provided for succour to the victims of calamity, economic upliftment of the poor Schedules Tribes, eradication of Malaria, sheltering from the suffering of repeated droughts, etc."

(Approach Paper to Tenth Five Year Plan [2002-07]. Chapter IV)

Let us take a few examples:

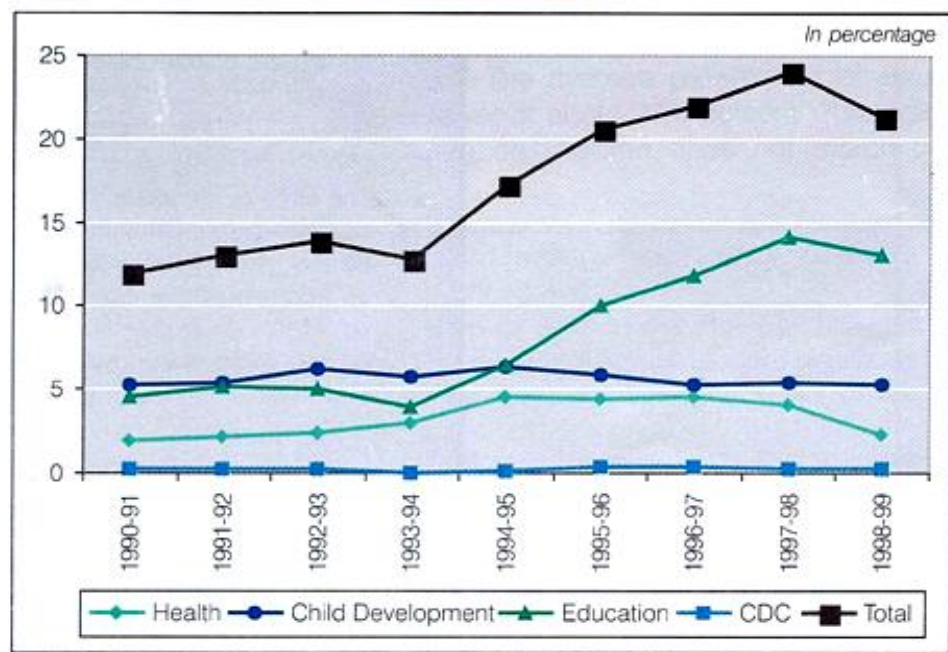
- As early as the 1960s the Kothari Commission had recommended that a minimum of 6 percent of the GDP be spent on education, to be increased consistently over the years. However, even today, as the country awaits the 83rd Amendment to the Constitution that will make education a fundamental right, we are still talking about "achieving" the 6 percent dream!!!
- Through the Integrated Child Development Services programme of the Government, which is supported by the World Bank and UNICEF, 2.29 crore (22.9 million) of the 6 crore (60 million) children below the age of six that are living below poverty have been reached. According to Government estimates, India today requires 8 lakh (800,000) crèches for the young children. Against this, only 14,925 crèches have been made available. To meet the overall requirement 7.85 lakh (785,000) more crèches will have to be set up.
- Almost 5 percent of India's children are working and they constitute 5.2 percent of the total labour force. During 1999-2000, through the massive funding invested in the 91 National Child labour Projects in the 10 most endemic states, only 1.47 percent child labour force in those states has been reached.

Share of Children in the Social Sector

Figure 1.3

Sectoral Spending on Children as Percentage of Social Sector Expenditure

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development

■ Ministry of Labour

Economic Survey (1999-2000, 2000-01)

■ Ministry of Social Justice and Empowerment

■ Ministry of Health and Family Welfare

Sudden and steep rise in the social sector spending on children is linked to the launch of externally aided programmes.

On an average, from 1990-91 to 1998-99, 6.5 percent of the expenditure in the Union Budget is on the social sector. All the Ministries that have programmes for children fall under the social sector head. If we compare the percentage of social sector spending that goes for children, it is encouraging to see that the percentage has increased from 11.9 percent in 1990-91 to 23 percent in 1998-99. Figure 1.3 shows the share of children in social sector spending within the Union Budget.

Figure 1.3 and Table 1.7 indicate that the year 1995-96 is the turning point in which the expenditure on elementary education jumped from 6.4 percent to 10 percent of the social sector spending. As can be seen from Table 1.7, within the social sector, maximum expenditure for children has been on education, which rose from 4.6 percent in 1990-91 to 13.4 percent in 1998-99.

Table 1.7
Sectoral Spending on Children as Percentage of Social Sector Expenditure

Union Budget

In percentage

Year	Health	Child Development	Education	Children in Difficult Circumstances	Spending on Children in the Social Sector
1990-91	1.9	5.3	4.6	0.2	12.0
1991-92	2.2	5.4	5.2	0.2	13.0
1992-93	2.4	6.2	5.0	0.2	13.9
1993-94	3.0	5.8	3.9	0.0	12.8
1994-95	4.5	6.3	6.4	0.1	17.2
1995-96	4.4	5.9	10.0	0.3	20.6
1996-97	4.5	5.3	11.8	0.3	22.0
1997-98	4.1	5.4	14.2	0.3	24.0
1998-99	2.3	5.3	13.4	0.2	21.3
Average	3.3	5.7	8.3	0.2	17.4

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development
■ Ministry of Labour
Economic Survey, 1999-2000, 2000-01

■ Ministry of Social Justice and Empowerment
■ Ministry of Health and Family Welfare

Expenditure on child development as percentage of social sector expenditure has been an average of 5.6 percent between 1991-92 to 1998-99. In the beginning of the decade it was 5.2 percent that rose to 5.3 percent in 1998-99, when the last accounts were submitted. It rose to a maximum of 6.2 percent in the year 1992-93 to fall the very next year to 5.8 percent.

Percentage of social sector expenditure on health increased from 1.9 percent to 4.5 percent in 1994-95, after which the expenditure within the Social Sector declined to 2.3 percent in 1998-99.

External Aid in Children's Budget

Social sector spending for children in difficult circumstances increased a little from 0.2 percent in 1990-91 to 0.3 percent in 1995-96. After this year, there was again a fall in percentage going back to what existed in 1990-91.

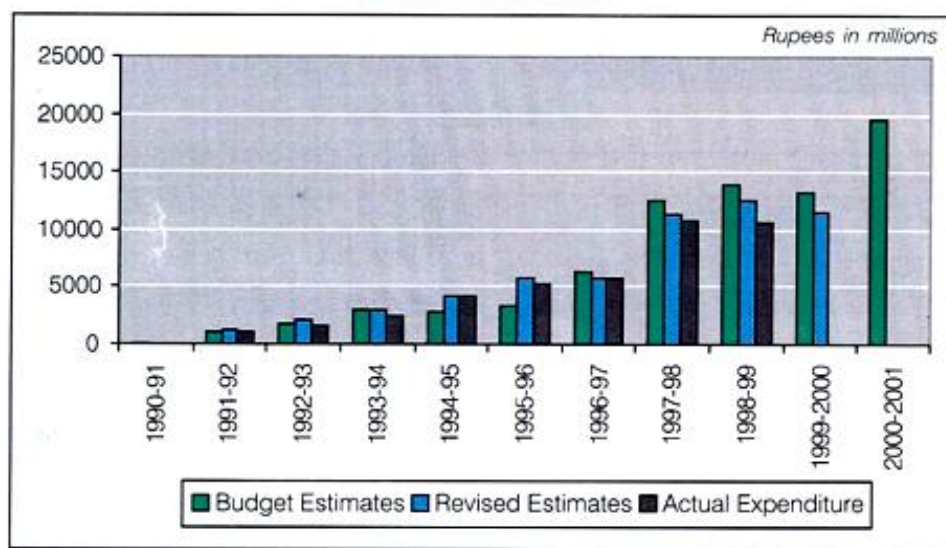
The sudden and steep increase in the overall social sector expenditure on children in 1994-95 to 1997-98 and then the fall in growth rate is closely linked to the external aid in programmes on education and health. The following section examines the contribution of external aid in spending made on children.

Investing in children means investing in the future. It is crucial for any nation to have long term strategically planned interventions that are sustainable. Excessive dependence on external aid often has long-term implications on both the design and the sustainability of interventions. In fact the rise and fall in expenditure patterns can be traced to the inflow and out flow of external aid.

Figure 1.4

External Aid in Budget Estimates, Revised Estimates and Actual Expenditure on Programmes for Children

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Social Justice and Empowerment
- Ministry of Labour
- Ministry of Health and Family Welfare

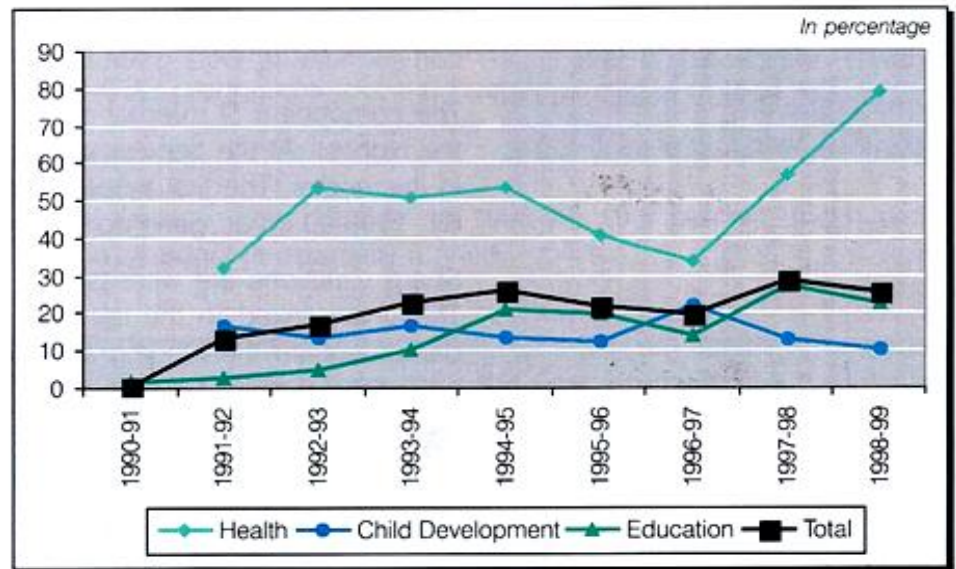
Increased dependence on external aid, especially in sectors that concern children is not a healthy sign for any nation...

External aid in all the three budget heads has increased in the last decade. But the increase has not been consistent. Figure 1.5 projects the dependence on external aid for children's programmes in different sectors.

Figure 1.5

External Aid in Sectoral Spending on Children

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development
■ Ministry of Labour

■ Ministry of Social Justice and Empowerment
■ Ministry of Health and Family Welfare

Table 1.8

Share of External Aid in Sectoral Spending on Children

Union Budget

In percentage

Year	Health	Child Development	Education	Total
1990-91			1.4	0.5
1991-92	32.2	16.5	2.5	13.4
1992-93	53.3	13.4	4.9	17.1
1993-94	50.6	16.7	10.3	22.7
1994-95	53.2	13.1	20.6	26.2
1995-96	40.6	12.4	19.6	21.7
1996-97	33.6	21.6	13.6	19.5
1997-98	56.3	13.0	26.9	28.7
1998-99	79.0	9.9	22.5	25.3
Average	49.9	14.6	13.9	19.5

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development
■ Ministry of Labour

■ Ministry Social Justice and Empowerment
■ Ministry of Health and Family Welfare

External aid has increased dramatically from 0.5 percent in 1990-91 to almost 29.7 percent in the year 1997-98!

The graph and the table indicate the significance of external aid in programmes related to children. External aid for children's programmes has increased dramatically from 0.5 percent in 1990-91 to almost 28.7 percent in the year 1997-98! It has fallen minimally to 25.3 percent in 1998-99.

Of all the sectors, component of external aid in expenditure on child health has been the highest.

Figure 1.5 reflects external aid in all sectors except that received for children in difficult circumstances. This is because the aid received from International Labour Organisation under the International Programme on Elimination of Child Labour (IPEC), was not channelled through the Union Budget. For the period 1992-99, budget allocation and commitment for India given under IPEC was US \$ 6.9 million.

The component of external aid in expenditure on child health has been the highest. At the beginning of the decade, there was no external aid in this sector. The first inflow began in 1991-92 and was 32.2 percent. By 1998-99 it had gone up to a mammoth 79 percent.

Sharp variations are witnessed in the trends in external aid for health. These are linked to the launch and withdrawal of schemes that were dependent on the funding. For example, in 1995-96 there is a rise in the health curve. This was due to the aid taken for the Child Survival and Safe Motherhood (CSSM) programme. In 1996-97, there was a cut in external aid for Kalawati Saran Hospital in Delhi, leading to an overall decrease, only to go up to over 75 percent with the introduction of the Reproductive and Child Health Programme.

The phenomenal growth in the proportion of external aid visible in the second year of the decade under all three heads is alarming. There was an 881.4 percent increase in budget estimates, 1792.9 percent increase in revised estimates and 2928.9 percent growth in actual expenditure over the previous year!!

Table 1.9

Rate of Change in External Aid in Budget Estimates, Revised Estimates and Actual Expenditure on Programmes for Children

Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1991-92	881.4	1792.9	2928.9
1992-93	52.0	72.5	47.8
1993-94	76.3	49.5	56.4
1994-95	-5.7	38.5	76.0
1995-96	16.6	38.0	24.8
1996-97	90.0	-1.8	12.3
1997-98	98.7	99.8	86.6
1998-99	11.2	-6.3	-2.5
1999-00	-4.7	-8.5	
2000-01	46.9		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Labour
- Ministry of Social Justice and Empowerment
- Ministry of Health and Family Welfare

***For every 100 rupees
that the Union
Government has spent
on children...***

■ ***Between 1990-91 to
1998-99, an average,
of Rupees 19 and 50
paise came from
external aid in the
form of grants or
loans.***

■ ***In 1997-98 Rupees
28 and 60 paise
came from external
aid.***

■ ***In 1998-99, when the
last accounts were
submitted, more than
one fourth of
expenditure on
children was from
external aid sources.***

Clearly 1991-92 is the year when excessive dependence on external sources began. This is also the beginning of the era of liberalisation and globalisation. Since then this proportion has risen and fallen depending upon introduction of schemes. However, there has been a constant rise in this dependence. In 1998-99 there is a negative growth rate to be witnessed because of the fall in the external aid proportion in the ICDS programme, but the budget estimates of 2000-2001 again project a 47 percent increase over the previous year in dependency on external funds.

On an average, from 1990-91 to 1998-99, 19.5 percent of the entire children's budget is externally funded.

What Harm Can External Aid Do?

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

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

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

The magnitude of India's external debt is amongst the highest in the developing world. The result has been that allocation to social expenditure has suffered and they have been supplemented by contributions from the World Bank and other foreign agencies (Franco. 2000. 72, 74, 75).

"Assuming India's population to be a billion people (in Jan. 2000), and assuming external debt to be \$100 billion, at current exchange rate of the rupee, every Indian – young, old or infirm – carries an external debt burden of Rs. 4,358/- on her or his shoulders". (Ghosh. 2000. 81)

Year after year from 1990-91 to the present incumbent, Finance Ministers have cautioned against high interest rates due to the rising debts, which are reflected in high fiscal deficits of the Union Budget.

"Today we must squarely confront and overcome the critical challenge posed by a weakening fiscal situation. A long history of high fiscal deficits has left us with a legacy of a huge public debt and an overgrowing bill of interest payments....If we do not raise the resources and instead take recourse to even higher borrowing next year, then we will jeopardise our prospects for growth, re-ignite the flames of inflation, sow seeds of another balance of payments crisis and place an unfair burden on the next generation".

*(Shri Yashwant Sinha, Finance Minister's Budget Speech
29th February, 2000. 3)*

Such high dependence on external aid for core sectors like education and health does not auger well for the future of the children. In effect it means that our programmes for children are tied to the priorities of the aid agencies. In case their priorities change, our programmes in the country suffer. All aid comes with "strings attached", or with certain conditionalities. In other words we are tying the future of our children to these!

Key Findings

1. While the allocations as well as spending on programmes for children has increased, showing that the government has tried to match its commitment to children in programmatic and financial terms, the average spending has been mere 1.2 percent of the Union Budget in the decade marked by commitments.
2. As the indicators on situation of children clearly show, the targets for improvement are still to be met. Even when there were resources, they have not been spent.
3. Moreover, there are categories of children who have not been targeted at all. While the Government has consistently voiced concern for special groups of children such as children affected by conflict and children of prostitutes, or children engaged in prostitution, there seem to be no specific programmes or budgets for them.

For the socially disabled such as children belonging to the scheduled castes and tribes, and physically/mentally disabled children, there are only educational programmes available.

4. High dependence on external aid for ensuring children their basic rights is an area of deep concern.
5. What is of even greater concern to anyone interested in children's issues is the inconsistency in allocation and spending. There are schemes and programmes that have been launched with substantial allocations, but have not been sustained. Here are a few examples:
 - ❑ Promises to change the fate of the girl child have been made and programmes to match them launched. But somewhere along the way, the financial commitments no longer match the promises.

*The magnitude of
India's external debt is
amongst the highest in
the developing world.*

- The Free Education for Girls programme was launched in 1998-99, with a substantial budget allocation of 1000 million rupees. But since its inception there was no expenditure under this scheme. In 2000-2001 it seems to have died out. The new Sarva Shiksha Abhiyaan plans to incorporate this scheme. Nonetheless the girl child has lost three precious years !
- The Balika Samridhi Yojana was launched in 1997-98 in the middle of the financial year in the wake of the commitments made towards the SAARC Decade of the Girl Child. However, the scheme only seems to have fully utilised the budgetary allocations in its very first year. In the next year the expenditure was 28.9 percent less than the revised estimates. In the third year i.e. 1999-2000, the books do not show any expenditure and as of the last financial year for which published accounts are available, neither the revised estimates nor the expenditure figures are mentioned. What happened? We don't know! The scheme still exists on paper and yet there is no money.

TOWARDS NEW HORIZONS



Balika Samridhi Yojana Recast

The Balika Samridhi Yojana, launched in 1997 with the objective of raising the status of the girl child and bringing about a positive change in society's attitude towards her, has now been given a new form.

- A grant of Rs.500/- per girl child, born after 15 August, 1997 in families below poverty line, for up to two girl children, will be deposited in the nearest post office/bank.
- To improve enrolment and retention of girl children in schools, scholarships ranging from Rs.300/- for Class I to Rs.1,000/- for Class X will also be deposited in the same account.
- The matured amount will be paid to the girl on completing 18 years of age and remaining unmarried. The more the years of schooling, the greater the benefit under Balika Samridhi Yojana.

Meera Sahabagini Uddhar Abhiyan

Launched to rehabilitate the marginalised women of Vrindavan.

- A Committee has been constituted under the Chairpersonship of the Minister of State for Women and Child Development including representatives from the voluntary sector to coordinate efforts of the Government of India, State Governments of Uttar Pradesh, West Bengal and others. A district level Task Force also has been constituted.
- A survey to ascertain the number of such women in Vrindavan and its adjoining areas has been undertaken.
- A beginning has been made towards providing relief and rehabilitation: some marginalised women have been provided shelter and arrangements made for their vocational training.



Shri Atal Bihari Vajpayee
Prime Minister



Uma Sri Bhat
Minister of State for Women & Child Development

Other Achievements Since April '98

- The Rural Women's Development and Empowerment Project covering the States of Bihar, Uttar Pradesh, Haryana, Madhya Pradesh, Gujarat and Karnataka has been launched.
- Higher financial norms approved for Short Stay Homes for Women and Girls in Distress.
- A collaborative programme for distance education on women's empowerment has been launched.
- The Central Social Welfare Board (CSWB) has launched Chetana Parv, a year-long advocacy programme.
- More than 58,000 women have been assisted under the Support to Training and Employment Programme (STEP) during 1998-99.
- 186 projects involving 12,000 women have been sanctioned assistance under the NORAD-assisted Women's Empowerment Programme.

Integrated Child Development Services (ICDS) Scheme

The Integrated Child Development Services Scheme (ICDS) is a unique programme for the holistic and sustainable development of children. The Scheme provides a package of essential services which include supplementary nutrition, immunisation, health check-up, pre-school education, referral services, nutritional and health education.

The child-centred approach of ICDS is based on the rationale that care, psycho-social development, child's health and nutritional well-being mutually reinforce each other. The principal beneficiaries under the scheme are children below six years, expectant and nursing mothers belonging to the poorest of the poor families. Special attention has been paid to extend the scheme to Adolescent girls.

The ICDS-III project covering Maharashtra, Rajasthan has been cleared.

Girl child scheme caught in a rut

SONAL MANCHANDA
NEW DELHI, DECEMBER 31

MORE than a year after it was launched, the much-publicised Balika Samridhi Yojana, a scheme for the girl child, is yet to take off in the Capital.

The nationwide scheme was launched by former Prime Minister I.K. Gujral in Kanjhawla in north-west Delhi on October 21st last year. It's aim, as the government announced amidst much hype and fanfare, was to reduce female infanticide and encourage families in the lower-income group to educate their daughters.

While 300 families in the Capital have applied for the scheme, only the 11 families which were given the money during the

inaugural ceremony, have got any benefits. For the rest, the scheme exists only on paper.

According to sources in the Department of Social Welfare, the delay has been caused since the government has not released the funds. Officials also point out that apart from being difficult to implement, the benefits of the scheme often will not really help in promoting the cause of the girl child.

The elaborately-planned but poorly-executed Balika Samridhi Yojana is made up of three components. The first part of the scheme consists of granting a one-time payment of Rs 500 to the mother to enable her to have a nutritious diet to recover after the birth.

The second part which will fund the child's education, comes

into effect when she turns five. This is expected to be a complicated process as different agencies look after primary, secondary and higher education in the Capital. The third part deals with the girl's marriage.

The scheme also stipulates that only families with an annual income of Rs 22,000 or below and those with only two girls can apply. Since the scheme has not even been taken off yet, government officials are themselves not aware of the finer details of the second and third parts of the scheme or how it would be implemented.

All that they are willing to say is that they are responsible only for implementing the first part and will have no problems with that since they will maintain computerised

records of the entire exercise. Assuring that the scheme would soon start, spokesperson of the Department of Social Welfare said: "The scheme was delayed because the government notification came in March this year, the fiscal end of the financial year. And though we were allocated a sum of Rs three lakh for implementing the scheme, by the time the paper work was over, the financial year had already lapsed."

She added that as per the rule money can be released from Consolidated Funds of Delhi for the year it was meant to be used, unless otherwise sanctioned by the Union Government. So the Department has to the HRD Ministry for sanction and expects to get a



Department of Women & Child Development
Ministry of Human Resource Development, Government of India

- Other programmes on Education too seem to have met the same fate. The Government plans to make right to education a fundamental right. The 83rd Amendment is on the anvil. To gear up to this, several education schemes were launched, but either the allocations made for them were not spent, or the schemes were discontinued mid way.
- In 1996-97 three major schemes were started. They were—“Special Assistance to States for Implementing the Proposal to Make Education a Fundamental Right”, National Elementary Education Mission” and the “Media Advocacy Programme for Universalisation of Elementary Education”. Although they have been in existence since 1996-97, the allocations have been erratic and there has been no expenditure at all. Why were they launched? What purpose did they serve in the last four years? Who benefited? Like the Free Education for Girls Programme they will now be subsumed under the Sarva Shiksha Abhiyaan.
- The World Bank assisted Uttar Pradesh Project, the Orissa Education Project and the Bihar Education Project were started in 1991. In all these years since their inception, while allocations were made for the Uttar Pradesh and Orissa Projects, there was no spending. Since 1994-95, there was no expenditure under all three schemes. In fact the Orissa and the Uttar Pradesh project were discontinued in 1995, while the Bihar project was stopped midway in 1997. Incidentally both Uttar Pradesh and Bihar are part of the “BIMARU” states with very low education level.

Children no better off in the new millennium

HT Correspondent
New Delhi, May 2

THE MILLENNIUM Summit, due in a few months, could move the Indian Government to give its country report a face-lift, but its far from clear whether it will generate any serious concern over the plight of Indian children.

Children account for 38 per cent of India's population. But numbers don't matter here. A significant number of children face a bleak future. Three important disabilities they suffer from are malnutrition, the necessity of working from an early age and denial of access to education.

Malnutrition is endemic among Indian children — 53 per cent of them are severely malnourished. The three indices of nutritional status, weight for age, height for age and weight for height, continue to indicate a high prevalence of malnutrition among children under three, says the Government.

Forty-seven per cent of children under 3, are underweight, and another 46 per cent stunted or short for their age. Eighteen per cent are “severely undernourished” in the weight for age category; 23 per cent in the height for age category; and 16 per cent in the weight for height category.

India has the largest work



force of children in the world. While there are constitutional provisions against the

employment of children under 14 in factories, mines and hazardous occupations, the Government acknowledges that almost 3 per cent of Indian children work for wages and 2.6 without wages.

Of 11.3 million child labourers, the Government has rescued 1.9 lakh children; 1.46 lakh have been put into school.

The Government has also failed to meet its constitutional duty to give substance to the fundamental right to education. Little has been heard of the fate of the 83rd Constitutional Amendment Bill 2000, which would provide for the introduction of compulsory elementary education for children between

6 and 14.

There are no plans to set up a Ministry for Children, as some NGOs have suggested, but the Government is committed to establishing a National Commission for Children (NCC). It will oversee the proper implementation of the existing laws for children; and review existing laws, suggesting ways of bringing them in harmony with constitutional provisions, the National Policy for Children and the Convention on the Rights of the Child.

The Government may also announce a National Charter for Children incorporating the rights of children as laid out in the Constitution and the CRC.

The Approach Paper to the Tenth Five Year Plan lays down a series of recommendations on Centrally Sponsored Schemes (CSSs) for policy makers to take into account. These recommendations are based on an assessment of CSSs by CAG in 1999, and hold true even in the case of schemes/programmes of the Central Government meant for children.

- The proliferation of CSS is an example of the state over-stretching itself. It would be better to do a fewer things well rather than messing up with a larger number of activities. Policy makers should therefore attempt to match GOI's role to its existing capacity, while at the same time strive to improve the effectiveness and efficiency of public resource use, so that gradually the state functions could be enhanced. One of the ways to reduce the mismatch between the lofty intentions of the GOI and its poor implementation capability is by re-examining the whole concept of Centrally Sponsored Schemes, and by radically limiting its number and improving its flexibility.
- The share of the CSS in the Plan budget of the Central Ministries has now increased to 70% against 30% in the early 1980s. This expansion has taken place at the expense of investments in Infrastructure, Industry and Energy sectors. While reduced expenditure on Industry is justifiable the reduction in expenditure on infrastructure and energy does involve a significant cost since these sectors remain sectors where public investment is needed. The massive increase in allocations has however not been matched by improved monitoring, and effective control. There is ample evidence of diversion of plan funds for salaries and other non-plan expenditure. This suggests that the number of CSS needs to be curtailed drastically from more than 200 today to just about 20 to 40 so that effective systems for their monitoring can be developed. No Ministry should be allowed to run more than 3 or 4 CSSs, and the outlay for each scheme should not be less than 100 crores a year. At present less than 20% of the CSSs have an outlay of more than 100 crores a year. Weeding out smaller schemes will therefore reduce the total number of CSSs from 210 to about 40.
- A number of plan schemes are in operation with similar objectives targeting the same population. These should be converged, and the schemes that are not yielding results should be weeded out. The tendency to proliferate centrally sponsored schemes need to be curbed, and more funds should be provided to State specific programmes, as project based Central assistance to the state plans with AIBP type of budgetary arrangement, where central Ministries have adequate control over flow of funds but states too have flexibility in deciding the details of schemes. Role of the Central Ministries should be capacity building, inter-sectoral coordination, and detailed monitoring and impact studies of state sector projects, so that the gain from public spending is maximised. CSS funds should also be used for enhancing the budgetary allocation of successful development schemes that are being run by state governments on their own, or for meeting the state contribution for donor assisted programmes for poverty alleviation and social infrastructure.
- It is interesting to note that CSS compare unfavourably with Externally Aided Projects in the matter of efficiency. This is because Ministries are willing to abide by funding agency standards of project consultancies, implementation and monitoring, but CSS rarely follow a project approach and lack important components, which are essential to make them succeed. Many of them would do better if a project approach were insisted upon, with time bound targets for monitoring, mid-term evaluation and detailed impact studies. What cannot be made into a project should not be in the CSS basket. CSS should be designed in consultation with individual states, and the outlays should be demand driven.
- Through a process of stratified random sampling five to ten villages can be identified in every state for impact studies and obtaining progress report in these sectors. This work can be given either to the academic institutes or consultants approved by the Ministry/Planning Commission.

Children's Budgets and the Last Decade

As mentioned earlier, the 90's was a watershed decade in terms of commitments made with the signing of the CRC as well as the significant changes that took place in economic policies with liberalisation and globalisation. Both these have had an impact on the budgetary commitments.

At this stage it would be very difficult to quantify what has been the composite impact of the new economic policies and structural adjustment programmes on children. Unfortunately, very little information exists on the actual impact of these programmes on children specifically. However, large dependence on external aid in the last decade is clearly linked to this phenomenon.

Some qualitative analysis of the impact of the new economic policies clearly point towards a deterioration in the living conditions of the poor, and especially in the situation of women and children. Growing food insecurity in a food surplus country is a very good example of the impact of new economic policies. With structural adjustment programmes there is much greater thrust towards export and cash returns. Government has decided to export its stocks at subsidised rates and cut back on the Public Distribution System (PDS). It has in 1997 introduced the Targeted PDS policy wherein households demarcated on the basis of income criterion into Below Poverty Line (BPL) and Above Poverty Line (APL) will be treated differently in terms of quantities and prices. This has led to the exclusion of millions of people from the food security net that they had, placing them into the risk of undernourishment.

It is therefore not surprising that although wheat production in the last year was nearly 75 million tonnes, and the rice production touched 90 million tonnes – food stocks enough to feed the whole nation, more than 500 million people continued to be undernourished, 75 million of them being children.

With more and more adults being thrown out of employment in downsizing the industry, it becomes inevitable that children are forced into the unorganised and hazardous labour market. Absence of free and compulsory elementary education makes this influx even easier.

Therefore, while budgets, both estimates and expenditure may show an increase in quantitative terms, these have to be matched with the status of the children in the country to establish their real "value".

Child Health and Education have witnessed a significant investment in the last decade. However, the situation of children has not improved as significantly. The present status of children in India, reflected in the high levels of malnutrition, low school enrolment rates, high school drop-out rates and the large number of children in labour are still areas of concern as is the high dependence on external aid in the children's budget.

Dependence on external aid to address the rights of our young citizens amounts to abdication of state's ownership and responsibility.

The 90's was a watershed decade. Both the commitments made with the signing of the CRC and changes that took place in the economic policies have had an impact on the budgetary commitments to children.

Without consistent adequate resource allocation and spending, promises for children continue to remain in the realm of rhetoric.

Clearly, even while we say that all children must have rights, and the government takes steps towards ensuring them through law, policy and programmes, certain questions remain. Without consistent adequate resource allocation and spending, these promises continue to remain in the realm of rhetoric.

Moreover, while all human resource, including children, are a nation's strength and future, investment in children in particular must be seen as an investment towards ensuring their rights today and not an investment for future returns.

Annexure I

Budget Update

Children and the Union Budget

Table 1

Budget Estimates, Revised Estimates, Actual Expenditure on Programmes for Children

Union Budget

Rupees in millions

Year	BE	RE	AE
1999-00	49466.9	47334.2	46281.9
2000-01	58270.2	50986.5	NA
2001-02	62159.6	NA	NA

Sources : Detailed Demands for Grants (2000-01, 2001-02)

- Ministry of Human Resource Development
- Ministry of Social Justice and Empowerment
- Ministry of Health & Family Welfare
- Ministry of Labour

Child Health

Table 2

Budget Estimates, Revised Estimates, Actual Expenditure on Programmes for Child Health

Union Budget

Rupees in millions

Year	BE	RE	AE
1999-00	5691.3	5261.1	4609.7
2000-01	8941.9	6875.6	NA
2001-02	7434.3	NA	NA

Sources : Detailed Demands for Grants (2000-01, 2001-02)

- Ministry of Health and Family Welfare

Child Development

Table 3

Budget Estimates, Revised Estimates, Actual Expenditure on Programmes for Child Development

Union Budget

Rupees in millions

Year	BE	RE	AE
1999-00	12260.0	11946.2	12055.9
2000-01	12088.4	11478.5	NA
2001-02	15260.8	NA	NA

Sources : Detailed Demands for Grants (2000-01, 2001-02)

- Ministry of Human Resource Development

Elementary Education

Table 4

Budget Estimates, Revised Estimates, Actual Expenditure on Programmes for Elementary Education

Union Budget

Rupees in millions

Year	BE	RE	AE
1999-00	30895.6	29576.9	29045.5
2000-01	36616.7	32033.8	NA
2001-02	38511.0	NA	NA

Sources : Detailed Demands for Grants (2000-01, 2001-02)

■ Ministry of Human Resource Development

■ Ministry of Social Justice and Empowerment

Child Protection

Table 5

Budget Estimates, Revised Estimates, Actual Expenditure on Programmes for Child Protection

Union Budget

Rupees in millions

Year	BE	RE	AE
1999-00	620.0	550.0	570.8
2000-01	623.2	598.8	NA
2001-02	953.5	NA	NA

Sources : Detailed Demands for Grants (2000-01, 2001-02)

■ Ministry of Social Justice and Empowerment

■ Ministry of Labour

For every Rupees 100 spent by the Union Government, on an average about Rs. 1 and 30 paise was spent on children in the last decade.

Table 6

Sector-wise Spending on Children

Union Budget

In percentage

Year	Health	Child Development	Education	Children in difficult circumstances	Total
1990-91	0.1	0.3	0.2	0.01	0.6
1991-92	0.1	0.3	0.3	0.01	0.7
1992-93	0.1	0.3	0.3	0.01	0.7
1993-94	0.2	0.3	0.2	0.00	0.7
1994-95	0.3	0.4	0.4	0.01	1.0
1995-96	0.3	0.4	0.7	0.02	1.3
1996-97	0.3	0.4	0.8	0.02	1.6
1997-98	0.3	0.4	1.0	0.02	1.8
1998-99	0.2	0.4	1.0	0.01	1.6
1999-00	0.2	0.4	1.0	0.02	1.5
Average	0.2	0.4	0.7	0.01	1.3

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Labour
- Ministry of Social Justice and Empowerment
- Ministry of Health and Family Welfare

Table 7

Budget Estimates, Revised Estimates, Actual Expenditure on Children

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	7218.2	6222.9	6379.3
1991-92	8201.1	7771.9	7658.3
1992-93	8687.1	9764.7	8860.5
1993-94	12309.6	12632.5	10416.6
1994-95	14084.9	16105.7	15904.3
1995-96	17611.2	27002.4	23961.1
1996-97	38221.2	30176.8	30008.1
1997-98	40140.8	39456.7	37954.2
1998-99	45266.5	43442.8	41936.4
1999-00	49466.9	47334.2	46338.2
2000-01	58331.2	51053.4	NA
2001-02	62226.6	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Labour
- Ministry of Social Justice and Empowerment
- Ministry of Health and Family Welfare

For every 100 Rupees spent on children in the last decade 20 Rupees and 10 Paise came from external aid.

Table 1.8

Share of External Aid in Sectoral Spending on Children

Union Budget

In percentage

Year	Health	Child Development	Education	Total
1990-91			1.4	0.5
1991-92	32.2	16.5	2.5	13.4
1992-93	53.3	13.4	4.9	17.1
1993-94	50.6	16.7	10.3	22.7
1994-95	53.2	13.1	20.6	26.2
1995-96	40.6	12.4	19.6	21.7
1996-97	33.6	21.6	13.6	19.5
1997-98	56.3	13.0	26.9	28.6
1998-99	79.0	9.9	22.5	25.3
1999-00	63.6	15.0	25.0	25.9
Average	51.4	14.6	16.4	20.1

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development
- Ministry of Labour

- Ministry Social Justice and Empowerment
- Ministry of Health and Family Welfare

From the year 2001-02, External Aid can also be seen in the child protection sector, specifically for child labour. We shall be able to assess its impact and expenditure only in the year 2003-04 by when the accounts will be available.

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List of Abbreviations

APL	Above Poverty Line
AE	Actual Estimates
BIMARU	Bihar, Madhya Pradesh, Andhra Pradesh, Rajasthan, Uttar Pradesh
BPL	Below Poverty Line
BE	Budget Estimates
CAG	Comptroller and Auditor General
CDC	Children in Difficult Circumstances
CSSM	Child Survival and Safe Motherhood
CRC	Convention on the Rights of the Child
DPEP	District Primary Education Programme
ECCE	Early childhood Care and Education
GOI	Government of India
GDP	Gross Domestic Product
ICDS	Integrated Child Development Service
i.e	that is
ILO	International Labour Organisation
IPEC	International Programme on Elimination of Child Labour
MHRD	Ministry of Human Resource Development
NA	Not Available
NCLP	National Child Labour Project
NGO	Non-Governmental Organisation
OBC	Other Backward Classes
PDS	Public Distribution System
RCH	Reproductive and Child Health
RE	Revised Estimates
SC	Scheduled Caste
ST	Scheduled Tribe
SAARC	South Asia Association for Regional Co-operation
UN	United Nations
U.P.	Uttar Pradesh
US	United States
\$	Dollar

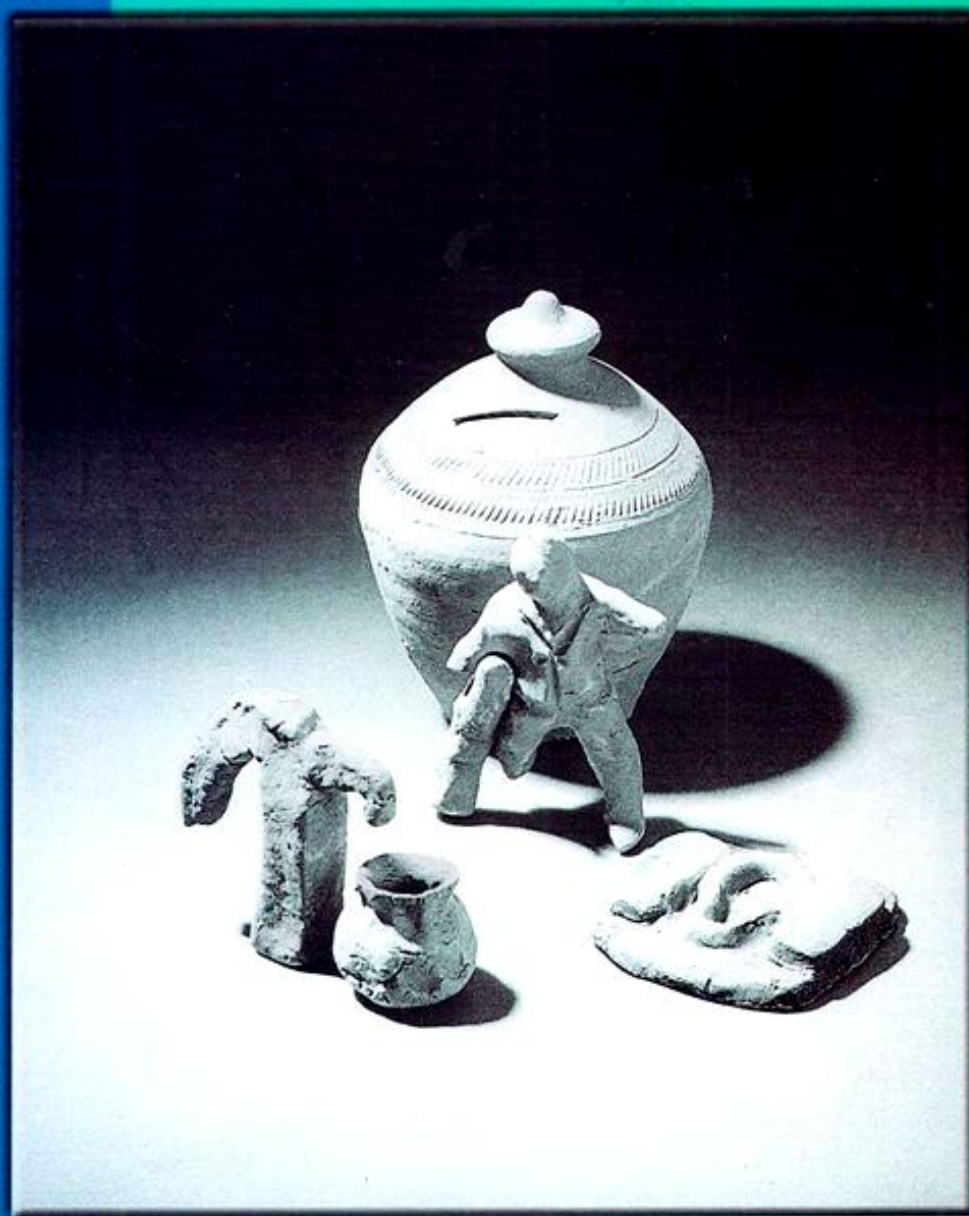


CHAPTER

2

Child Health

INDIA'S CHILDREN AND THE UNION BUDGET



1
Children's
Budget

2
Child
Health

3
Child
Development

4
Elementary
Education

5
Child
Protection



Study by

HAQ: Centre for Child Rights



Supported by

Save the Children

Child Health

INDIA'S CHILDREN AND THE UNION BUDGET

A Study by HAQ: Centre for Child Rights

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Typesetting & Printing : Kriti Creations

Cover picture: The clay objects seen in the photograph are all made by children between the age-group of 6-14 years, living in the slums in Delhi. The objects are a reflection of their demands put forth during a National Convention on the Right to Education held in New Delhi in April 2001.

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Preface

Children constitute almost one-third of our population. There are laws, policies and as many as 122 programmes and schemes to address their needs. In the last decade we have seen a new programme being launched almost every year. We cannot help but ask ourselves why are there no visible changes? Time and again we are told, "the situation is grave—but the resources are limited..."

We are basically a group of child rights activists, a combination of people with background in sociology, child development, and law. Over the years through our work on children's issues we have come to realise that unless resources are allocated adequately and spent optimally, there can be no incremental change in the lives of children. Also, consistency in budget and expenditure to sustain a scheme and reach its goals is important.

The budget of any country is not merely an economic document. It is an indicator of the nation's priorities and intent. Therefore, the world over and in India too, budget analysis has come to be accepted as an effective method for monitoring and evaluating government's commitments. While in India, budget analysis has been attempted in the context of poverty alleviation, *dalits*, women's empowerment etc., this is a first attempt of its kind to analyse it from a child rights perspective.

Children's budget is not any separate budget. It is basically an attempt to disaggregate from the nation's budget what goes into the schemes and programmes for the benefit of children.

Being new to this whole exercise, we thought we should begin with the Union Budget for children in the last decade and move on to the State Budgets as the next step. The ultimate objective is to use the findings for advocacy with relevant authorities and agencies. Analysing the Budget from a child rights perspective will therefore be an ongoing activity for HAQ to be undertaken every year.

Budgets will continue to be mere numbers unless they are looked at from the perspective of whom or for what they are meant. The numbers and graphs may be boring to read after a point, but we hope the readers will be able to add the face of a child to it, think of the child who cannot go to school or one who goes to a school without a toilet, the child who continues to be denied basic health services and security.

Several people have contributed and lent support in the course of this exercise at various stages. We thank them all for their valuable inputs. The kick start was given to us by DISHA, with the help of Mr. M.D. Mistry, Manoj and Vipin, who encouraged us to take on this task, provided the required data for the last five years and taught us how to read the budget documents.

The biggest handicap that we faced in undertaking this study was the availability of information and data. It would have continued to be so, had it not been for the assistance we received from Mr. Vinay Bhatnagar.

We must thank Dr. Biswajit Dhar for constantly telling us that we were on the right track and guiding us through the maze of numbers. He was our Economist Advisor for this study.

Mr. Sandeep Nair was part of the team in the initial stage and contributed in the project design and planning as well as collecting preliminary data from various sources.

The children have always been our source of inspiration. We have used some clay models made by children who participated in a child rights process facilitated by HAQ. Their expressions, which emerge from the way they have moulded the clay with their hands have given us food for thought and have added the child's face to this report.

We thank Ms. Akhila Sivadas for constantly reminding us how important it is to reach this information to people who mattered. The response from various corners, including Members of Parliament, the bureaucracy, the National Commission for Women and various NGOs, the media and several individuals has indeed been very encouraging.

Financial assistance for this study came from Save the Children-UK.

The HAQ team:

Bharti Ali

Enakshi Ganguly Thukral

Saloni Mathur

Child Health And Budget

Right to Health

Every child must be ensured the basic right to life and survival, and provision of adequate health care is fundamental to this.

Recognising this, child health was made a part of planned development in India in the early 80's. Prior to that, the Government was concentrating on maternal and child health more in terms of family planning and immunisation. In 1979, Government's Family Planning Programme came to be renamed "Family Welfare Programme" and specific initiatives were taken to improve health and nutritional status of women and children. Over the years, due to expansion of health services and facilities, there has been some improvement in the health status, which is reflected in reduction in infant mortality and child mortality rates. The Government admits that the task of providing health care to 375 million children is an enormous challenge. (Department of Women & Child Development, 1997. 8) As a result, despite improvement in the health status of children in the past few decades, there is still cause for concern.

Situation of Child Health in India



The Government admits that the task of providing health care to 375 million children in the age group of 0-14 years is an enormous challenge.

- There are not enough beds to accommodate all the 25 million annual births occurring in the country.
- One in every 13 infants dies before reaching the age of one year and one in 9 children dies before reaching the age of five. This, by the Government's own admission, is almost the same situation as it was in 1961.
- Approximately 70 percent of infant deaths occur in the first week of life.
- Acute Lower Respiratory Infection (ALRI) continues to claim 15 to 20 percent of infant deaths, especially in the first three or four months of life.
- 380,000 deaths occur each year due to inadequate Vitamin A, iron and iodine intake and 210,000 children are born cretins or blinded as pre-schoolers.
- Every year 7 to 8 lakh (700,000-800,000) children die from a preventable disease like diarrhoea.
- There are nearly 75 million malnourished children below the age of 5 years in the country.

Trail of malnutrition deaths in Maharashtra tribal

Yogesh Pawar
Mumbai/Nashik, April 15

OVER 8,000 children up to the age of six in a tribal belt across five Maharashtra districts have died of malnutrition since May last year amid government apathy, ignorance and sheer negligence. All the five districts are part of the Nashik division.

Revenue records reveal that 2,740 children died in Ahmednagar, 1,919 in Dhule, 1,525 in Jalgaon, 1,237 in Nandurbar and 1,000 in Nashik.

Govt doctors in the area have been behind the deaths. "The acute drought and lack of employment have brought about this disaster," he told the *Hindustan Times*. He has asked CM Vilasrao Deshmukh to provide food and not money to the tribals under the Food for Work plan.

Elsewhere in the government there is blissful ignorance about the disaster. Mr. W. S. Kulkarni, Minister for Welfare, said that the government is not aware of the deaths.

Local level also. Deputy divisional commissioner (development) N. K. Jejurkar thinks his job is to merely monitor and maintain the "responsibility" of implementing the scheme.

He says, "We come into the picture only when a child develops complications or any infection due to malnutrition. Till then, it is the revenue department's job to provide adequate income generation to the tribals or supplementary food to their children."

The government is only now responding to the wake-up call. But mainly to pre-empt any blame to it on the death of children in the area.

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DEATH STALKS CHILDREN

MALNUTRITION DEATHS OF CHILDREN SINCE MAY 2000

Nandurbar	1,257
Jalgaon	1,525
Dhule	1,919
Nashik	1,000

Pulse Polio' a success, but other immunisation programmes ailing

By Kalpana Jain
The Times of India News Service

Despite the huge success of Pulse Polio, other immunisation programmes are ailing. The NFHS data reveals the following levels of coverage for the northern states: Bihar 11 per cent, Assam, 17 per cent, Rajasthan 17 per cent and Madhya Pradesh 22 per cent.

Children against six where-

1995 was 31,397. By 1996, the figure had almost doubled to 62,794. This increase, the report says, was attributed to the Pulse Polio programme. In fact, the report says, the coverage in all states has increased since 1995.

NEW DELHI: Should poverty indicators be location-specific? That seems to be the question that is being asked by the government.

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programme was that the poor weren't identified by income or expenditure, says T.K. Jose, executive director of Kudumbashree, the state's poverty eradication mission. The mission, involving the community development, equipping it with flexibility into the system, has been implemented through the help of women belonging to the "poor families", identified through a household index survey using nine indicators.

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The Times of India News Service

Millions of births not registered in India: Unicef

BY OUR CORRESPONDENT

New Delhi, July 8: About 40 million births go unregistered in the world every year, with one-third of them in India, says the report released by the Unicef on Wednesday.

Registrar-general Vijayan Unni, while jointly releasing the report along with the secretary, ministry of health, Dr. I. Michra

report. According to the government, only 50 per cent of births are registered in India.

In Asia, countries like China, Japan, Korea, Malaysia, Mongolia, Singapore, Thailand and Sri Lanka have registered over 90 per cent of births. India is ranked below Pakistan in this regard and the Philippines and Indonesia have registered between 60 and 80 per cent of births.

Unicef says that the lack of birth registration is a major barrier to the development of a country. It says that without birth registration, it is difficult to plan for the future and to provide basic services to the population.

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City govt pulled up for poor health services

By A Staff Reporter

NEW DELHI: The Comptroller and Auditor General's report has criticised the city government's National Family Welfare Programme for its failure to set up the basic infrastructure essential to provide the welfare services.

Performance relating to all family planning methods is disappointing, the report stated, and despite a greater emphasis on spacing between children, the use of contraceptives showed a declining trend.

According to the report, women continued to be the focus of family planning, for as against 1,000 tubectomies only 60 vasectomies were performed.

And out of the Rs 75 crore released by the Union government for the programme in the last five years, the government could utilise only about Rs 46 crore.

The National Family Welfare Programme started in 1951 to cater to a population more than the stipulated, thereby increasing the efficacy of the service, the CAG report stated.

The Post Partum Programme started in 1966 also catered to a population more than the stipulated, thereby increasing the efficacy of the service, the CAG report stated.

The CAG report also stated that the government should take steps to improve the basic infrastructure for family welfare services.

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A fifth of Delhi's children don't get enough iodine

By A Staff Reporter

NEW DELHI: Iodine is a natural element supposed to be present on the crust of the earth. But due to heavy rain fall as well as recurrent intensive cropping resulting in soil mass removal, the Indian mass has been seriously deficient of its iodine content.

Not from the earth, this iodine can be procured from sea water since the vast majority of people do not consume sea food, and are unable to get iodine from the water. And the salt extracted from water contains almost no iodine.

Even international agencies like the United Nations Children's Fund (UNICEF) have been behind the deaths. "The acute drought and lack of employment have brought about this disaster," he told the *Hindustan Times*. He has

India's Commitment to Children's Health

What are our International Commitments?

World Declaration on Survival, Protection and Development of Children, 1990

As per the World Declaration on Survival, Protection and Development of Children (1990), a 10-point programme commitment is made by virtually all Governments, relevant United Nations agencies and major NGOs to improve their lives and provide them with health needs.

This includes:

- to work for a solid effort of national and international action to enhance children's health, to promote pre-natal care and to lower infant and child mortality in all countries and among all people;
- to promote the provision of clean water in all communities for all children, as well as universal access to sanitation;
- to work for optimal growth and development in childhood, through measures to eradicate hunger, malnutrition and famine, and thus to relieve millions of children of tragic sufferings in a world that has the means to feed all its citizens.

Convention on the Rights of the Child, 1989

Article 24 – "States Parties recognise the right of the child to the enjoyment of the highest attainable standard of health and to facilities for the treatment of illness and rehabilitation of health. States Parties shall strive to ensure that no child is deprived of his or her right of access to such health care services".

This article also lays stress on development of primary health care, combating disease and malnutrition, appropriate pre-natal and post-natal care for mothers, and development of preventive health care. Effective and appropriate measures for abolishing traditional practices prejudicial to the health of children and, information, education and knowledge to parents and children on child health and nutrition, advantages of breast feeding, hygiene and environmental sanitation have also been clearly laid out.



International Conference on Population and Development (ICPD), Cairo, 1994

The International Conference on Population and Development (ICPD), Cairo, 1994, recommended that efforts should be made by all the States to reduce the infant mortality rate by one-third by the year 2000.

What are our National Commitments?

Constitution of India

Article 39 (f) in Part IV of the Constitution on Directive Principles of State Policy directs the State to work towards ensuring "that children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and that childhood and youth are protected against exploitation and against moral and material abandonment".

Article 47 of the Directive Principles of State Policy lays down that it is the "Duty of the State to raise the level of nutrition and the standard of living and to improve public health". It goes on to add, "The State shall regard the raising of the level of nutrition and the standard of living of its people and the improvement of public health as among its primary duties ..."

Plans and Policies

There is no national law addressing the issue of public health in general, though India does have a National Policy on Health. Several Committees have examined the health situation and recommended strategies for improving the health status of the people.

The Bhore Committee Report (1946), which lays the foundation for health service planning in India, gave high priority to provision of maternal and child health services and improving their nutritional status.

The National Development Council Committee (1993), set up a sub-committee on population and health. It recommended that there should be emphasis on improved access and quality of services to women and children.

National Health Policy, 1983

India formulated a National Health Policy in 1983 to provide a comprehensive framework for planning, implementation and monitoring of health care services. Focused attempts were made in the policy to improve the immunisation coverage through Universal Immunisation Programme (UIP). Attempts were also made to improve antenatal coverage, improve the coverage under Oral Rehydration Therapy (ORT) and Acute Respiratory Infections (ARI) programmes.

National Plan of Action, 1992

The National Plan of Action for children was prepared in the same year that India ratified the Convention on the Rights of the Child. In its section on Child Health, the National Plan of Action had laid down certain goals and objectives:

Its major goal was —

- Reduction of infant mortality rate to less than 60 per thousand live births and reduction of child mortality rate to less than 10 by 2000 A.D.

Child Health came into specific focus in planned development in India only in early '80s.

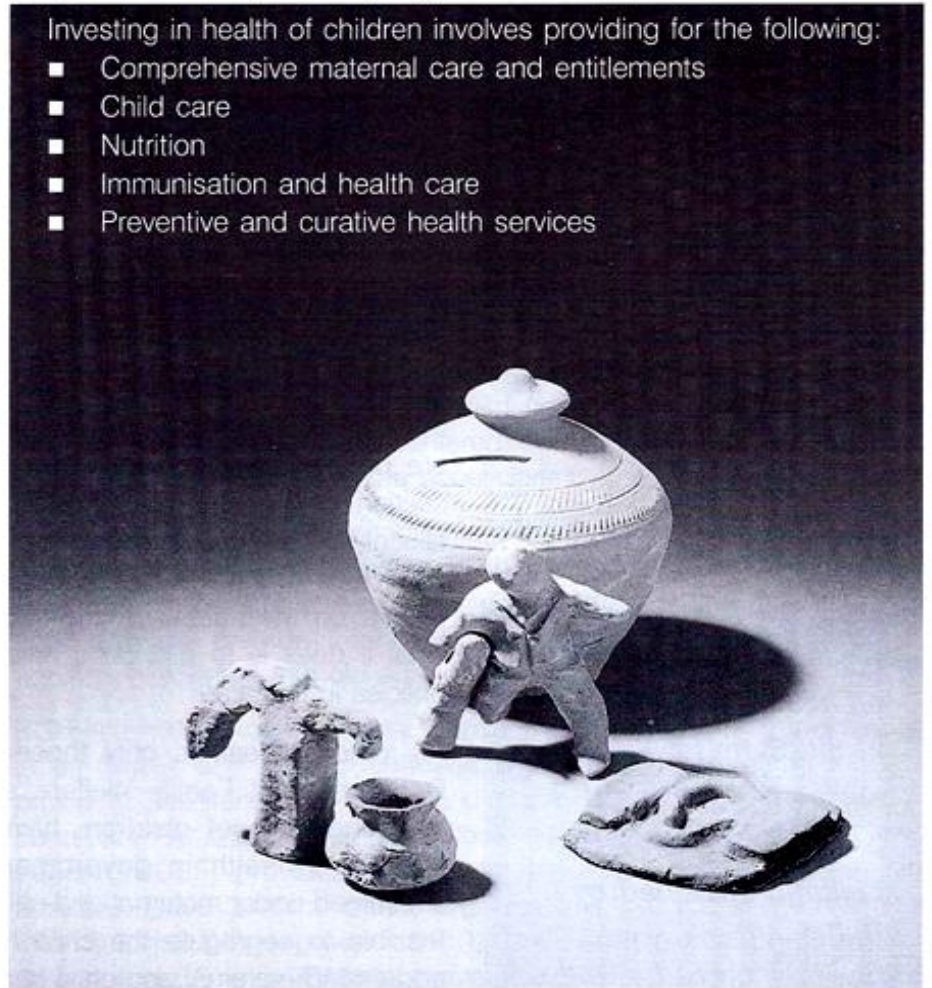
Its objectives were —

- Eradication of Poliomyelitis by the year 2000;
- Elimination of Neo-natal tetanus by 1995;
- Reduction by 95 percent in measles deaths and reduction by 90 percent of measles cases compared to pre-immunisation levels by 1995;
- Achievement and maintenance of high level of immunisation coverage at a level of 100 percent for infants and against tetanus for women of child-bearing age;
- Reduction by 50 percent in deaths due to diarrhoea in children under the age of 5 years and 25 percent reduction of diarrhoea in incidence rate;
- To endeavour to reduce mortality rates due to ARI among children under 5 by 40 percent by 2000 A.D. from the present level.

Any intervention in the area of health aimed at the community as a whole would also benefit children. In a life cycle approach, the health of the mother is of course linked to the health and survival of the child. However, for the purpose of analysing government's commitment to child health, we have concentrated only on those interventions and programmes that specifically target children.

Investing in health of children involves providing for the following:

- Comprehensive maternal care and entitlements
- Child care
- Nutrition
- Immunisation and health care
- Preventive and curative health services



Programmes and Schemes

How were the Schemes Selected?

The health programmes are a responsibility of the Ministry of Health and Family Welfare. This Ministry consists of three departments – Department of Health, Department of Family Welfare and Department of Indian Systems of Medicine and Homeopathy. It is the Department of Health and the Department of Family Welfare that implement programmes on child health.

In view of the federal nature of the Constitution of India, areas of operation have been divided between the Union Government and the State Governments. Items like Public Health, Sanitation and Hospitals etc. are in the State List and, because of their wider ramifications at the national level, they have been included in the Concurrent List as well. Items such as Population Control, Family Planning, Medical Education, Vital Statistics including Registration of Births etc. are in the Concurrent List. The Central Government evolves broad policies and plans through the Central Council of Health, set up under Article 263 of the Constitution, arranges for collection and exchange of information and renders financial and technical assistance to State Governments, Union Territories and other bodies for implementation of important health programmes and various Centrally Sponsored Schemes. With regard to items included in the State List such as Public Health, Hospitals and Dispensaries, the Central Government's direct responsibility is restricted to the Union Territories without legislature. (Ministry of Health and Family Welfare. 1999-2000).

In other words, while most health interventions for children fall under the state subject and therefore are undertaken by individual states, there are programmes that are launched at the central level as well. This section analyses the commitments made to child health and the budget allocations and expenditure on child health in the Union Budget from 1990-1991 to 2000-2001. This analysis may not give a comprehensive picture on the nature of government's spending on child health, but what it does is to provide a reflection on government's priorities and policies in this area.

While most interventions on health are undertaken at the State level, there are some important programmes for children launched by the Centre as well.

As indicated earlier, only those schemes and programmes of the Department of Family Welfare and the Department of Health that specifically target children, have been included in the study. But children's health in government programmes has always been subsumed under maternal and child health. Therefore, it was not always feasible to segregate the child health component from programmes addressing maternal and child health together.

Selected Schemes

Schemes and Programmes of the Department of Family Welfare

Improvement in Child Health and Child Survival are seen as important aspects of the Family Welfare Programme. (Ministry of Health and Family Welfare. 1999-2000. 61). The Department of Family Welfare has the nodal responsibility of providing maternal and child health care services.

Following the National Health Policy of 1983, interventions on child health became part of the Maternal and Child Health (MCH) goals set by the department. Subsequently, a new programme, Child Survival and Safe Motherhood (CSSM) was also launched. Experience gained from these initiatives, together with consultations, national and international, have culminated in an integrated and holistic programme – The Reproductive and Child Health (RCH) Programme. Child health initiatives continue to be part of the overall Mother and Child Health programme framework.

Thus, over the past decade, although the major thrust on child health remained more or less the same, the interventions underwent modifications and regrouping under different programmes. The following section traces these interventions.

Child Survival and Safe Motherhood Programme (CSSM)

This programme was initiated in the year 1992, to strengthen the Mother and Child Health (MCH) Programme of the 1980s. Under CSSM, efforts were made to provide integrated antenatal, intra-natal and post-natal care to women; the childcare component included immunisation, diarrhoeal and acute respiratory infection prevention and management interventions. An assessment of this programme in 1995-97 led to the formulation of the present RCH programme.

Reproductive and Child Health (RCH) Programme

This programme was an outcome of the International Conference on Population and Development held in Cairo in 1994, wherein it was recommended that the participant countries should implement a unified programme for reproductive and child health. The concept of RCH is to provide need-based, client-centered, demand-driven, high quality and integrated RCH services to the beneficiaries.

RCH is a comprehensive programme with several components. Effective maternal and child care is one of them, and includes child survival inputs. The programme has been designed to follow the life cycle approach i.e. provide interventions from birth, through childhood, adolescence, youth into old age.

RCH is a 100 per cent centrally funded programme, being implemented in all States and Union Territories. The major international donors providing assistance are the World Bank, United Nations Population Fund (UNFPA) and the European Commission. United Nations Children's Fund (UNICEF) provides support for training and for child survival activities. Other bilateral donor organisations like the Department for International Development (DFID) U.K. and Danish International Development Agency (DANIDA) have also provided financial assistance.

Improvement in child health and child survival are seen as important aspects of the Family Welfare Programme.

The specific interventions on child health under the RCH programme are:

Universal Immunisation Programme (UIP)

The programme was initiated in 1985-86 and was implemented in a phased manner. It was given the status of a National Technology Mission in 1986 and became operational in all districts in 1989-90. It became a part of the CSSM programme in 1992 and later the RCH programme in 1997.

In the year 1995-96, Government of India undertook a major initiative aimed at eradication of polio by the end of the decade. Under this programme every child under the age of five years was given oral polio drops twice a year. In the year 1999-2000, the programme was intensified.

To strengthen the immunisation programme further so as to cover at least 80 percent of all eligible children with all antigens, and for implementing the ongoing pulse polio immunisation drive to achieve zero polio incidence by the end of the year 2000, a separate budget was provided for in the year 2000-2001.

Cold Chain for Vaccines

A large cold chain system has been an integral part of the immunisation programme since its inception. Since 1995-96, massive pulse polio immunisation campaign for eradication of polio has been carried out for procurement and handling of large quantities of vaccines in cold environment so as to protect their quality during transportation, storage and use.

Acute Respiratory Infections (ARI) Pneumonia Control

Respiratory infections are the leading cause of death for about 30 percent deaths of children under 5 years. The ARI control strategy was developed in 1989 and implemented on a pilot basis in 26 districts. It was universalised and implemented in all districts of the country as part of the CSSM programme since 1992 and has currently become part of the RCH programme.

Essential Care for New Borns

In order to accelerate the decline in Infant Mortality Rate (IMR), essential care for new borns was included as an intervention under the CSSM programme in 1992. Equipment for this intervention is to be supplied under the RCH programme. Medical officers and other staff will also be trained in the use of this equipment.

Oral Rehydration Therapy for Diarrhoea Control among Children

This programme started in 1986-87 and is being implemented in a phased manner. By 1991-92 it had become part of the CSSM programme. Supplies of Oral Rehydration Salts (ORS) packets to the states are being organised centrally by the Government of India.



National Prophylaxis Programme against Nutritional Blindness

This centrally sponsored scheme was launched in the year 1970. By 1992-93, it had become a part of the CSSM programme. Under this scheme children between the age of one and five years were administered 200,000 IU of Vitamin A orally once in six months. The scheme was being implemented through the Integrated Child Development Services (ICDS) programme till the Seventh Five-Year Plan. Since the Eighth Five-Year Plan, the scheme was implemented through the immunisation programme. Under the revised regimen a dose of 100,000 IU of Vitamin A is to be given to all infants at 9 months along with measles vaccine and a second dose of 200,000 IU at 18 months along with booster dose of Diphtheria, Polio, Typhoid (DPT) and Oral Polio Vaccine (OPV). Subsequently, children are to receive three doses of 200,000 IU of Vitamin A every six months, until 36 months of age.

Commenting on the National Prophylaxis and Nutritional Blindness Programme in his report, the Comptroller and Auditor General of India has said:

- No record of the receipt and distribution of this Vitamin was maintained in 72 projects checked in Kerala, Tripura, Mizoram, Andaman and Nicobar Islands and Himachal Pradesh.
- In Bihar, Delhi, Manipur and Nagaland there was no supply during 1992-99 in all projects. In Karnataka, it was not supplied at all in 185 projects during 1998-99.
- In Chandigarh, out of 1.37 lakh children only 0.11 lakh were administered Vitamin A solution.
- In Tamil Nadu, the percentage of shortfall in coverage of children for the first dose ranged between 56 and 75 and for the second dose between 79 and 93 during 1992-99.

"These shortcomings in the supply of Vitamin A point towards the lack of proper commitment to the scheme on the part of Ministry of Health and Family Welfare and also failure of the Human Resource Development Ministry to coordinate/monitor effectively at the state and central level".

(Hindustan Times, January 20, 2001)

Programmes for Children in the Department of Health

The child specific programmes of the Department of Health that are provided for in the Union Budget are limited to setting up of institutions that directly or indirectly cater to a child's health needs. These are:

Kalawati Saran Hospital, Delhi

This paediatric hospital was set up in 1956. It is a 500 bedded hospital attached to the Lady Hardinge Medical College and provides treatment in all paediatrics cases. The hospital gets grants both from the central government and external agencies. With external assistance from the Japan International Cooperation Agency, a new building has been constructed for augmentation of facilities.

Child Care Training Institute, Singure

While the Detailed Demands for Grants of the Ministry of Health and Family Welfare contains budget and expenditure figures for this training institute, there is no mention of the institute in the 2000-01 Performance Budget or the 1999-2000 Annual Report of the Ministry.

Union Budget And Children's Health

Union Budget for Child Health (1990-91 to 2000-01)

The Union Budget for health of children has been analysed on the basis of the budget for the various programmes that have been discussed.

As has already been mentioned, a comprehensive assessment of the financial commitments to children's health will only be possible if the state budgets are factored in, as health is primarily a state subject. However, an analysis of the Union Budget too reveals interesting trends.

While there was a consistent rise in the Union Budget spent on children's health between 1990-97 from 0.1 percent to 0.3 percent, in the financial year 1998-99 (for which the most recent data pertaining to accounts are available), it again fell to 0.2 percent.

Figure 2.1 helps compare the three budget heads i.e. budget estimates, revised estimates and the actual expenditure. (The graph is based on figures given in Table 2.1). While there was a rise in all the three budget heads upto 1997-98, there is a sudden fall witnessed in the estimates and actual expenditure in 1998-99. Since 1999-2000 onwards the estimates have again gone up.

Out of every 100 Rupees spent in the Union Budget between 1991-92 to 1998-99, an average of 20 paise has been spent on child health.

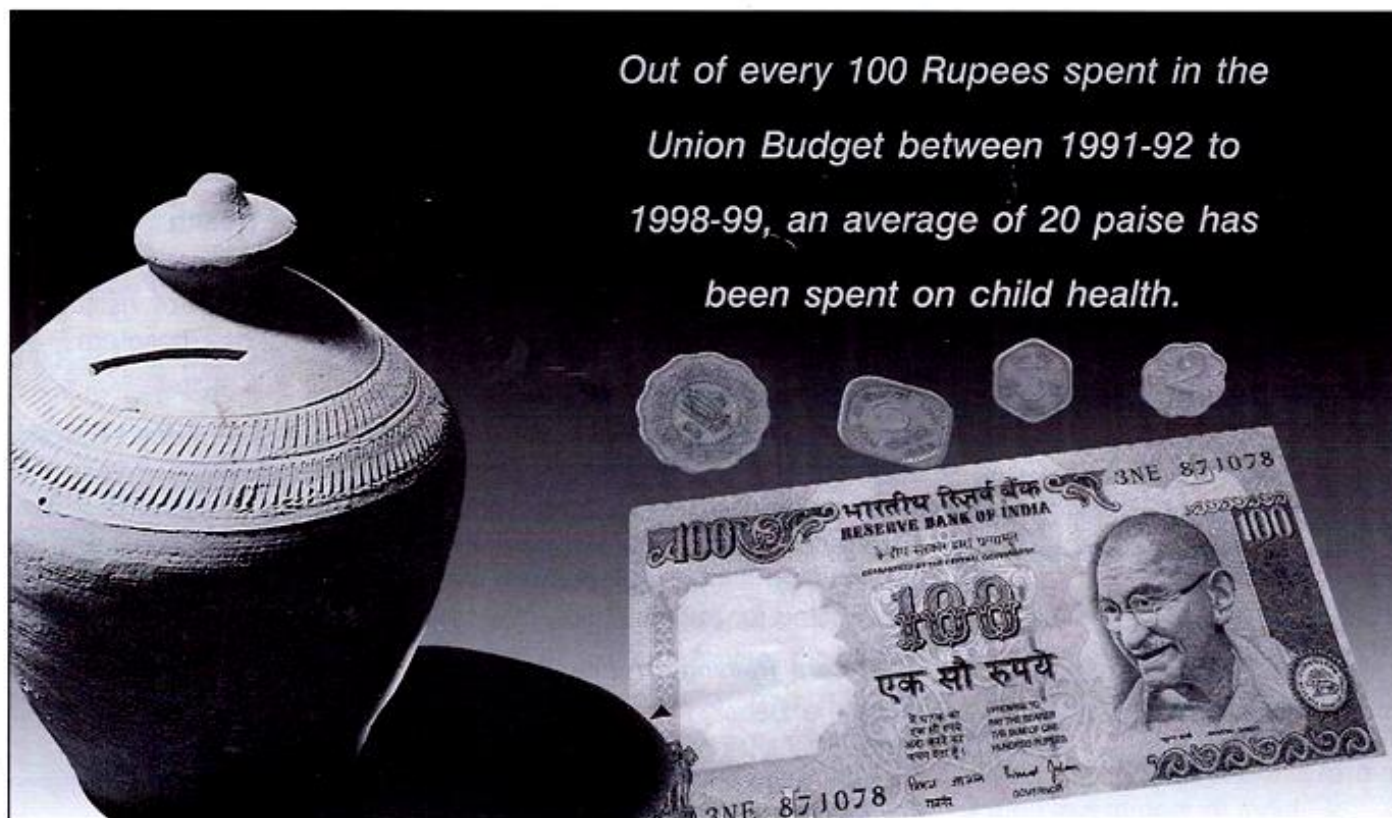
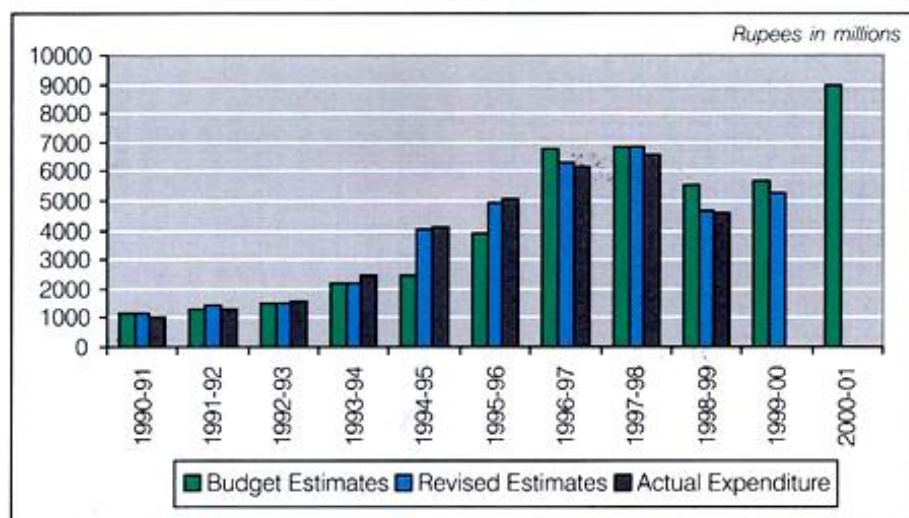


Figure 2.1

Budget Estimates, Revised Estimates and Actual Expenditure on Child Health Programmes

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : Revised Estimates for 2000-01 – not available

Actual Expenditure for 1999-2000 and 2000-01 – not available.

Table 2.1

Budget Estimates, Revised Estimates and Actual Expenditure on Child Health Programmes

Union Budget

Rupees in millions

Year	Budget Estimates (BE)	Revised Estimates (RE)	Actual Expenditure (AE)
1990-91	1141.8	1187.4	1029.8
1991-92	1303.9	1431.8	1322.0
1992-93	1498.1	1507.5	1545.3
1993-94	2166.5	2197.4	2470.2
1994-95	2467.0	4055.7	4113.7
1995-96	3914.5	4946.6	5099.7
1996-97	6769.2	6324.4	6196.9
1997-98	6868.6	6842.4	6560.2
1998-99	5533.9	4648.5	4580.1
1999-00	5691.3	5261.1	NA
2000-01	8941.9	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : Revised Estimates for 2000-01 – not available

Actual Expenditure for 1999-2000 and 2000-01 – not available.

It is important to see the trends that emerge from an analysis of change in the three budget heads from one stage to another as well as from one year to another.

Table 2.2
**Difference in Revised Estimates and Budget Estimates
on Child Health Programmes**

Union Budget

Rupees in millions

Year	BE	RE	RE-BE	RE-BE (in percent)
1990-91	1141.8	1187.4	45.7	4.0
1991-92	1303.9	1431.8	127.8	9.8
1992-93	1498.1	1507.5	9.4	0.6
1993-94	2166.5	2197.4	30.9	1.4
1994-95	2467.0	4055.7	1588.7	64.4
1995-96	3914.5	4946.6	1032.2	26.4
1996-97	6769.2	6324.4	-444.9	-6.6
1997-98	6868.6	6842.4	-26.2	-0.4
1998-99	5533.9	4648.5	-885.4	-15.9
1999-00	5691.3	5261.1	-430.2	-7.6

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : The negative sign (-) indicates that Revised Estimates were lower than Budget Estimates for that year.

There are many reasons for a sudden increase/decrease in the estimates and expenditure; launch of a new programme, a sudden inflow of external aid, devaluation of the rupee, to name a few. But it is also true that at most times, underutilisation of the budget in a particular year can also be responsible for a lower budget in the following year.

Therefore it is important to see the trends that emerge from an analysis of change in the three budget heads from one stage to another as well as from one year to another.

Table 2.2 shows the change between budget estimates and revised estimates in each of the years beginning 1990-91 to 1999-2000.

From 1990-91 to 1995-96, revised estimates were more than the budget estimates. In the year 1994-95 there was a 64.4 percent increase in the revised estimates. This is due to a rise in external aid in the CSSM programme in that year, which was not budgeted for in the budget estimates. Since 1996-97 the revised estimates were lower than budget estimates.

A closer look at the difference between estimates and expenditure reflects the actual commitment to child health. This can be seen at two levels.

The first level is where actual expenditure is measured against the budget estimates. (Table 2.3)

When actual expenditure is higher than budget estimates it is primarily because of introduction of a new programme or increase in external aid.

Table 2.3

Difference in Actual Expenditure and Budget Estimates on Child Health Programmes

Union Budget

Rupees in millions

Year	BE	AE	AE-BE	AE-BE (in percent)
1990-91	1141.8	1029.8	-112.0	-9.8
1991-92	1304.0	1322.0	18.1	1.4
1992-93	1498.1	1545.3	47.2	3.2
1993-94	2166.5	2470.2	303.7	14.0
1994-95	2467.0	4113.7	1646.7	66.8
1995-96	3914.5	5099.7	1185.2	30.3
1996-97	6769.3	6196.9	-572.4	-8.5
1997-98	6868.6	6560.2	-308.4	-4.5
1998-99	5533.9	4580.1	-953.8	-17.2

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : The negative sign (-) indicates that Actual Expenditure was lower than Budget Estimates for that year.

Table 2.3 is a reflection of the government's initial commitment to child health i.e. budget estimates, and what finally reaches children i.e. actual expenditure. The shift in the intent is quite visible. Where the actual expenditure is higher than the budget estimates it is primarily because of an introduction of a new programme or increase in external aid.

The second level is where actual expenditure is measured against the revised estimates. To understand the extent of utilisation of the budget, it is inevitable to examine this level in greater detail, as has been done in Table 2.4 and the analysis that follows.

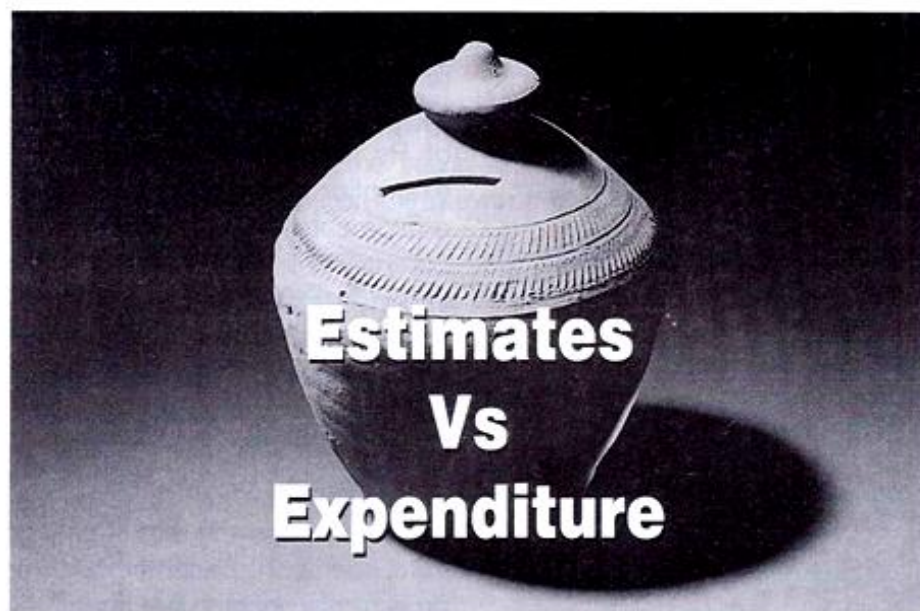


Table 2.4

Difference in Actual Expenditure and Revised Estimates on Child Health Programmes

Union Budget

Rupees in millions

Year	RE	AE	AE-RE	AE-RE (in percent)
1990-91	1187.4	1029.8	-157.6	-13.3
1991-92	1431.8	1322.0	-109.8	-7.7
1992-93	1507.5	1545.3	37.8	2.5
1993-94	2197.4	2470.2	272.8	12.4
1994-95	4055.7	4113.7	58.0	1.4
1995-96	4946.6	5099.7	153.1	3.1
1996-97	6324.4	6196.9	-127.5	-2.0
1997-98	6842.4	6560.2	-282.2	-4.1
1998-99	4638.5	4580.1	-68.4	-1.5

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : The negative sign (-) indicates that Actual Expenditure was lower than Revised Estimates for that year.

Looking at Table 2.4, we find that in the first two years of the decade, and then once again in the last three years (1996-97 to 1998-99) the expenditure has been lower than the revised estimates. For a brief four year period from 1992-93 to 1995-96 the expenditure was more than the revised budget.

It is not always possible to find an explanation in the government documents when expenditure is less than the revised budget. In one of the reports however, some reasons for underspending in a programme of the Department of Health were available :

"Kalawati Saran Children's Hospital, New Delhi- the original provision of Rs. 1315.00 lakhs was augmented to Rs. 1355.00 lakhs by obtaining supplementary grant of Rs. 40.00 lakhs. However, there was a saving of Rs. 555.82 lakhs (including supplementary grant) due to adhoc exemption from payment of custom duty on the imported medical equipments and construction material being procured from Japan, purchase of less equipments and materials, delay in the receipt of imported materials and equipments owing to customs procedure and non-finalisation/implementation of recommendations of the 5th Central Pay Commission". (Appropriation Accounts. (Civil) Report. 1996-97).

A closer look at the percentage change from one year to another in all the three heads will enable an indepth understanding of the situation.

Table 2.5 shows the rate of change in the estimates and the expenditure from one year to another. It is important to note the fluctuations in the growth rate under every head.

Table 2.5

Rate of Change in Budget Estimates, Revised Estimates and Actual Expenditure on Child Health Programmes

Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1991-92	14.2	20.6	28.4
1992-93	14.9	5.3	16.9
1993-94	44.6	45.8	59.8
1994-95	13.9	84.6	66.5
1995-96	58.7	22.0	24.0
1996-97	72.9	27.8	21.5
1997-98	1.5	8.2	5.9
1998-99	-19.4	32.2	-30.2
1999-00	3.4	13.2	
2000-01	57.1		
Average	25.2	22.7	24.1

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : Averages are calculated for 1991-92 to 1998-99.

Average growth rate in revised estimates is the lowest (22.7 percent) when compared to the growth rate in budget estimates (25.2 percent) and actual expenditure (24.1 percent).

The negative growth rate in all the three budget heads in 1998-99 is because there was a decline in the budget and expenditure under most schemes that existed in that year except the RCH programme. By 1998-99 CSSM had completely merged with RCH and hence there was no budget for it post 1997-98.

Also, estimates for Pulse Polio are not mentioned in the Detailed Demands for Grants for the years 1998-99 and 1999-2000. This has affected our calculations on the growth rate.

Programmes on child health have been introduced often in the middle of a given financial year or there has been an increase in the external aid during the year.

- In 1991-92, there was allocation made for the immunisation and prophylaxis programmes that came to a close soon after the CSSM programme was announced in 1992.
- From 1993-94 to 1996-97, there was consistent rise in allocations and spending on CSSM programme. In fact in 1992-93, 1993-94 and 1994-95 the actual expenditure on this programme was more than the revised estimates.

Growth rate under each budget head coincides with the announcement of programmes as well as the external aid received in a particular year.

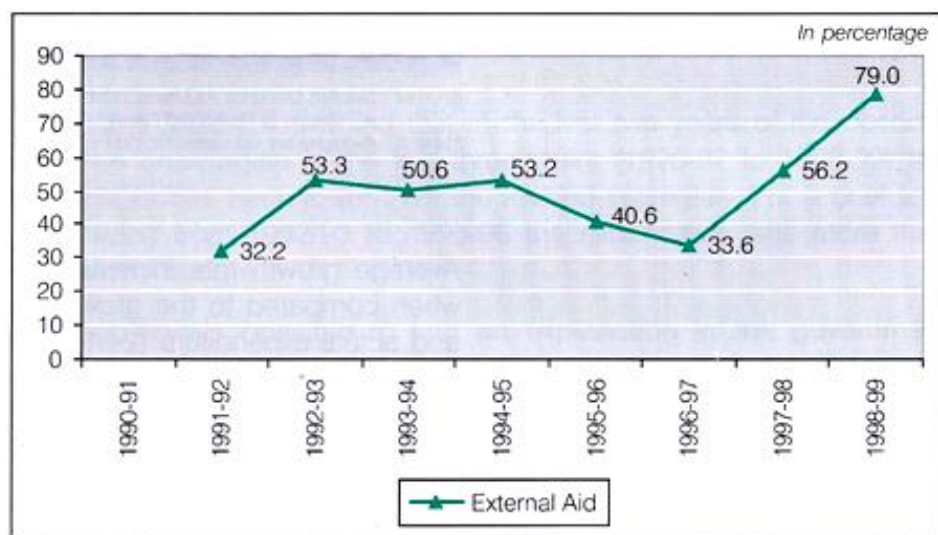
- The year 1997-98 was the year in which the RCH programme was introduced. In this year there were allocations seen both in CSSM as well as in RCH programmes. It is interesting to note that though the RCH programme was launched, no significant change in the total child health budget is evident. In fact, the total of the two programmes (CSSM and RCH) in the year 1997-98 was only a little more than that of the CSSM programme budget for 1996-97.
- By 1998-99, RCH took off in a big way. There was increased inflow of aid for RCH and its budget therefore shot up this year.
- A fairly steep rise in budget estimates on child health programmes can be seen in 2000-01. This is due to a sudden boost to the Pulse Polio Eradication programme through increase in external aid.

External Aid in Child Health

Figure 2.2

Share of External Aid in Expenditure on Child Health Programmes

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)
 ■ Ministry of Health and Family Welfare

Out of every 100 Rupees spent in the Union Budget between 1991-92 to 1998-99, an average 50 Rupees and 70 paise came from external aid.

The health sector in the Union Budget is dependent on large amount of external aid. On an average, between 1991-92 to 1998-99, 50.7 percent of expenditure on child health was externally aided. Increases in external aid component coincides with the launching of the externally aided schemes. At the beginning of the decade in 1990-91 there was no external aid for child health in the Union Budget. The very next year, this had risen to 32.2 percent.

CSSM was launched in 1991-92. This was the first time that there was an inflow of external aid. If actual expenditure is considered (Table 2.6), the foreign aid component shows a significant increase in three years since 1996-97. Increased aid inflows have resulted in a sharp rise in its

Interventions on child health have high dependence on external aid.

Table 2.6

Share of External Aid in Expenditure on Child Health Programmes

Union Budget

Rupees in millions

Year	External Aid in Expenditure on Child Health	Actual Expenditure on Child Health	External Aid in Expenditure on Child Health (in percent)
1990-91		1029.8	
1991-92	425.4	1322.0	32.2
1992-93	823.3	1545.3	53.3
1993-94	1250.0	2470.2	50.6
1994-95	2188.2	4113.7	53.2
1995-96	2071.7	5099.7	40.6
1996-97	2082.4	6196.9	33.6
1997-98	3695.0	6560.2	56.3
1998-99	3618.2	4580.1	79.0
Average			50.7

Sources : Detailed Demands for Grants (1990-91 to 2000-01)
■ Ministry of Health and Family Welfare

share in the total expenditure on child health, from nearly 34 percent in 1996-97 to 79 percent in 1998-99. This rise began with aid coming in for Kalawati Saran Hospital in 1996-97 followed by the launch of the RCH programme in 1997-98.

If we examine the rate of change from one year to another in the external aid component in all the three heads on child health, it is possible to identify the years in which there are large inflows of funding into child health programmes (See Table 2.7).

When the growth rate in external aid is compared with the overall growth in the health budget (all three budget stages), certain interesting trends emerge. In 1997-98, there had been a minimal growth in the overall union budget on child health (Table 2.5). However, the growth in the external aid component from 1996-97 to 1997-98 was 113.13 percent in the budget estimates, 91.4 percent in the revised estimates and 77.4 percent in the actual expenditure, to coincide with the inflow of external aid for RCH programme.

Highest growth in proportion of external aid over the previous year can be seen in the budget estimates of 2000-01. This is due to additional aid received for the Pulse Polio Eradication programme and an increase in external aid component of RCH programme.

It is quite clear that any growth in estimates and expenditures in the union budget for child health is directly linked to the inflow of external aid. Such large scale dependence on external aid for health and survival of our children causes alarm and raises serious issues about the impact that it will have on the long term sustainability of health programmes for children.

Table 2.7

Rate of Change in External Aid in Budget Estimates, Revised Estimates and Actual Expenditure on Child Health Programmes

Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1992-93	136.3	78.5	93.5
1993-94	24.5	24.5	51.8
1994-95	20.0	110.0	75.1
1995-96	47.5	-6.4	-5.3
1996-97	-0.9	-2.7	0.5
1997-98	111.1	91.2	77.4
1998-99	15.6	-4.6	-2.1
1999-00	-30.0	-13.5	
2000-01	147.8		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

Key findings

- Over the last decade the percentage expenditure on child health has been an average of 0.2 percent. The maximum that it ever went upto has been 0.3 percent!
In other words, 1990-91 to 1998-99, of every Rs. 100 spent in the Union Budget only 20 paise has been spent on children's health.
- In spite of consistent rise in the over all health expenditure for children, its percentage with respect to expenditure in the overall social sector has gone down. Infact it has almost halved since 1996-97, when it was 4.5 percent of the Union Budget.
- Between 1991-92 to 1998-99 the average dependence on external aid for meeting the health needs of children has been 50.7 percent. In 1998 this had gone up to 79 percent.
- In 2000-01, the government projects its dependence on external aid for child health at Rs. 82 and 70 paise. In other words the government expects to spend as little as Rs. 17 and 30 paise from its own resources!!
- Of every Rs. 100 spent totally on Social Sector needs in the Union Budget, an average of Rs. 3 and 26 paise goes for the health of children. It was Rs. 1 and 90 paise in 1990-91. Maximum expenditure on health of children in the Social Sector was Rs. 4 and 50 paise in 1996-97.

Annexure II

Union Budget for Individual Schemes/Programmes on Child Health

**Schemes of the
Department of
Family Welfare,
Ministry of Health
and Family Welfare**

National Prophylaxis Programme

Table 1

Budget Estimates, Revised Estimates, Actual Expenditure on National Prophylaxis Programme

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	165.7	176.2	167.1
1991-92	199.7	184.8	151.2
1992-93			9.7

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : Budget Estimates for 1992-93 – not available
Revised Estimates for 1992-93 – not available

Universal Immunisation Programme

Table 2

Budget Estimates, Revised Estimates, Actual Expenditure on Universal Immunisation Programme

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	849.0	897.6	587.9
1991-92	1247.9	788.9	1022.4
1992-93			0.1

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : Budget Estimates for 1992-93 – not available
Revised Estimates for 1992-93 – not available

Oral Rehydration Therapy

Table 3

Budget Estimates, Revised Estimates, Actual Expenditure on Oral Rehydration Therapy

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	90.0	76.2	75.6
1991-92	80.0	79.8	78.5

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

Child Survival and Safe Motherhood Programme

Table 4

Budget Estimates, Revised Estimates, Actual Expenditure on Child Survival and Safe Motherhood Programme

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91			568.1
1991-92	691.7	801.4	723.1
1992-93	1448.0	1441.4	1470.7
1993-94	2119.0	2119.3	2388.2
1994-95	2389.2	3962.0	4028.2
1995-96	3830.0	4862.3	5011.5
1996-97	6230.0	5760.0	5536.8
1997-98	4820.0	4820.3	4642.3
1998-99	30.0		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

Reproductive and Child Health Programme

Table 5

Budget Estimates, Revised Estimates, Actual Expenditure on Reproductive and Child Health Programme

Union Budget

Rupees in millions

Year	BE	RE	AE
1997-98	1500.0	1505.0	1485.0
1998-99	5200.0	4340.0	4298.2
1999-00	4405.5	4503.0	NA
2000-01	7820.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

Cold Chain for Vaccines

Table 6

Budget Estimates, Revised Estimates, Actual Expenditure on Cold Chain for Vaccines

Union Budget

Rupees in millions

Year	BE	RE	AE
1999-00	1000.0	520.0	NA
2000-01	50.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

Pulse Polio

Table 7

Budget Estimates, Revised Estimates, Actual Expenditure on Pulse Polio

Union Budget

Rupees in millions

Year	BE	RE	AE
1996-97	150.0	160.0	300.2
1997-98	250.0	207.0	208.2
1998-99			0.5
1999-00		5.0	NA
2000-01	870.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

*Note : Budget Estimates for 1998-99 and 1999-2000 – not available

Revised Estimates for 1998-99 – not available

Child Care Training - Singure

Table 8

Budget Estimates, Revised Estimates, Actual Expenditure on Child Care Training - Singure

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	10.7	10.6	1.0
1991-92	21.7	11.5	10.9
1992-93	12.1	12.1	12.2
1993-94	12.5	12.5	14.5
1994-95	15.3	16.9	14.1
1995-96	17.7	17.3	16.9
1996-97	18.1	19.0	18.4
1997-98	20.0	27.1	26.0
1998-99	29.8	36.5	32.4
1999-00	29.2	42.5	NA
2000-01	43.1	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

Schemes of the Department of Health, Ministry of Health and Family Welfare

Kalawati Saran Hospital for Children

Table 9

Budget Estimates, Revised Estimates, Actual Expenditure on Kalawati Saran Hospital for Children

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	26.0	26.3	26.6
1991-92	31.7	33.7	36.6
1992-93	38.0	54.0	52.7
1993-94	35.0	65.6	67.4
1994-95	62.5	76.8	71.4
1995-96	66.8	67.1	71.3
1996-97	371.2	385.4	341.4
1997-98	278.6	283.0	198.5
1998-99	264.1	262.0	248.9
1999-00	213.6	180.6	NA
2000-01	158.8	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Health and Family Welfare

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List of Abbreviations

AE	Actual Expenditure
ALRI	Acute Lower Respiratory Infection
ARI	Acute Respiratory Infection
BE	Budget Estimates
CSSM	Child Survival and Safe Motherhood
DANIDA	Danish International Development Agency
DWCD	Department of Women and Child Development
DPT	Diphtheria Polio Typhoid
DFID	Department for International Development of United Kingdom
GOI	Government of India
MCH	Maternal and Child Health
NA	Not Available
NGO	Non-Governmental Organisation
OPV	Oral Polio Vaccine
ORS	Oral Rehydration Salts
ORT	Oral Rehydration Therapy
IMR	Infant Mortality Rate
ICDS	Integrated Child Development Services
ICPD	International Conference on Population and Development
IU	International Unit
RCH	Reproductive and Child Health
RE	Revised Estimates
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
UIP	Universal Immunisation Programme
Vs	Versus

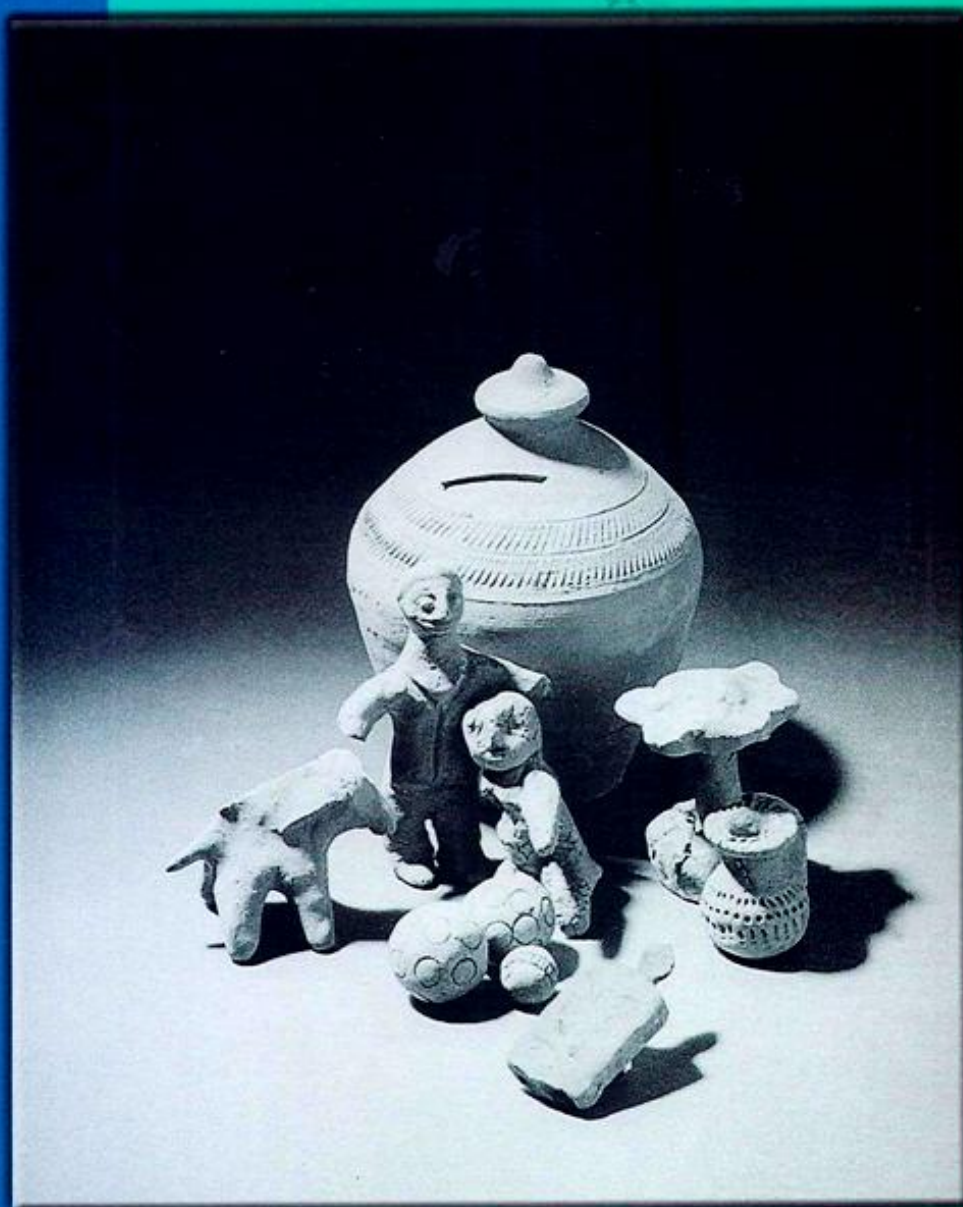


CHAPTER

3

Child Development

INDIA'S CHILDREN AND THE UNION BUDGET



1
Children's
Budget

2
Child
Health

3
Child
Development

4
Elementary
Education

5
Child
Protection



Study by

HAQ: Centre for Child Rights



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Child Development

INDIA'S CHILDREN AND THE UNION BUDGET

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Cover picture: The clay objects seen in the photograph are all made by children between the age-group of 6-14 years, living in the slums in Delhi. The objects are a reflection of their demands put forth during a National Convention on the Right to Education held in New Delhi in April 2001.

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Preface

Children constitute almost one-third of our population. There are laws, policies and as many as 122 programmes and schemes to address their needs. In the last decade we have seen a new programme being launched almost every year. We cannot help but ask ourselves why are there no visible changes? Time and again we are told, "the situation is grave—but the resources are limited...".

We are basically a group of child rights activists, a combination of people with background in sociology, child development, and law. Over the years through our work on children's issues we have come to realise that unless resources are allocated adequately and spent optimally, there can be no incremental change in the lives of children. Also, consistency in budget and expenditure to sustain a scheme and reach its goals is important.

The budget of any country is not merely an economic document. It is an indicator of the nation's priorities and intent. Therefore, the world over and in India too, budget analysis has come to be accepted as an effective method for monitoring and evaluating government's commitments. While in India, budget analysis has been attempted in the context of poverty alleviation, *dalits*, women's empowerment etc., this is a first attempt of its kind to analyse it from a child rights perspective.

Children's budget is not any separate budget. It is basically an attempt to disaggregate from the nation's budget what goes into the schemes and programmes for the benefit of children.

Being new to this whole exercise, we thought we should begin with the Union Budget for children in the last decade and move on to the State Budgets as the next step. The ultimate objective is to use the findings for advocacy with relevant authorities and agencies. Analysing the Budget from a child rights perspective will therefore be an ongoing activity for HAQ to be undertaken every year.

Budgets will continue to be mere numbers unless they are looked at from the perspective of whom or for what they are meant. The numbers and graphs may be boring to read after a point, but we hope the readers will be able to add the face of a child to it, think of the child who cannot go to school or one who goes to a school without a toilet, the child who continues to be denied basic health services and security.

Several people have contributed and lent support in the course of this exercise at various stages. We thank them all for their valuable inputs. The kick start was given to us by DISHA, with the help of Mr. M.D. Mistry, Manoj and Vipin, who encouraged us to take on this task, provided the required data for the last five years and taught us how to read the budget documents.

The biggest handicap that we faced in undertaking this study was the availability of information and data. It would have continued to be so, had it not been for the assistance we received from Mr. Vinay Bhatnagar.

We must thank Dr. Biswajit Dhar for constantly telling us that we were on the right track and guiding us through the maze of numbers. He was our Economist Advisor for this study.

Mr. Sandeep Nair was part of the team in the initial stage and contributed in the project design and planning as well as collecting preliminary data from various sources.

The children have always been our source of inspiration. We have used some clay models made by children who participated in a child rights process facilitated by HAQ. Their expressions, which emerge from the way they have moulded the clay with their hands have given us food for thought and have added the child's face to this report.

We thank Ms. Akhila Sivadas for constantly reminding us how important it is to reach this information to people who mattered. The response from various corners, including Members of Parliament, the bureaucracy, the National Commission for Women and various NGOs, the media and several individuals has indeed been very encouraging.

Financial assistance for this study came from Save the Children-UK.

The HAQ team:

Bharti Ali

Enakshi Ganguly Thukral

Saloni Mathur

Child Development And Budget

Right to Care and Development

This chapter reviews and analyses the budget for the programmes being undertaken on child development by the Department of Women and child development (DWCD). The Department was set up in 1985 as part of the Ministry of Human Resource Development to give impetus to issues concerning development of both women and children. DWCD is the nodal agency for formulating plans, policies and programmes, and enactment and amendment of legislation for children. It is responsible for guiding, co-ordinating and reviewing efforts of both governmental and non-governmental organisations on development of women and children and needs to work in co-ordination with other departments and ministries. DWCD is responsible for monitoring and implementing the Convention on the Rights of the Child.

Till the Fifth Five-Year Plan, the government's focus was on child welfare through promotion of basic minimum services for children. This culminated in the adoption of the National Policy for Children in 1974. The fifth five-year plan (1974-79) saw a shift of focus from welfare to development and integration and co-ordination of services by launching the Integrated child development Services in 1975. The sixth five-year plan (1980-85) was the era of strengthening child welfare and development with expansion and enrichment of child development services through various programmes. The focus of the eighth five-year plan period (1992-97) shifted to human development through advocacy, mobilisation and community empowerment. The Government has declared its commitment to every child in the ninth five-year plan (1997-2002). (DWCD, 1999-2000).

Along with the five-year plan commitments, there are several legal and policy level instruments that promise every child the right to care, growth and development. These will be examined in the light of the budgetary commitments made to them.

Despite the fact that we have a large buffer stock of food grain, almost 63% below the age of five years are undernourished

There are 127.6 million children below the age of six in the country. 60 million of them are below poverty line. The first six years in a child's life are crucial. It is in these years that child's physical, cognitive, language and social development is at its peak... Investment into ECCE is essential for the development of every child.



Lack of political will responsible for population boom in India: Report

HT Correspondent
New Delhi, September 22

LACK OF political commitment is the single most significant hurdle in population control in India and politicians here should get over the "emergency hangover", said UNFPA representative for India, Michael Nassoff here today.

Releasing this year's world population report in India, "Six Billion, Growing", he said there

DEMOGRAPHIC, SOCIAL AND ECONOMIC INDICATORS

	Total population (million) 1999	Average population growth rate % (1995-2000)	Total fertility rate (1995-2000)	Births with skilled attendants %	Per capita government expenditures (PPP\$)
INDIA	998.1	1.6	3.13	35	9
KOREA	46.5	0.8	1.65	95	300
THAILAND	60.9	0.9	1.74	71	

MONITORING ICPD GOALS - SELECTED INDICATORS OF MORTALITY

Infant mortality rate
Life expectancy at birth
Maternal mortality rate

Girl child scheme caught in a rut

protecting the environment.

They adopted a 20-year programme of action that called for expanding access to education especially for girls, and comprehensive, quality reproductive health care, including family planning, as well as

Sharp decline in girl population

New Delhi, June 17

ARE WE heading toward daughterless nation? The question arises from the provision available from the 2001 census where the child sex ratio (6 age group) shows a sharp decline in several States.

The girl child seems to have badly despite numerous programmes and projects. The sex ratio of the child population was 945 in 1991, decrease of 18 points.

The dismal figures are revealed in the provisional

Drastic decline in sex ratio in many States

HT Correspondent
New Delhi, June 18

THE ALARMING nature of the report is the drastic decline of the 0-6 sex ratio in Punjab, Haryana, Himachal Pradesh, Gujarat and also in Chandigarh and Delhi.

In Punjab, the child sex ratio declined from 875 to 793 (a decrease of 82 points), in Haryana from 879 to 820 (59 points) in Himachal Pradesh from 951 to 897 (54 points), in Gujarat from 928 to 878 (50 points), in Chandigarh from 899 to 845 (54 points) and in Delhi from 928 to 878 (50 points).

BIMARU for Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh for being demographically backward, coined acronym DEMARU - where stands for daughters and 'MA' for killings.

"On the basis of 50 per cent decline in the child sex ratio would classify Punjab, Haryana, Himachal Pradesh and Gujarat as DEMARU States," he says.

The yearning for male was predominant in the west India but shocking decline in female child is in every State except Kerala, Mizoram, Sikkim and Lakshadweep.

The girl child seems to be in a project of child

into effect when she turns five. This is expected to be a complicated process as different agencies look after primary, secondary and higher education in the Capital. The third part deals with the girl's marriage.

The scheme also stipulates that only families with an annual income of Rs 22,000 or below and those with only two girls can apply. Since the scheme has not even been taken-off yet, government officials are themselves not aware of the finer details of the second and third part of the scheme or how it should be implemented.

They are willing to say it is possible only for

records of the entire exercise. Assuring that the scheme would soon start, spokesperson of the Department of Social Welfare said: "The scheme was delayed because the government notification came in March this year, the financial year. And though we were allocated a sum of Rs three lakh for implementing the scheme, by the time the paper work was over, the financial year had already lapsed."

She added that as per the rule money can be released from Consolidated Funds of Delhi for the year it was meant to be used, unless otherwise sanctioned by the Union Government.

So the Department has to get to the HRD Ministry for

Govt considering national commission for children

Pioneer News Service
New Delhi

Gandhi said her ministry thought of this idea but women and child development

'Four out of 10 children suffer from malnutrition'

By Our Staff Reporter

NEW DELHI, Jan. 23. Four out of every 10 children below the age of five years in India suffer from malnutrition, according to a recent U.N. report. Research in the world to children who are not only weak physically but also have IQ five times less than the normal child's.

Scientists had gathered here this morning for a two-day national conference on "Applied Behavioural Sciences: Accomplishments and Challenges" organised by the Indian Society for leading Behavioural Science (ISABS).

Dr. Prayag Mehta, said that malnutrition leads to a generation of defective people. Only natural that girls in basic amenities for health, food, give birth to even weak 170-odd children. India is a man development index. For example why India is not leading in the development of free universal education for the age of 14, the country's citizens.

which are socially and historically rooted. The behaviour pattern of a male-bureaucrats is conditioned to usher in changes.

Dr. Mehta added that social responsiveness need to be urgent.

He suggested "man development" functional, vocational, and

Ensuring children's rights is not a child's play

HT Correspondent
New Delhi, June 15

IF THE government can be taken at its own word, the National Commission for Children (NCC), finalised short-

Now National Commission of Children

Pioneer News Service
New Delhi

ed at eradicating illiteracy and malnutrition. The Commission has decided to set up a Commission of Children in this regard. A Bill has been introduced in the Lok Sabha on Monday. The Bill is titled as the National Commission for Children Bill, 1999. It provides for the establishment of a Commission for Children and Child Welfare. The Commission will be a statutory body. It will be headed by a Chairperson and will have members from various departments. The Commission will be responsible for the implementation of the National Commission for Children Act, 1999. It will also be responsible for the monitoring and evaluation of the implementation of the Act. The Commission will be a permanent body. It will be a multi-disciplinary body. It will be a multi-sectoral body. It will be a multi-stakeholder body. It will be a multi-organisational body. It will be a multi-institutional body. It will be a multi-agency body. It will be a multi-organisational body. It will be a multi-institutional body. It will be a multi-agency body.

Despite laws, nothing changes for female child

Observer Political Bureau
Lucknow

THE P. N. Pande report on the status of the girls in the country has found that the female children, constituting about 17.83 per cent of the total population, represent one of the most disadvantaged and neglected segments of the society. The report "Girl Child in India", was recently prepared by the Girl Institute of Development Studies, Lucknow.

The report maintains that the socio-cultural variables influence the rearing of girls with a biased dictation from their birth which confines their role up to the household level only. As per available data, the population of female children in the age group of 0-14 years was 39.62 per cent of the total population. The report also discloses that the share of female children in total female population declined from 39.62 per cent in 1981 to 37.4 per cent in 1991. The declining rate of girls is due to the biased attitude of the society towards them. The report maintains that girls are discriminated right from the beginning and forced to live on deprivation, ill-health and exploitation due to

The report also maintain the increase in girls as class workers every year is due to failure of programmes like education for all and developmental programmes for children.

The report further finds in spite of the Child Marriage Restraint (Amendment) Act, have not yet come out from social evil. Child marriages to be the starting point vicious circle of misery, and drudgery among women. Rajasthan ranked first in the states where the more 13 per cent of girls are married before attaining 14 years. [The data regarding the number of school-going girls press disheartening picture which poses the failure of the programmes like literacy programmes, the national policy resolution, child, ICDS and the like. Total school going children only constitute only 44.1 per cent.]

The proportion of school girls (5-14 years) was recorded highest in Kerala (86.45 per cent) followed by 81.14 per cent in Goa, 73.43 per cent in Chandigarh and 74.09 per cent in

India's Commitment to Child Development

What are our International Commitments?

World Declaration on Survival, Protection and Development of Children, 1990

Participating nations made a commitment to work for the respect of the family in providing for children and to support the efforts of parents, other care givers and communities to nurture and care for children from the earliest stages of childhood through adolescence.

Convention on the Rights of the Child (CRC), 1989

Articles 3, 6 and 18 of the CRC require States Parties to ensure to the maximum extent possible the survival and development of the child, render appropriate assistance to parents and legal guardians in performance of their child rearing responsibilities and ensure the development of institutions, facilities and services for the care of children. It also requires States Parties to take all appropriate measures to ensure that children of working parents have the right to benefit from child rearing services and facilities for which they are eligible.

Other international commitments include : Universal Children's Day, 1957; UN Declaration on the Rights of the Child, 1959; World Conference on Education for All, 1990; World Summit on Children, 1990; The Global Conference on Water and Sanitation, 1990; South Asian Association for Regional Cooperation (SAARC) Decade of the Girl Child, 1991-2000.

What are our National Commitments?

Constitution of India

Article 39(f) of the Directive Principles of State Policy, lays down that the State shall, in particular, direct its policy towards ensuring that children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity, and that childhood and youth are protected against exploitation and moral and material abandonment.

The Constitution, in Article 45 of the Directive Principles of State Policy, clearly directs the State to ensure that every child up to the age of 14 years shall receive free and compulsory education. Articles 39(f), 46 and 47 respectively lend further support to this constitutional directive.

Plans And Policies

National Policy for Children, 1974

This policy reaffirms the Constitutional commitments and declares that it shall be the policy of the State to provide adequate services to children both before and after birth, and through the period of growth to ensure their full physical, mental and social development.



National Policy on Education, 1986

The National Education Policy of 1986 clearly calls for focus on Early Childhood Care and Education. It recognises and reiterates the need for interventions for the crucial 0-6 age group.

"The activities which foster and promote balanced development of the child in the age group of 0-6 years in all dimensions – physical, mental, social, emotional and moral, have been collectively described as Early Childhood Care and Education". (National Policy on Education, 1986. 112).

National Plan of Action, 1992

The National Plan of Action was prepared in the same year that India ratified the Convention on the Rights of the Child. It "identifies quantifiable targets in terms of major as well as supporting sectoral goals representing the needs and aspirations of almost over 300 million children of India in the sphere of health, nutrition, education and related aspects of social support." (National Plan of Action, 1992, Department of Women and Child Development). The progress in achieving these goals is closely monitored through a process of inter-ministerial consultations held periodically.

It lays down the following goals to be achieved for care, growth and development of children in the 0-6 years age group by the year 2000:

Its major goal on nutrition was –

Between 1990 and the year 2000 A.D. reduction in severe and moderate malnutrition among under-5 children by half.

Its objectives on nutrition were –

- Reduction in severe, as well as moderate malnutrition among under-5 children by half of 1990 levels.
- Reduction in incidence of low birth weight (2.5 kg or less) babies.
- Control of Vitamin A deficiency and its consequence.
- Expansion of early childhood development activities including appropriate low-cost family and community based interventions.

Its major goal on education was –

Universal enrolment, retention, minimum level of learning, reduction of disparities and universalisation of effective access to schooling.

Its objectives on education were –

- Expansion of early childhood development activities including appropriate low cost family and community based interventions.

The above goals are to be achieved through a range of programmes, which include those exclusively for children and those addressing the needs of both the mother and the child.

- Integrated Child Development Services (ICDS)
- Urban Basic Services
- Mother and Child Health



- Development of Women and Children in Rural Areas (DWCRA) – This programme is primarily for women's economic empowerment that is linked to the development of children.
- National Prophylaxis Programmes for control of Vitamin A deficiency

National Plan of Action for the SAARC Decade of the Girl Child, 1991-2000 A.D.

In line with the commitment made by SAARC countries at Male in 1990, The Government of India prepared a separate National Plan of Action for the SAARC Decade of the Girl Child. This Plan of Action draws its inspiration from both the National Policy for Children (1974) and the National Plan of Action (1992). It focuses on the three major goals of survival, development and protection of the girl child in India.

Some of the goals and interventions laid down include:

- Reduction of severe and moderate malnutrition among under-5 children by half the level in 1990, elimination of gender disparities in feeding practices, reduction of iron deficiency, control of iodine deficiency disorder and of Vitamin A deficiency etc. through various interventions addressing girl children in the 0-6 years age group.
- Universal access to safe drinking water and to sanitary means of excreta disposal and sanitation especially for girls.
- Reduction of 50 percent in the deaths due to diarrhoea in girl children under the age of five years and 25 percent reduction in the diarrhoea incidence rate.
- Universal access to basic education and completion of primary education by at least 80 percent of primary school-age children.
- Provision of Early Childhood Care and Education (ECCE) and universalisation of ICDS for facilitating readiness for children and for releasing girl children to attend schools.
- Extension of ECCE services, on a preferential basis, to SC/ST and other economically deprived sections in rural areas.

Communication Strategy for Child Development, 1996

This strategy is based on Public Communication approach. The principle of action provides the framework for planners, policy makers, communicators, and trainers etc. to use communication as a resource for child development. The thrust is on non-prescriptive, participatory, need-based and area specific, media mix approach and use of social marketing techniques.

To ensure children their right to care, growth and development, DWCD co-ordinates with other ministries and departments on the following commitments:

- National Health Policy, 1983
- National Policy on Education, 1986
- National Policy on Child Labour, 1987
- National Nutrition Policy, 1993



Programmes and Schemes

How were the Schemes Selected?

Programmes for women and children are very closely linked to one another. Investing in women also has an impact on the overall development of children. But, for the purpose of this analysis, only those programmes and schemes of the Department of Women and Child Development are selected that directly target children or have a direct bearing on child development and have been listed in the Detailed Demands for Grants of the concerned Ministry.

Selected Schemes

Integrated Child Development Services (ICDS)

There are 127.6 million children below the age of six in the country; 60 million of them are below poverty line. The first 6 years in a child's life are crucial. It is in these years that the physical, cognitive, language and social development of the child is at its peak. The child requires care and education. Providing only one is inadequate. In other words investment into Early Childhood Care and Education (ECCE) is essential for the development of every child. Recognising this, the government too has launched programmes, the most important among them being the Integrated Child Development Services programme.

The ICDS programme was started in the year 1975-76 in 33 blocks in the country. Its coverage increased to 4200 projects in the year 1999-2000. ICDS is a centrally sponsored programme. The Government has approved continuation of ICDS in the existing 4200 blocks/urban pockets with phased expansion of the programme in 390 additional blocks, upward revision of financial norms and enhancement in quality improvement inputs during the Ninth Plan period. Accordingly, 130 additional projects are supposed to be operationalised in each year from 1999-2000 to 2001-2002.

While the Centre bears the full cost of meeting the operational requirements, the States provide funds for meeting the cost of supplementary nutrition. The programme includes :

- Health check-ups
- Immunisation
- Growth promotion and supplementary feeding
- Referral services
- Early childhood care and pre-school education
- Nutrition and health education

ICDS has come to be regarded as the most viable vehicle for achieving the goals set in the National Plan of Action for children, that were to be achieved by the year 2000 A.D.



The ICDS programme is run with contribution from the Central Government and a number of multi-lateral and bilateral donor agencies such as the UNICEF, World Bank etc. 12 percent of the total amount spent on the project is externally funded. It has several components :

World Bank assisted ICDS projects

A multi-state World Bank ICDS Project (ICDS-I) was implemented by the Department in 110 blocks of Andhra Pradesh and 191 blocks of Orissa from 1991 to 1997. Thereafter, ICDS-II projects have been in operation in 210 blocks of Bihar and 244 blocks of Madhya Pradesh since 1993. Since 1999-2000 ICDS-III is in operation covering the States of Kerala, Tamil Nadu, Maharashtra, Rajasthan and Uttar Pradesh covering 318 new blocks and 685 old blocks.

Training of ICDS functionaries

Training is given to the functionaries associated with implementation of ICDS at all levels, such as Anganwadi workers, Supervisors, Child Development Project Officers and Programme Officers. The National Institute of Public Cooperation and Child Development, through its regional centres imparts the training.

Evaluation of ICDS

The National Council of Applied Economic Research undertook a major nation wide study to evaluate ICDS covering 4000 blocks in all States/ Union Territories. The pilot study, which commenced in July 1996, was carried out in ten ICDS blocks in five States of Gujarat, Himachal Pradesh, Karnataka, Uttar Pradesh, and West Bengal. Separate budget allocation was made for the same.

Reaching out to adolescent girls

For the first time in India, during 1991-92, a special intervention has been devised for adolescent girls using the ICDS infrastructure. The intervention focuses on girls in the age group of 11-18 years to meet their needs of self-development, nutrition, health, education and literacy, recreation and skill formation. This scheme was designed to have 2 sub-schemes. Scheme I is a Girl-to-Girl approach and Scheme II is the Balika Mandal approach.

Under Scheme I all girls in the rural areas in the age group of 11-15 years, belonging to families whose income levels are below Rs. 6400/- per annum are eligible for receiving services such as hands on learning experience at anganwadi centres. They are attached to it for a period of six months and to education sessions, health check-ups and supplementary nutrition. 12 girls are identified in every Anganwadi in a year to receive the benefits.

Balika Mandal (Scheme II) is designed for the girls in the age group of 11-18 years. In each block, 10 percent anganwadi centres implementing Scheme-I are selected to serve as "Balika Mandals". Each Balika Mandal

caters to 40 adolescent girls in a year and the activity components include learning through sharing experiences, training in vocational skills, agro based skills and household related technology. In addition, supplementary nutrition is also provided to the adolescent girls enrolled in Balika Mandals.

Some new initiatives for child development under ICDS include:

- Management of disability in ICDS
- Community partnership
- Opening mini-anganwadis to cover remote and low populated hamlets
- Reaching the unreached
- Decentralisation as a flexible response to women and child care
- Fostering innovations
- Addressing gender disparities across the life cycle
- Focus on preventing low birth weight and malnutrition as early as possible across the life cycle
- Improving training quality
- Promoting early joyful learning

For calculating the allocations and expenditure on ICDS we have included all the above components. According to the Government, the number of beneficiaries under ICDS has increased substantially over the years. As against 189 lakh (18.9 million) in 1997, ICDS in 1999-2000 reached 264.86 lakh (26.5 million approximately) children below the age of six years. Of these nearly 127 lakh (12.7 million) children between the age group of three to six years participated in centre based pre-school education activities. (Annual Report DWCD. 1999-2000).

Crèches/Day Care Scheme for Working and Ailing Mothers

There are around 91 million working women; of these approximately 90 percent are in the unorganised sector (Annual Report. DWCD 1998-99.) In order to address the needs of working women, the Crèche/Day Care Scheme for Working and Ailing Mothers was started in the year 1975. This is Implemented by Central Social Welfare Board (CSWB), Indian Council for Child Welfare, Bhartiya Adimjati Sevak Sangh. Only those children whose parents' total monthly income does not exceed Rs. 1800/- are covered under the scheme.

National Fund for Child Care Services/National Crèche Fund

This was set up in 1994 with a corpus fund of Rs. 199 million made available out of the Social Safety Net Adjustment Credit of World Bank to meet the growing requirement of crèche centres and is implemented through voluntary agencies, and mahila mandals. This scheme envisages that 75 percent centres to be assisted by the National Crèche Fund would be general crèches (on the pattern of crèche scheme) and 25 percent would be anganwadi-cum-crèche centres.



"It is estimated that India today requires 8 lakhs crèches for its children. Against this, we have been able to set up only 14925 crèches under these two schemes, leaving an enormous gap ..."

(DWCD. 1998-99. 59)

All the agencies are given a grant of Rs. 18480/- per crèche per annum towards recurring expenditure. This includes honorarium of two crèche workers, and a one-time grant of Rs. 4000/- for meeting the initial cost of establishing a crèche.

Any agency which would like to convert an Anganwadi into a crèche gets a grant of Rs. 8100/- per crèche per annum.

According to the government, efforts are being made to increase the corpus of National Crèche Fund since the crèche scheme is a non-expanding one.

Balsevika Training Programme

The Balsevika Training Programme to train childcare workers started in the year 1961-62. It was an example of government's resolve to address ECCE by investing in Human Resource Development. With increased coverage of ICDS, the programme was discontinued from 1998-99.

Balwadi Nutrition Programme

The programme was started in 1970-71 through the Central Social Welfare Board and four national level voluntary organisations. A grant of Rs. 17220/- is given per balwadi centre per annum. This is a non-expanding scheme. It cannot be extended to areas that are covered by the ICDS programme.

Early Childhood Education through Assistance to Voluntary Agencies

This is also a non-expanding scheme that was initiated in the year 1982, and is being implemented in non-ICDS areas of Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. An amount of Rs. 7980/- per centre per annum will be given to voluntary agencies to set up childcare centres.

National Institute of Public Co-operation and Child Development

The Institute is an autonomous body with its headquarters in New Delhi. The institute functions through two departments namely, Department of Mother and Child Development and Department of Training and Common Services. It has regional centres in Guwahati, Bangalore and Lucknow.

The objectives of the institute are to:

- Develop and promote voluntary action in social development
- Take a comprehensive view of child development to develop and promote programmes in pursuance of the National Policy for Children

- Develop measures of co-ordination of governmental and voluntary action in social development
- Evolve a framework and perspective for organising children's programme through government and voluntary effort

It is the apex body for training of functionaries of the Integrated Child Development Services Programme. It provides technical advice and consultancy to government and voluntary agencies in promoting and implementing programmes for child development and voluntary action.

Balika Samridhi Yojana

This scheme was launched in 1997 with the specific objective of changing community's attitude towards the girl child, ensuring her survival, education and marriage only on attaining majority. A mother of a girl child born on or after 15th August 1997 in a family below poverty line in rural and urban areas, was to be given a grant of Rs. 500/- (limited to two girl children).

The scheme was revised in 1999. It now provides that Rs. 500/- be deposited in an interest bearing account in a bank or post office in the name of the girl child when she is born and an annual scholarship be given to her when she starts going to school. The scholarship amounts are also to be deposited in the same account and range from Rs. 300/- for class I to Rs. 1000/- for class X. Accumulated value of the deposits in the account are payable to the girl child on her attaining the age of 18 years and having remained unmarried till then.

TOWARDS NEW HORIZONS



Balika Samridhi Yojana Recast

The Balika Samridhi Yojana, launched in 1997 with the objective of raising the status of the girl child and bringing about a positive change in society's attitude towards her, has now been given a new form.

- A grant of Rs.500/- per girl child, born after 15 August, 1997 in families below poverty line, for up to two girl children, will be deposited in the nearest post office/bank.
- To improve enrolment and retention of girl children in schools, scholarships ranging from Rs.300/- for Class I to Rs.1,000/- for Class X will also be deposited in the same account.
- The matured amount will be paid to the girl on completing 18 years of age and remaining unmarried. The more the years of schooling, the greater the benefit under Balika Samridhi Yojana.

Meera Sahabagini Uddhar Abhiyan

Launched to rehabilitate the marginalised women of Vrindavan.

- A Committee has been constituted under the Chairpersonship of the Minister of State for Women and Child Development including representatives from the voluntary sector to coordinate efforts of the Government of India, State Governments of Uttar Pradesh, West Bengal and others. A district level Task Force also has been constituted.
- A survey to ascertain the number of such women in Vrindavan and its adjoining areas has been undertaken.
- A beginning has been made towards providing relief and rehabilitation: some marginalised women have been provided shelter and arrangements made for their vocational training.



Shri Atal Bihari Vajpayee
Prime Minister



Uma Shri Bharti
Minister of State for Women & Child Development

Other Achievements Since April '98

- The Rural Women's Development and Empowerment Project covering the States of Bihar, Uttar Pradesh, Haryana, Madhya Pradesh, Gujarat and Karnataka has been launched.
- Higher financial norms approved for Short Stay Homes for Women and Girls in Distress.
- A collaborative programme for distance education on women's empowerment has been launched.
- The Central Social Welfare Board (CSWB) has launched Ghetana Parvi, a year-long advocacy programme.
- More than 56,000 women have been assisted under the Support to Training and Employment Programme (STEP) during 1998-99.
- 106 projects involving 12,000 women have been sanctioned assistance under NORAD-assisted Women's Empowerment Programme.

Integrated Child Development Services (ICDS) Scheme

The Integrated Child Development Services Scheme (ICDS) is a unique programme for the holistic and sustainable development of children. The Scheme provides a package of essential services which include supplementary nutrition, immunisation, health check-up, pre-school education, referral services, nutritional and health education.

The child-centred approach of ICDS is based on the rationale that care, psycho-social development, child's health and nutritional well-being mutually reinforce each other. The principal beneficiaries under the scheme are children below six years, expectant and nursing mothers belonging to the poorest of the poor families. Special attention has been paid to extend the scheme to Adolescent girls.

The ICDS-II project covering Maharashtra, Rajasthan, Gujarat, Karnataka, Andhra Pradesh, Tamil Nadu, Kerala, West Bengal, Orissa, Jharkhand, Chhattisgarh, Madhya Pradesh, Uttar Pradesh, Bihar, Jammu & Kashmir, Himachal Pradesh, Punjab, Haryana, Delhi, Chandigarh, Pondicherry, Lakshadweep, Andaman & Nicobar Islands, Daman & Diu, and Dadra & Nagar Haveli has been cleared.

Girl child scheme caught in a rut

into effect when she turns five. This is expected to be a complicated process as different agencies look after primary, secondary and higher education in the Capital. The third part deals with the girl's marriage.

The scheme also stipulates that only families with an annual income of Rs 22,000 or below and those with only two girls can apply. Since the scheme has not even taken off yet, government officials are themselves not aware of the details of the second and third parts of the scheme or how it

records of the entire exercise. Assuring that the scheme would soon start, spokesperson of the Department of Social Welfare said: "The scheme was delayed because the government notification came in March this year, the fiscal year. And though we were allocated a sum of Rs three lakh for implementing the scheme, by the time the paper work was over, the financial year had already lapsed."

She added that as per the rules money can be released from the Consolidated Funds of Delhi only for the year it was meant to be spent. Unless otherwise sanctioned by the Government,



Department of Women & Child Development
Ministry of Human Resource Development, Government of India

SONAL MANCHANDA
NEW DELHI, DECEMBER 11

MORE than a year after it was launched, the much-publicised Balika Samridhi Yojana, a scheme for the girl child, is yet to take off in the capital. The scheme was launched by the Prime Minister at an inaugural ceremony, have got any benefits. For the rest, the scheme costs only on paper.

According to sources in the Department of Social Welfare, the delay has been caused since the government has not released the funds. Officials also point out that apart from being difficult to implement, the benefits of the scheme of Rs 500 per girl child are not really helping the girl child.

National Children's Board

The National Policy on Children envisaged the creation of a National Children's Board under the chairmanship of the Prime Minister to function as a focussed forum for planning, review and co-ordination of the multiple services aimed at meeting the needs of children. The Board was initially set up in the year 1974. It is to be considered for re-constitution this year (2001-2002).

Universal Children's Day

Based on an international commitment made in the U.N. General Assembly on December 14, 1954, the Universal Children's Day is observed the world over every year since 1957 on the 14th of November. The day coincides with the birth anniversary of India's first Prime Minister Pandit Jawaharlal Lal Nehru.

National Commission for Children

The government is in the process of setting up a National Commission for Children. The proposal was considered by the Parliamentary Committee attached to the Ministry of Human Resources Development in its two meetings held on 26 October, 1998 and 23 November, 1998 under the Chairmanship of the Minister for Human Resource Development. The Committee had approved the proposal in principle. Following this, several high level meetings were held and it was agreed that a Commission would be set up along the same lines as the National Human Rights Commission. The government had also estimated a budget of 0.1 million rupees for it in the year 1999-2000. The draft bill is still under consideration.

Awards for Child Welfare

DWCD deals with schemes of National Awards for child welfare. These are:

- National Bravery award to children, instituted in 1957 to honour children for bravery, gallantry and meritorious service.
- National Award for Child Welfare, instituted in 1979 for outstanding performance in child development and welfare.
- National Child Award for exceptional achievement, instituted in 1987 to be awarded to children between the age of 4-15 years who have shown an exceptional achievement in any field including academics, arts and culture, sports etc.
- Rajeev Gandhi Manav Sewa Award, instituted in 1994 to honour an individual who makes an outstanding contribution for service to children.

Contribution to UNICEF

India is associated with UNICEF since 1949, which has the largest programme in the country. India has also progressively increased its contribution to UNICEF General Resources. A Master Plan of Operation with an outlay of US\$ 300 million for the period 1999-2002 has been finalised between the Government of India and UNICEF.

Union Budget And Child Development

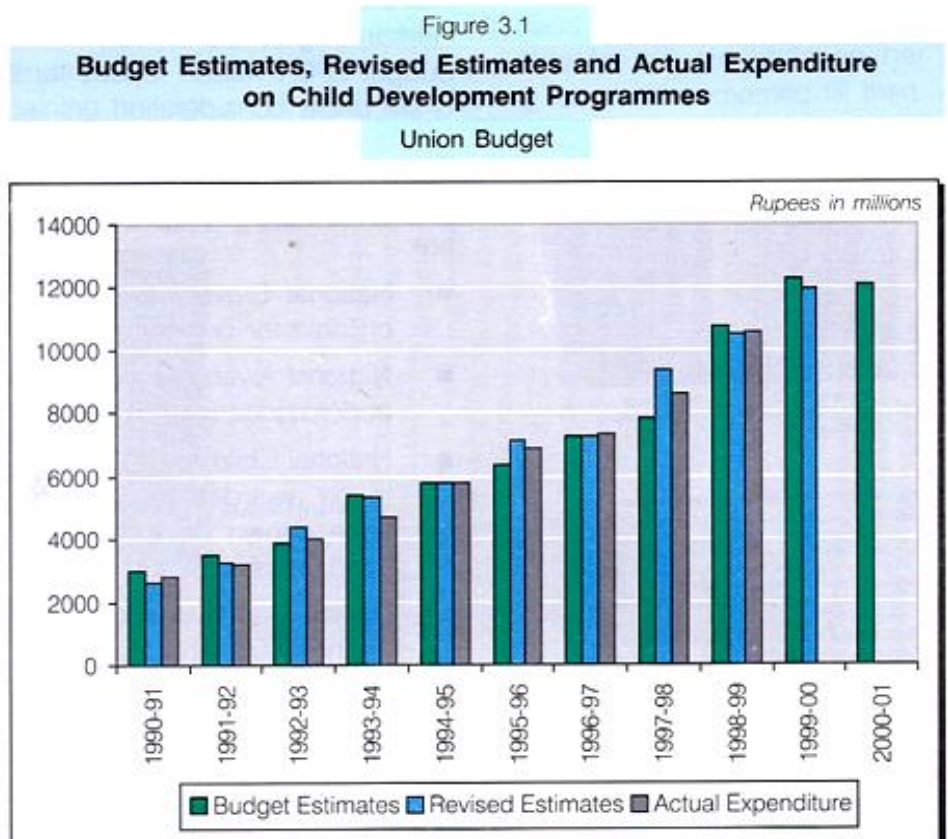
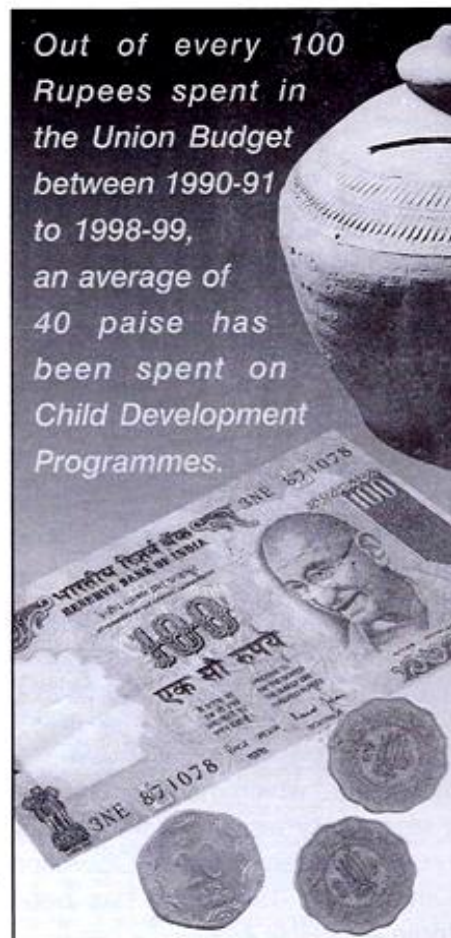
Union Budget on Child Development (1990-91 to 2000-01)

Budget for the selected programmes and schemes listed gives an insight into the Central Government's commitment to child development.

Union Budget expenditure on child development in the last ten years has risen from 0.3 percent in 1990-91 to 0.4 percent in 1994-95. Since then the expenditure has been constant at 0.4 percent of the Union Budget. (See Chapter 1).

Figure 3.1 presents the trends in budget estimates, revised estimates and actual expenditure on child development in the last decade. It is based on figures given in Table 3.1, which form the basis of all further analysis.

As is evident, there has been an overall increase in the allocation and expenditure on child development.



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

*Note : Revised Estimates for 2000-01 – not available

Actual Expenditure for 1999-2000 and 2000-01 – not available.

Table 3.1

Budget Estimates, Revised Estimates and Actual Expenditure on Child Development Programmes

Union Budget

Rupees in millions

Year	Budget Estimates (BE)	Revised Estimates (RE)	Actual Expenditure (AE)
1990-91	2966.1	2635.6	2818.4
1991-92	3525.0	3221.0	3181.2
1992-93	3892.0	4360.9	3986.6
1993-94	5393.2	5377.1	4754.9
1994-95	5819.8	5813.0	5792.0
1995-96	6333.7	7149.3	6851.7
1996-97	7278.8	7276.4	7291.5
1997-98	7808.8	9332.0	8578.0
1998-99	10778.7	10469.6	10542.6
1999-00	12260.0	11946.2	NA
2000-01	12088.4	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

*Note : Revised Estimates for 2000-01 – not available

Actual Expenditure for 1999-2000 and 2000-01 – not available.

The apparent increase in the three budget heads over the last ten years has much more to it if we analyse the changes in these budget heads from one stage to another and from one year to another. This is done by looking at the difference in revised estimates and budget estimates, difference between estimates and expenditure and the rate of change in the three budget heads from one year to another.

Budget estimates is the amount initially intended to be spent in the ensuing year, which gets revised in the course of the year (revised estimates) on the basis of mid-term financial assessments. There is always a difference between the budget estimates and revised estimates. This difference can be due to many reasons, for instance, a sudden launch of a scheme in the middle of a financial year.

Table 3.2 presents the trends in the last decade on the shift in intent from initial budget estimates to revised estimates on child development programmes implemented by or through the Central Government.

Table 3.2

Difference in Revised Estimates and Budget Estimates on Child Development Programmes

Union Budget

Rupees in millions

Year	BE	RE	RE-BE	RE-BE (in percent)
1990-91	2966.1	2635.6	-330.5	-11.1
1991-92	3525.0	3221.0	-304.0	-8.6
1992-93	3892.0	4360.9	458.9	12.0
1993-94	5393.2	5377.1	-21.7	-0.3
1994-95	5819.8	5813.0	-6.8	-0.1
1995-96	6333.7	7149.3	815.6	12.9
1996-97	7278.8	7276.4	-2.5	0.0
1997-98	7808.8	9332.0	1531.2	19.5
1998-99	10778.7	10469.6	-298.5	-2.9
1999-00	12260.0	11946.2	-318.8	-2.6

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

*Note : The negative sign (-) indicates that Revised Estimates were lower than Budget Estimates for that year.

Over the last decade, revised estimates have been lower than the budget estimates except in the years 1992-93, 1995-96 and 1997-98. The significant changes that have taken place in the decade are listed below:

- The revised estimates were more than budget estimates in 1992-93 when external aid was received for the launch of the National Fund for Child Care Services programme. The scheme was not estimated for in the budget estimates. In the same year the states received higher external aid for the ICDS programme. This external aid too was not estimated for in the budget estimates. (Tables 1,10, *Annexure III*)
- In the year 1995-96 there was a sudden rise in the World Bank assisted ICDS project funding to the States, which gets reflected in a sudden increase in the revised estimates.
- It is interesting to note that in 1997-98, the revised estimates were lower than the budget estimates for many schemes like Crèches for Working and Ailing Mothers, Balwadi Nutrition Programme, Early Childhood Education, NIPCCD and the National Fund for Child Care Services. However, the decrease was not as significant as the increase in the revised estimates for some other schemes. (See tables in *Annexure III*).
- In 1997-98 a major girl child scheme, Balika Sammriddi Yojana was launched after the budget estimates had been prepared. Also, aid to the states for ICDS project increased in the revised estimates.

According to Forum for Creche and Child Care Services (FORCES), a net work advocating for early childhood care and education:

Only 20.3 million of the 60 million children below the age of six are reached by the ICDS programme

- There are 60 million children below the age of 6 years who are below poverty line. All of them need childcare.
- The total allocation through ICDS amounts to about 19 paise per child per day only, and much of this meets administrative costs.
- If each crèche were to cater to 50 children, there is a need for 1.2 million crèches.
- The actual cost of providing reasonable childcare to each child must be Rs.15/- per child per day. This means an allocation of almost 2 billion rupees.

The shift in the commitment to child development and early childhood care and education, which is a significant and an intrinsic part of it, can be best assessed by looking into what is actually spent on it and analyse expenditure against the estimates.

Table 3.3

Difference in Actual Expenditure and Budget Estimates on Child Development Programmes

Union Budget

Rupees in millions

Year	BE	AE	AE-BE	AE-BE (in percent)
1990-91	2966.1	2818.4	-147.7	-5.0
1991-92	3525.0	3181.2	-343.8	-9.8
1992-93	3892.0	3986.6	94.7	2.4
1993-94	5393.2	4754.9	-638.3	-11.8
1994-95	5819.8	5792.0	-27.8	-0.5
1995-96	6333.7	6851.7	518.1	8.2
1996-97	7278.8	7291.5	12.7	0.2
1997-98	7808.8	8578.0	769.1	9.8
1998-99	10778.7	10542.6	-236.1	-2.2

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

*Note The negative sign (-) indicates that Actual Expenditure was lower than Budget Estimates for that year.

Central/Union Government's spending on child development needs to be analysed at two levels. The first level is where actual expenditure is measured against the first budget estimates and then against the revised estimates.

Investing in the early years of a child's life is crucial for a number of reasons. Provision of adequate child care services is intrinsically linked to women being able to go out to work and the older sibling being able to go to school. Investing in ECCE is also important if goals of lowering the infant mortality rate and malnutrition rates are to be achieved.

Clearly, what the government initially intends is different from what actually goes into child development.

There is a further shift in intent when we measure actual expenditure against revised estimates, which is the second level of analysing trends in spending.

In fact, to gain an insight into utilisation of the budget, it is inevitable to examine this level in greater detail, as has been done in Table 3.4 and the analysis that follows.

Table 3.4				
Difference in Actual Expenditure and Revised Estimates on Child Development Programmes				
Union Budget				Rupees in millions
Year	RE	AE	AE-RE	AE-RE (in percent)
1990-91	2635.6	2818.4	182.8	6.9
1991-92	3221.0	3181.2	-39.8	-1.2
1992-93	4360.9	3986.6	-374.2	-8.6
1993-94	5377.1	4754.9	-622.2	-11.6
1994-95	5813.0	5792.0	-21.1	-0.4
1995-96	7149.3	6851.7	-297.5	-4.2
1996-97	7276.4	7291.5	15.1	0.2
1997-98	9332.0	8578.0	-754.1	-8.1
1998-99	10469.6	10542.6	73.0	0.7

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

*Note : The negative sign (-) indicates that Actual Expenditure was lower than Budget Estimates for that year.

Out of the nine years for which expenditure figures are available, in six years the actual expenditure has been lower than the revised estimates. This lower actual expenditure is referred to in the appropriation accounts as 'savings'. In effect it is the lower utilisation of the available resources that results in savings, which in turn affects the next year's budget. The government has its reasons for not being able to use the available resources. However, we have not delved into them in this study.

Maximum underutilisation is visible in the year 1993-94 when as much as 11.6 percent of the budget was left unspent or saved. In 1992-93 too there has been significant underspending to the tune of 8.6 percent. Since ICDS forms the largest component in the child development programmes, any major change in it affects the overall trends the most. Expenditure on ICDS in 1993-94 was 550.8 million less than the revised estimates and in 1992-93 the difference was 337 million (Table 1, Annexure III).

Since ICDS forms the largest component in the child development programmes, any major change in it affects the overall trends the most.

In the years 1990-91, 1996-97 and 1998-99 there was optimum utilisation of available resources. This trend was due to more expenditure incurred in ICDS than what was allocated to it in all these three years.

Commenting on the underspending in DWCD in the years 1995-96 to 1997-98, the Report of the Comptroller General of India, (Report No.1 of 1999 (Civil) says "It would be seen that there is a steep rise in budget provision remaining unspent during 1997-98, which is indicative of slackness in the department in implementing welfare schemes." Although this comment is on the overall budget expenditure and under spending of the department as a whole, it holds true for the spending on Child Development as we can see it. In fact, the report has identified Balwadi Nutrition Scheme, Early Childhood Education, Assistance to Voluntary Organisations, NIPCCD, Crèches and Day Care Centres and ICDS as schemes in which the provision was unspent. (ibid. p. 165-167)

Table 3.5

Rate of Change in Budget Estimates, Revised Estimates and Actual Expenditure on Child Development Programmes

Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1991-92	18.8	22.2	12.9
1992-93	10.4	35.4	25.3
1993-94	38.6	23.3	19.3
1994-95	7.9	8.1	21.8
1995-96	8.8	23.0	18.3
1996-97	14.9	1.8	6.4
1997-98	7.3	28.3	17.6
1998-99	38.0	12.2	22.9
1999-00	13.7	14.1	
2000-01	-1.4		
Average	18.1	19.3	18.1

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

*Note : Average are calculated for 1990-91 to 1998-99.

Growth rate can also be explained on the basis of the changes that have taken place in the last decade in child development.

The growth rate in all the three heads has been erratic. Trends in expenditure explain the growth rate in the estimates. In 1993-94, as we saw in Table 3.4 earlier, 11.6 percent of the revised estimates remained unspent. This saving has clearly had an impact on the budget estimates for the following year, thereby affecting the rate of growth in the budget estimates.

The Balika Samriddhi Yojana was launched with a good intention towards the girl child, but the sudden withdrawal of allocations raises questions.

External Aid in Child Development

Before 1997-98, the rate of growth in expenditure for child development has fluctuated. In 1997-98 and 1998-99, rate of growth in expenditure on child development has gradually gone up after a low growth rate of 6.4 percent recorded in 1996-97. While this certainly is a positive sign, we also get to see a negative rate of change in the budget estimates in the year 2000-2001.

The Balika Samriddhi Yojana is responsible for the negative growth rate in budget estimates in the year 2000-2001. In this year the budget estimates for the scheme decreased to Rs. 270 million from Rs. 400 million in 1999-2000 (Table 7. Annexure III). The scheme was launched by the Central Government with all good intentions and commitments towards the girl child, but the sudden withdrawal of allocations raises questions about the government's long-term commitments to her.

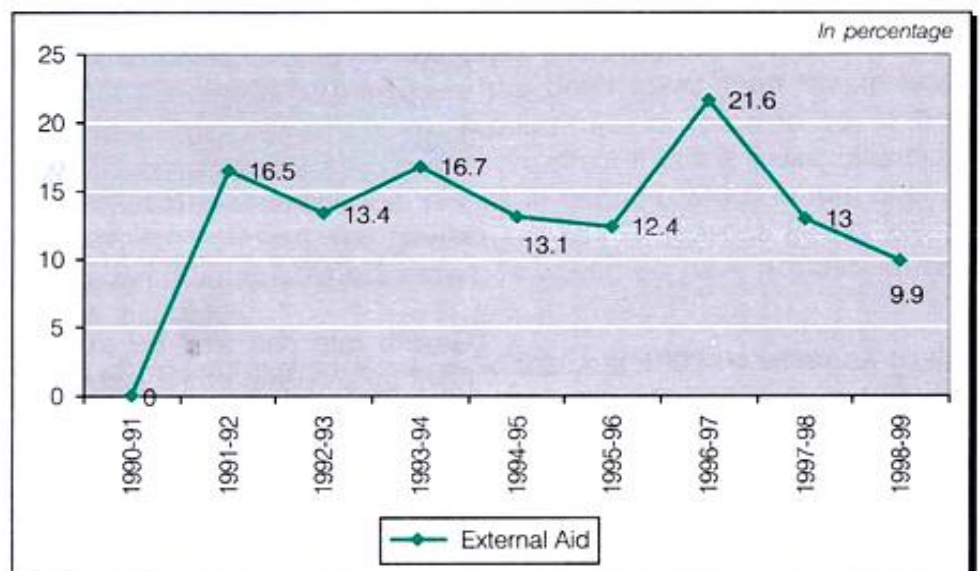
External aid for child development programmes began in 1980s. The World Bank has supported early childhood development efforts in India since 1980 through several projects such as the Tamil Nadu Integrated Nutrition Project (1980-89), and phase II of the same project (1990-97). However, this aid was given directly to the State.

Aid to the Union Government came in 1991 through the ICDS programme. In 1993-94 external aid also came in for National Fund for Child Care Services and it was available till 1996-97.

Figure 3.2 shows the trends in external aid component in the expenditure on child development.

Figure 3.2
Share of External Aid in Expenditure on
Child Development Programmes

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

The share of external aid in expenditure on child development was 16.5 percent in 1991-92. Between 1992-93 and 1995-96, it has ranged from 12 percent to 16 percent, till it rose sharply to 21.6 percent in 1996-97, only to fall drastically to 13.0 percent the very next year and 9.9 percent in 1998-1999.

Table 3.6
External Aid in Expenditure on Child Development Programmes

Union Budget

Rupees in millions

Year	External Aid in Expenditure on Child Development Programmes	Actual Expenditure on Child Development Programmes	External Aid in Expenditure on Child Development Programmes (in percent)
1991-92	523.8	3181.2	16.5
1992-93	533.7	3986.6	13.4
1993-94	793.2	4754.9	16.7
1994-95	759.6	5792.0	13.1
1995-96	848.8	6851.7	12.4
1996-97	1574.3	7291.5	21.6
1997-98	1116.0	8578.0	13.0
1998-99	1047.2	10542.6	9.9
Average			14.6

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

From 1991-92 to 1998-99 the average share of external aid in expenditure on programmes for child development was 13.4 percent.

In other words, from 1991-92 to 1998-99, on an average, for every 100 Rupees spent on child development in the Union Budget, Rupees 13 and 40 paise came from external sources.

In other words, from 1991-92 to 1998-99, on an average, for every 100 Rupees spent on Child Development in the Union Budget, Rupees 13 and 40 paise came from external sources

External aid in ICDS began with a contribution of 18.2 percent of the total expenditure. The share of external aid reached the highest at 22.8 percent in 1996-97, which fell down to 14.6 percent in the very next year. In 1998-99, when the last accounts were available, it fell to 10.7 percent. (See Table 1.1. *Annexure III*)

On an average from the year 1991-92 to 1998-99 as much as 15.4 percent of the expenditure on ICDS was through external funding.

The external aid for National Fund for Child Care Services came in 1993-94 and was Rs. 199 million. The very next year this fell to a meagre Rs. 0.1 million, which was the same in the next year too (1995-96). Since 1996-97, external funding stopped and so did the actual expenditure, although there was budgetary provision for the scheme.

Fall in the external aid component in the last few years is definitely a healthy sign and is indicative of the government's commitment to raise its own resources for the programmes on child development, especially when the Annual Report of the Department (1999-2000) makes a commitment to operationalise 130 ICDS projects every year from 1999-2000 to 2002. In this period 13 lakh additional beneficiaries are to be reached every year (DWCD. 1999-2000. 43).

Table 3.7

Rate of Change in External Aid in Budget Estimates, Revised Estimates and Actual Expenditure on Child Development Programmes

Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1992-93	4.4	61.8	1.9
1993-94	74.4	15.3	48.6
1994-95	-31.3	-31.3	-4.2
1995-96	-22.2	3.7	11.7
1996-97	148.0	86.0	85.5
1997-98	14.0	1.3	-29.1
1998-99	35.2	-34.4	-6.2
1999-00	-15.4	79.8	
2000-01	-25.9		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

Table 3.7 indicates clearly that the component of external aid in child development programmes fell in the year 1994-95 in budget estimates, revised estimates and actual expenditure.

The rise and fall in the growth rate in external aid is directly proportional to the rise and fall in the share of external aid in ICDS. For example the share of external aid in budget estimates for ICDS shows a phenomenal 148 percent growth rate in 1996-97. There was a very high rate of growth in the other two heads too. This is because there was an increase in aid from the World Bank for the ICDS programme in this year. If we look at it the other way round, the share of internal contribution in ICDS remained static in that year in the budget estimates and went down in the revised estimates and actual expenditure.

In 1998-99, the growth rate in internal contribution as well as in external aid for ICDS was almost similar. However, the very next year while internal contribution went up by 28.6 percent there was a fall of 15.4 percent in the external aid. By 2000-2001, there was a fall of 27 percent in the external aid in budget estimates, while the increase in the internal contribution continued. (The pattern of internal contribution and external aid is reflected in Table 1.2. Annexure III).

The rise and fall in the growth rate in external aid is directly proportional to the rise and fall in the share of external aid in ICDS.

As far as the other externally funded programme, the National Fund for Child Care Services is concerned, as mentioned earlier, actual expenditure stopped when the external aid stopped. Unfortunately, this often happens to most externally aided schemes, especially when they are 100 percent externally funded. All intentions and commitments thus die out.

Key Findings

- Over the last decade the percentage expenditure on child development has been an average of 0.3 percent. The maximum that it ever went up to has been 0.4 percent!!

In other words, over the last decade for the period that final accounts were available (1990-91 to 1998-99), of every 100 rupees in the Union Budget only 30 paise has been spent on child development!

- The expenditure on child development as percentage of social sector expenditure has been an average of 5.7 percent between 1990-91 to 1998-99. In the beginning of the decade it was 5.3 percent that was same as in 1998-99, when the last accounts were submitted. It rose to a maximum of 6.3 percent in the year 1994-95 to fall the very next year to 5.9 percent.

In other words of every 100 rupees spent totally on the Social Sector from the Union Budget, an average of Rupees 5 and 70 paise has gone for Child Development.

- From 1991-92 to 1998-99 the average dependence on external aid for meeting the needs of children from the Union Budget has been 13.4 percent. It has decreased from 16.5 percent in 1991-92 to 9.9 percent in 1998-99. By itself, this indicates a positive change.
- In the year 2000-2001, the budget for most schemes has fallen. There are schemes like the Balika Samridhhi Yojana and the Balwadi Nutrition Programme, where the fall in the budget is quite significant (over 30 percent).
- While 1991-2000 was declared as the SAARC Decade of the Girl Child, there has been no special provision for it post 1996-97. In fact it was only in the first year of the decade that some money was spent to meet this commitment. Thereafter, there was a drastic decline in both the estimates and the expenditure. In fact there was no expenditure incurred at all between 1992-93 to 1996-97.
- Other programmes like the National Children's Board never really took off. While some minimal provision was made for it in all the years in the last decade, there was no expenditure in any year.

A decline in the budget for child development in 2000-2001, sudden withdrawal of funds in important schemes, lack of optimal utilisation of available resources is all a cause for concern. This calls for the need to give some more serious thought to the programmatic commitments and their implementation.

Annexure III

Union Budget for Individual Schemes/Programmes on Child Development

Schemes of the Department of Women and Child Development, Ministry of Human Resource Development

Integrated Child Development Services

Table 1

Budget Estimates, Revised Estimates, Actual Expenditure on Integrated Child Development Services

Union Budget

Rupees in millions

Year	Budget Estimates (BE)	Revised Estimates (RE)	Actual Expenditure (AE)
1990-91	2659.1	2328.6	2512.9
1991-92	3217.5	2921.0	2883.0
1992-93	3599.9	4007.3	3670.3
1993-94	4738.8	4733.3	4182.5
1994-95	5365.6	5358.8	5349.8
1995-96	5876.2	6691.6	6448.5
1996-97	6818.6	6818.6	6910.7
1997-98	7338.6	8344.6	7660.9
1998-99	9750.3	9483.5	9754.4
1999-00	11465.2	11204.7	NA
2000-01	11500.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

Included programmes :

- World Bank assisted ICDS programme
- Training programmes under ICDS to State
- Grants under Centrally Sponsored Scheme to State and Union Territories
- Supplementary nutrition
- Celebrating 25 years of ICDS (2000-2001)
- Monitoring of ICDS programmes (1999-2000)
- World Bank assisted training programme (2000-2001)

Table 1.1

Rate of Change in Internal and External contribution in all the three heads on ICDS Programme

Union Budget

In percentage

Year	Rate of change over the previous year					
	BE		RE		AE	
	Internal Contribution	External Aid	Internal Contribution	External Aid	Internal Contribution	External Aid
1992-93	13.8	4.4	30.3	61.8	32.9	1.9
1993-94	21.6	74.4	19.1	15.3	8.1	48.6
1994-95	28.2	-31.3	28.2	-31.3	35.4	-4.2
1995-96	15.2	-22.2	28.7	3.7	22.0	11.7
1996-97	0.0	148.0	-10.3	86.0	-4.7	85.5
1997-98	5.7	14.0	28.7	1.3	22.6	-29.1
1998-99	32.1	35.2	25.0	-34.4	33.0	-6.2
1999-00	28.6	-15.4	10.5	79.8		
2000-01	5.9	-27.0				

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

Table 1.2

External Aid in Expenditure on Integrated Child Development Services (ICDS)

Union Budget

In percentage

Year	External Aid in Expenditure on ICDS	Actual Expenditure on ICDS	External Aid in Expenditure on ICDS (in percent)
1991-92	524.7	2883.0	18.2
1992-93	532.2	3670.3	14.5
1993-94	794.7	4182.5	19.0
1994-95	759.7	5349.8	14.2
1995-96	851.2	6448.5	13.2
1996-97	1575.6	6910.7	22.8
1997-98	1118.5	7660.9	14.6
1998-99	1043.7	9754.4	10.7
Average	900.0	5857.5	15.4

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Women and Child Development

Crèches / Day Care Scheme for Working and Ailing Mothers

Table 2

Budget Estimates, Revised Estimates, Actual Expenditure on Crèches / Day Care Scheme

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	155.5	155.5	156.7
1991-92	156.5	156.0	154.6
1992-93	90.5	185.0	167.4
1993-94	230.5	230.5	172.1
1994-95	230.5	230.5	220.5
1995-96	230.5	230.5	219.3
1996-97	230.5	230.5	195.7
1997-98	230.5	221.5	205.4
1998-99	230.5	230.5	224.0
1999-00	205.5	170.0	NA
2000-01	185.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

Balwadi Nutrition Programme

Table 3

Budget Estimates, Revised Estimates, Actual Expenditure on Balwadi Nutrition Programme

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	36.7	36.7	36.3
1991-92	36.7	36.7	36.5
1992-93	86.7	46.7	36.7
1993-94	101.2	86.1	76.2
1994-95	97.2	97.2	95.4
1995-96	97.2	97.2	72.6
1996-97	97.2	97.2	56.8
1997-98	97.2	55.4	11.5
1998-99	61.7	30.0	14.4
1999-00	40.0	25.0	NA
2000-01	20.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

Early Childhood Education through Assistance to Voluntary Agencies

Table 4

Budget Estimates, Revised Estimates, Actual Expenditure on Early Childhood Education through Assistance to Voluntary Agencies

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	30.2	30.2	29.0
1991-92	35.2	30.2	31.0
1992-93	35.2	33.2	33.7
1993-94	35.5	35.5	35.8
1994-95	35.5	35.5	35.4
1995-96	35.5	35.5	35.3
1996-97	35.5	33.0	35.2
1997-98	35.5	23.0	23.3
1998-99	35.0	24.0	22.5
1999-00	29.0	24.0	NA
2000-01	23.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

Balasevika Training Programme

Table 5

Budget Estimates, Revised Estimates, Actual Expenditure on Balasevika Training Programme

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	4.4	4.4	4.4
1991-92	5.0	3.0	3.0
1992-93	4.5	3.5	3.5
1993-94	4.5	3.5	4.7
1994-95	5.0	5.0	5.0
1995-96	4.5	4.5	4.3
1996-97	4.5	4.5	4.6
1997-98	4.5	4.5	4.4
1998-99	2.0	2.0	1.1

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

National Institute of Public Cooperation and Child Development

Table 6

Budget Estimates, Revised Estimates, Actual Expenditure on National Institute of Public Cooperation and Child Development

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	31.6	31.6	34.8
1991-92	42.0	42.0	42.0
1992-93	44.0	44.0	44.0
1993-94	52.5	52.5	53.5
1994-95	54.6	54.6	54.6
1995-96	58.3	58.3	40.5
1996-97	59.6	59.6	56.0
1997-98	60.0	48.8	40.0
1998-99	56.0	67.0	67.0
1999-00	87.0	84.2	NA
2000-01	68.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

Balika Samriddhi Yojana

Table 7

Budget Estimates, Revised Estimates, Actual Expenditure on Balika Samriddhi Yojana

Union Budget

Rupees in millions

Year	BE	RE	AE
1997-98		600.0	600.0
1998-99	600.0	600.0	426.6
1999-00	400.0	400.0	NA
2000-01	270.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

National Children's Board

Table 8

Budget Estimates, Revised Estimates, Actual Expenditure on National Children's Board

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	0.03	0.03	
1991-92	0.03	0.03	
1992-93	0.03	0.03	
1993-94	0.03	0.03	
1994-95	0.03	0.03	
1995-96	0.03	0.03	
1996-97	0.05	0.05	
1997-98	0.1	0.1	
1998-99	0.05	0.05	
1999-00	0.05	0.05	NA
2000-01	0.1	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

Universal Children's Day

Table 9

Budget Estimates, Revised Estimates, Actual Expenditure on Universal Children's Day

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	0.06	0.06	
1991-92	0.06	0.06	0.03
1992-93	0.06	0.06	0.03
1993-94	0.06	0.06	0.04
1994-95	0.06	0.07	
1995-96	0.07	0.3	
1996-97	0.3	0.3	0.07
1997-98	0.3	0.3	0.02
1998-99	0.1	0.05	0.03
1999-00	0.1	0.1	NA
2000-01	0.1	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

National Fund for Child Care Services

Table 10

Budget Estimates, Revised Estimates, Actual Expenditure on National Fund for Child Care Services

Union Budget

Rupees in millions

Year	BE	RE	AE
1992-93		10.0	
1993-94	199.0	199.0	199.0
1994-95	0.1	0.1	0.1
1995-96	0.1	0.1	0.1
1996-97	0.1	0.1	
1997-98	9.4	0.1	
1998-99	10.0		
1999-00	0.1	0.1	NA
2000-01	0.1	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

SAARC Decade of the Girl Child

Table 11

Budget Estimates, Revised Estimates, Actual Expenditure on SAARC Decade of the Girl Child

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	17.5	17.5	13.4
1991-92	1.0	1.0	1.0
1992-93	0.1	0.1	
1993-94	0.1	0.1	
1994-95	0.1	0.1	
1995-96	0.1	0.1	
1996-97	0.1	0.1	

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

Institution of National Awards to Individuals & Institutions

Table 12

Budget Estimates, Revised Estimates, Actual Expenditure on Institution of National Awards to Individuals & Institutions

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	1.2	1.2	1.2
1991-92	1.2	1.2	1.2
1992-93	1.2	1.2	1.2
1993-94	1.2	1.3	1.2
1994-95	1.3	1.3	1.4
1995-96	1.4	1.4	1.3
1996-97	1.4	1.4	1.6
1997-98	1.7	2.7	1.4
1998-99	2.0	1.5	1.5
1999-00	2.0	2.0	NA
2000-01	2.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Women and Child Development

Contribution to UNICEF

Table 13

Budget Estimates, Revised Estimates, Actual Expenditure on Contribution to UNICEF

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	29.8	29.8	29.8
1991-92	29.8	29.8	29.8
1992-93	29.8	29.8	29.8
1993-94	29.8	35.2	29.8
1994-95	29.8	29.8	29.8
1995-96	29.8	29.8	29.8
1996-97	31.0	31.0	31.0
1997-98	31.0	31.0	31.0
1998-99	31.0	31.0	31.0
1999-00	31.0	36.0	NA
2000-01	36.0	NA	NA

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List of Abbreviations

AE	Actual Estimates
BE	Budget Estimates
CSWB	Central Social Welfare Board
CRC	Convention on the Right of the Child
DWCD	Department of Women and Child Development
ECCE	Early Child Care and Education
ICDS	Integrated Child Development Service
NA	Not Available
NIPCCD	National Institute of Public Cooperation and Child Development
RE	Revised Estimates
SC	Scheduled Caste
ST	Scheduled Tribes
SAARC	South Asia Association for Regional Co-operation
UN	United Nations
UNICEF	United Nations Children's Fund

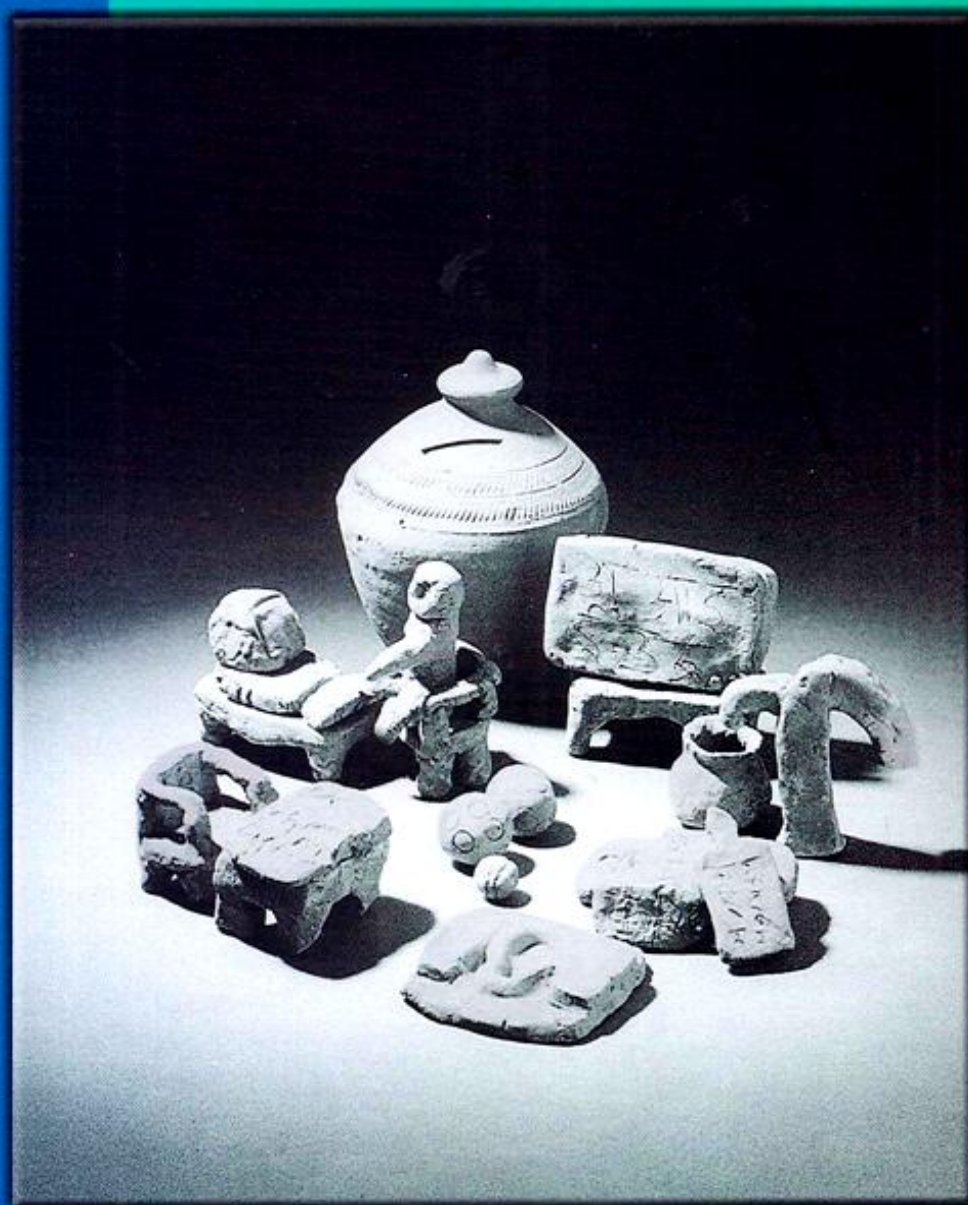


CHAPTER

4

Elementary Education

INDIA'S CHILDREN AND THE UNION BUDGET



1
Children's
Budget

2
Child
Health

3
Child
Development

4
Elementary
Education

5
Child
Protection



Study by

HAQ: Centre for Child Rights



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Elementary Education

INDIA'S CHILDREN AND THE UNION BUDGET

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Cover picture: The clay objects seen in the photograph are all made by children between the age-group of 6-14 years, living in the slums in Delhi. The objects are a reflection of their demands put forth during a National Convention on the Right to Education held in New Delhi in April 2001.

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Preface

Children constitute almost one-third of our population. There are laws, policies and as many as 122 programmes and schemes to address their needs. In the last decade we have seen a new programme being launched almost every year. We cannot help but ask ourselves why are there no visible changes? Time and again we are told, "the situation is grave—but the resources are limited..."

We are basically a group of child rights activists, a combination of people with background in sociology, child development, and law. Over the years through our work on children's issues we have come to realise that unless resources are allocated adequately and spent optimally, there can be no incremental change in the lives of children. Also, consistency in budget and expenditure to sustain a scheme and reach its goals is important.

The budget of any country is not merely an economic document. It is an indicator of the nation's priorities and intent. Therefore, the world over and in India too, budget analysis has come to be accepted as an effective method for monitoring and evaluating government's commitments. While in India, budget analysis has been attempted in the context of poverty alleviation, *dalits*, women's empowerment etc., this is a first attempt of its kind to analyse it from a child rights perspective.

Children's budget is not any separate budget. It is basically an attempt to disaggregate from the nation's budget what goes into the schemes and programmes for the benefit of children.

Being new to this whole exercise, we thought we should begin with the Union Budget for children in the last decade and move on to the State Budgets as the next step. The ultimate objective is to use the findings for advocacy with relevant authorities and agencies. Analysing the Budget from a child rights perspective will therefore be an ongoing activity for HAQ to be undertaken every year.

Budgets will continue to be mere numbers unless they are looked at from the perspective of whom or for what they are meant. The numbers and graphs may be boring to read after a point, but we hope the readers will be able to add the face of a child to it, think of the child who cannot go to school or one who goes to a school without a toilet, the child who continues to be denied basic health services and security.

Several people have contributed and lent support in the course of this exercise at various stages. We thank them all for their valuable inputs. The kick start was given to us by DISHA, with the help of Mr. M.D. Mistry, Manoj and Vipin, who encouraged us to take on this task, provided the required data for the last five years and taught us how to read the budget documents.

The biggest handicap that we faced in undertaking this study was the availability of information and data. It would have continued to be so, had it not been for the assistance we received from Mr. Vinay Bhatnagar.

We must thank Dr. Biswajit Dhar for constantly telling us that we were on the right track and guiding us through the maze of numbers. He was our Economist Advisor for this study.

Mr. Sandeep Nair was part of the team in the initial stage and contributed in the project design and planning as well as collecting preliminary data from various sources.

The children have always been our source of inspiration. We have used some clay models made by children who participated in a child rights process facilitated by HAQ. Their expressions, which emerge from the way they have moulded the clay with their hands have given us food for thought and have added the child's face to this report.

We thank Ms. Akhila Sivadas for constantly reminding us how important it is to reach this information to people who mattered. The response from various corners, including Members of Parliament, the bureaucracy, the National Commission for Women and various NGOs, the media and several individuals has indeed been very encouraging.

Financial assistance for this study came from Save the Children-UK.

The HAQ team:

Bharti Ali

Enakshi Ganguly Thukral

Saloni Mathur

Elementary Education And Budget

Right to Education

Every child has a right to education, and therefore concerted efforts are required to ensure that no child is denied this right.

In any case human development is the ultimate goal of any planned economy. Better health and nutrition, education for all, and improved socio-economic opportunities are a reflection of a nation's progress.

An empowered society, where the people are a nation's most important resource, calls for serious investment in their growth and development through education. Education is thus the catalytic factor in human resource development. In the light of this fact it becomes all the more necessary to accord top priority to the promise of 'education for all' made to the children of India over fifty years ago.

Investing in education is a concerted effort with serious budgetary implications. In the decade following independence i.e. 1951-61, the budget speeches did not make even a passing reference to education. From 1974-75 to 1999-2000, education does appear in several budget speeches and every year higher amounts are allocated to the sector, but even after over 54 years of independence, we are far in terms of meeting the goal of education for all children up to the age of 14 years.

One of the most important debates regarding the Constitutional 83rd Amendment Bill that proposes to make elementary education a fundamental right, has been on its cost implications.

Endless debates and postponement of the deadline for meeting the age-old promise of universal and free education for all children has been going on for some time now. What should have been achieved by 1960 as per the Constitutional mandate, is now to be achieved by the year 2010. We may have to see further dilution in this commitment if the government does not ensure allocation of adequate resources as well as proper utilisation of available resources to fulfill this goal.

*There are
185 million children
in the 6-14 age group
and yet approximately
83 million are
out of school.*

A sound financial investment can be a significant step in checking the violation of children's right to education and improving their situation from what it is today. It must be ensured that no child is out of school.



ig-¹appv¹ eshmukh nae

Status of Elementary Education in India

- According to the 1991 Census, there are about 185 million children in the 6-14 years age group (1991 census). It is estimated that about 45 percent of them (approximately 83 million) are out of school.
- Enrolment rate at the Primary level is 89.7 percent (98 per cent for boys and 81 percent for girls). But, not all of those enrolled at the primary level complete their primary level education. About 40 percent children drop out of school before they reach class V. Of these 38 percent are boys and 41 percent are girls.
- Enrolment rate at the middle level drops to 59 percent (67 percent for girls and 50 percent for boys). 54 percent of enrolled children drop out of school before they complete their elementary education (class VIII). Of them, 59 percent are girls and 51 per cent are boys
- For every 5 primary schools there is one middle school.
- For every 9 middle schools there is one high school.
- There are 40,000 primary schools in rural India with no teachers at all.
- 1.12 lakh schools in rural India have only one teacher even after it was decided in 1986 to convert every single teacher primary school into at least a two teacher school.
- The average student teacher ratio is 1:50 as against the recommended 1:30 for our country (a recommendation of the Yashpal Committee, 1993). In most advanced countries the ratio is 1:20.
- Of the total 5 lakh schools in rural areas, 17 percent or 87,000 schools do not have all season buildings. 26,000 schools have no rooms at all and 1.21 lakh schools have only one room each. The recommended number of rooms as per Operation Blackboard (a central government scheme launched in 1987-88) is a minimum of 2 rooms per school.
- 60 percent of the rural primary schools (about 3 lakhs) do not have even the basic facilities like drinking water.

No water in 200 MCD schools

HT Correspondent
New Delhi, November 17

CHILDREN STUDYING in at least 200 primary schools of the Municipal Corporation of Delhi (MCD) have no access to potable water. Another 135 schools have no electricity supply either due to non-payment of bills or due to metres being out of order.

These facts came to light during a meeting called by Deputy Mayor Mahesh Chandra Sharma in his office yesterday which was attended by officials of the Education department, including district education officers, sources in the MCD said.

Department sources said water supply in 160 MCD schools is so low that it is negligible. As many as 27 schools have no water supply connections at all and students

studying in 63 schools have to bring water from their homes.

As far as electricity supply is concerned, the district education officers were not even able to inform the Deputy Mayor about the exact amount which the MCD has to pay to the Delhi Vidyut Board by way of electricity bills, sources said.

The DVB has disconnected electricity supply to 113 schools over a period of time due to non-payment of bills. In addition to this, 12 schools have electric metres which have either got burnt or are out of order. Ten schools are situated in areas which are not electrified at all and the 34 MCD schools operating from tents cannot be given electricity connection, as per available information.

Three tents in a Sundar Nagri school are in tatters and cannot be used, according to the area coun-

cillor Shrinla Beniwal who has complained about the matter.

To add to the woes of the MCD school students who are mostly from poor families, three-fourths have not been getting mid-day meals for the past few months. The mid-day meal scheme which is funded by the Central Government is meant to improve the nutritional intake of the children and act as an inducement to check the drop-out rate.

Sources said there appeared to be no supervision of the schools as the education officers could not even inform the Deputy Mayor of the initiatives they had taken to make alternative arrangements for drinking water for the school children. In addition, sixty per cent of the posts of inspectors in the Education Department are said to be lying vacant.

India's Commitment to Elementary Education

What are our International Commitments ?

World Declaration on Survival, Protection and Development of Children, 1990

The participating nations made a commitment to work for programmes that reduce illiteracy and provide educational opportunities for all children irrespective of their background and gender.

Convention on the Rights of the Child, 1989. (Ratified By India in 1992)

Article 28 makes it obligatory for the state parties to:

- Recognise the right of the children to education, to be achieved on the basis of equal opportunities.
- Make primary education compulsory and available free to all.
- Make secondary, higher education accessible to all children.
- Make educational and vocational information and guidance available and accessible to all.
- Take measures to encourage regular attendance at schools and to reduce the drop-out rates.

By virtue of Article 29, the state parties agree that the education of the child shall be directed to:

- The development of the child's personality, talents and mental and physical abilities to their fullest potential.

World Conference on Education for All

The World Conference on Education for All, held in Jomtien in 1990 called for universal quality education, with a particular focus on the world's poorest citizens. The conference established six key goals :

- Expansion of early childhood care and development, especially for the poor.
- Universal access to and completion of primary education by the year 2000.
- Improvement in learning achievement based on an agreed-upon percentage of an age group (e.g., 80 percent of 14-year olds) attaining a defined level.
- Reduction of the adult illiteracy rate to half its 1990 level by the year 2000, with special emphasis on female literacy.
- Expansion of basic education and training for youth and adults.
- Improved dissemination of the knowledge, skills and values required for better living and sustainable development.



What are our National Commitments ?

Constitution of India

Way back in 1950, Article 45 in the Constitution of India, clearly directed the State to provide "free and compulsory education for all children until they complete the age of fourteen years", within a period of ten years from the commencement of the Constitution.

Plans, Policies, Legal Judgements, Reports of Committees & Commissions on Education

India's commitment to provide for and ensure universal elementary education for all children up to the age of 14 years has been declared and reiterated time and again in our policies, plans, legal judgements and reports of committees & commissions set up on education

Supreme Court Judgement, 1993

In 1993, the Supreme Court clearly declared education a fundamental right in *Unnikrishnan vs. State of Andhra Pradesh and others*. It said, 'though the right to education is not stated expressly as a fundamental right, it is implicit in and flows from the right to life guaranteed under Article 21'.

The National Policy on Education, 1986, as revised in 1992

"Free and compulsory education of satisfactory quality should be provided to all children up to the age of 14 years, before the commencement of the 21st century".

The National Plan of Action, 1992

- Universal enrolment of all children including girls, using both full time formal schools & part time non-formal arrangements.
- Reduction of dropout rate between classes I to V and I to VIII from the existing 45 per cent and 60 per cent to 20 per cent and 40 per cent respectively.
- Achievement of minimum level of learning by approximately all children at the primary level and introduction of this concept at the upper primary stage on large scale.
- Reduction in disparities by emphasis on girl's education and special measures for children belonging to the Scheduled Caste (SC) / Scheduled Tribe (ST) communities.
- Universalisation of effective access to schooling.

National Plan of Action for the SAARC Decade of the Girl Child, 1991-2000

- Universal access to basic education and completion of primary education by at least 80 percent of primary school-age children.
- Beginning from the Kothari Commission (1964-1966), Acharya Ramamrthy Committee (1990,) Prof. Yash Pal Committee (1993), Saikia Commission (1997), all have reiterated the need for free and compulsory universal elementary education (UEE) and quality education.



Do you know what it costs a family to provide basic education to their children?

In rural India it costs –

Rs. 257.00 per annum per student in a Government School

Rs. 300.00 per annum per student in a Local Body School

More than Rs. 1,000.00 per annum per student in a Private Aided and/or Unaided School.

In the urban areas it costs many times more.....

Investment in Elementary Education – Recommendations and Comments

Several Committees & Commissions on Education have recommended that 'education should be a priority sector'.

This calls for adequate resource allocation to ensure universal and free education for all children upto the age of 14 years.

Kothari Commission, 1966

"With regards to the proportion of national income devoted to education we have assumed the highest rate of 6 percent because we should accord the highest priority to education and allocate the largest proportion of GNP to it".

Acharya Ramamurthy Committee, 1990

Public investment on education should exceed 6 percent of GNP.

Central Advisory Board of Education, 1991

"The practice of treating education as a residual sector in the matter of allocating resources should be reversed".

National Policy on Education, 1986. Revised in 1992

"From the VIII plan onwards the outlay on education would uniformly exceed six per cent."

Saikia Committee, 1997

The Saikia Committee reported an average expenditure per student in classes I-VIII in 1995-96 to be Rs. 948/- per annum. It recommended an additional investment of Rs. 40,000 crores in the next five years to ensure education for all children out of school. In other words, if elementary education has to be made a fundamental right, in financial terms it would imply an additional provision of Rs. 40,000 crores in the next five years. This amounts to Rs. 8,000 crores per child per annum as an additional annual investment in elementary education.

Tapas Majumdar Committee, 1999

In its report submitted to the Government of India, the expert committee (under the chairmanship of Dr. Tapas Majumdar) estimated a requirement of an additional Rs. 1,36,000 crores over a period of ten years ending 2007-2008.



What have we really done to meet our commitments?

- In the first five year plan, 7.9 percent of the total plan expenditure was allocated for elementary education.
- It fell drastically to 2.7 percent in the Sixth five year plan.
- This has gone up a little to 4.9 percent in the Eighth five year plan.

Further:

- In the first five year plan 56 percent of the total education expenditure was spent on elementary education.
- This fell to 30 percent in the Sixth plan and it then rose to 49 percent in the Eighth plan.

Union Government's role in ensuring Elementary Education

Before 1976, education was exclusively a responsibility of the States. The Central Government was only concerned with areas like technical and higher education. In 1976, through a Constitutional Amendment, education became a joint responsibility. Decisions regarding the organisation and structure of education are largely a concern of the States. However, the Union Government has a responsibility regarding the quality and character of education. In addition to policy formulation, the Ministry of Human Resource Development (Department of Education) shares with the states the responsibility for educational planning.

Central Government plays an important role in funding Plan Expenditure on Elementary Education. The Centre's share also comes in the form of Non-plan Central Assistance to States.

Education dept incurred avoidable expenses: CAG

NEW DELHI: The Comptroller and Auditor General of India has detected several cases of avoidable purchases or expenditure by the various wings of the education department in Delhi worth over Rs 50 crore.

In its 2000-2001 report, CAG said in 1998-99, the director of education purchased 1,247 almirahs in open market without calling tenders, costing Rs 40 lakh more than the director general of supplies and disposal costs. The DOE purchased 691 of almirahs in March 1999, costing Rs 50.86 lakh, without any departmental approval.

The report said the department did not comply to the codal provisions regarding purchase of office furniture.

CAG said the Delhi College of Education spent Rs 41.07 lakh in 1995-96 and 1999-2000 on sanitation services for campus including the hostel. The principal said that he had no services of security agencies as per recommendation of a committee set

up with the approval of the director, technical and his request for approval was pending, the report said.

It said the principal outside his administrative powers" besides, the irregularity, his action also adversely hit activities of the department. The CAG said the department incurred an avoidable expenditure of over Rs 10.87 lakh in April 1994 and May 2000 by charging commercial charges for connection of electricity by the state allottees while it was recording domestic charges from them.

Stating that the institute could incur the avoidable expenditure on his count, it said the matter was referred to the government. The national capital territory of Delhi last year

Elementary Education Bill: Much ado about nothing?

Sakina Yusuf Khan

NEW DELHI: The 83rd Constitutional Amendment Bill, making elementary education a fundamental right for all children between 6-14 years, is likely to be passed by the Parliament without the usual hiccups.

Experts in the field of education are, however, extremely skeptical about the effectiveness and justification of the proposed legislation. "The right to education was granted way back in 1993 when in the Unnikrishnan vs Andhra Pradesh case the Supreme Court decreed, 'every child has a right to free education until he completes the age of 14'."

"In that sense it's redundant," says Shyam Menon, professor of education. Ministry officials argue: "It's not the same — a judgment can be set aside by a reverse judgment by another Bench. But an Act of Parliament is an affirmation of the government's commitment."

Prof Anil Sadgopal, dean of studies, DU, doubts the government's intention in clubbing it with the Sarv Siksha Abhiyan. "How can the Abhiyan hope to achieve the stated objective of universalising elementary education if the savings from the proposed Bill are used for other purposes?"

to realise that education is a winning political strategy," they point out.

Ask them where the projected 137,000 crores required for its implementation will come from and they start hedging: "The actual requirement might not be as high. We will adopt innovative approaches — school buildings could come out of rural development funds."

Experts fear that in the name of universalising education quick-fix solutions like the Educational Guarantee Schemes will be resorted to. Instead of recruiting qualified teachers at prescribed pay scales, the government will get away with paying EGS teachers a pittance. Sarpanches and mukhias will be willing partners because it's an opportunity to get their unemployed bhatija's a job.

But, as Menon rightly points out, EGS is no substitute for quality education that the government ought to provide. MHRD officials counter: "If we wait for everything to be in place, na nau man tel ho ga, na Ra nacheigi. We have to make a beginning with the existing resources."

Prof Tapas Majumdar, who headed the financial committee of the Bill, hits the nail on the head: "The government has made a half its promise of

Programmes and Schemes

How were the Schemes Selected

The schemes selected for analysis in this chapter fall under two Ministries -

- ❑ Ministry of Human Resource Development (MHRD), Department of Education, and
- ❑ Ministry of Social Justice and Empowerment.

Most Government documents use the terms 'primary education' and 'elementary education' interchangeably, whereas the latter includes the former. It is the term 'Elementary Education' that implies education for all children up to the age of 14 years, while 'primary education' simply refers to education for children between classes I to V. Our Constitution too promises universal and free 'elementary education', which is the focus of this study.

The concept of 'education' is commonly understood as 'schooling'. Therefore, 'education for all children up to the age of 14 years' actually implies 'education for children in the 6-14 years age-group' and educational schemes catering to this age group have been selected for analysis.

Some schemes that address the educational needs of all children up to the age of 18 years but do not have very large budgets have also been included.

Some of the other factors that governed the selection of programmes/schemes are as follows:

- In the Detailed Demands for Grants of the Department of Education, MHRD, its Annual Reports as well as the Performance Budgets, certain schemes listed under 'Elementary Education' as well as 'Secondary Education' were found to have a direct bearing on education of children in the 6-14 years age group. An effort has been made to take into account all these schemes.

The only exceptions to this are the Navodaya Vidyalayas and Kendriya Vidyalaya Sangathanas, which fall under the category of 'secondary education' in all the documents that were referred to for selection of schemes. While both these programmes have an elementary education component in addition to secondary and senior secondary education, they have very large budgets. To take them into account would have almost doubled the elementary education budget figures, resulting in over estimation.



- Different documents treat the schemes differently. The list of schemes mentioned under 'elementary education' and 'secondary education' in the Detailed Demands for Grants, the Performance Budgets and the Annual Reports of the Department of Education, do not match.
- Some of the schemes, which fall under the major head of 'elementary education' in the Detailed Demands for Grants are listed under the category of 'secondary education' in the Annual Report of the Department of Education, MHRD, e.g. the Educational Technology Programme and Integrated Education for the Disabled. Such schemes have been taken into account for the purpose of this study.
- Similarly, some schemes that are listed under the 'elementary education' category in the Annual Reports and the Performance Budgets of the Department of Education, MHRD, find a mention under 'Secondary Education' in the Detailed Demands for Grants. Budget related information on the Shiksha Karmi Project for instance, is available in the Detailed Demands for Grants under the budget heads for 'secondary education', whereas in the Annual Report of the Department of Education for the year 1999-2000, it is discussed under the 'elementary education' section. Such schemes have also been considered as they directly relate to education for children in the 6-14 years age group.
- Certain educational schemes of the Ministry of Social Justice and Empowerment have also been included in the analysis. These are the schemes on Pre-matric Scholarships for children belonging to the Scheduled Caste/Scheduled Tribe and Other Backward Communities and Establishment and Development of Special Schools for the Disabled.
- Ideally education of child labourers taken out of employment, covered by the National Child Labour Policy of the Ministry of Labour should also have been taken into account as these children are covered in the 6-14 years age group. However, this policy is for overall rehabilitation of children taken out of employment and includes more than mere provision of education. There is no separate budget for providing education to the child labourers. Hence it was not feasible to include this scheme in the analysis. It has been dealt with separately in another chapter.

To gain a holistic insight into what we have on education for all our children in the 6-14 years age group, it was inevitable to adopt this approach.

After all, the need for education is for all children and not just certain categories of children.

Altogether 22 schemes have been considered for the purpose of analysis.

Selected Schemes

Schemes of the Department of Education, Ministry of Human Resource Development

The Department of Education has several programmes/schemes relating to education of children up to 14 years. As mentioned earlier, these can be found under two sections:

- Elementary Education and,
- Secondary Education.

Central Government schemes that have a significant impact on both the elementary education budget as well as status of elementary education in India are:

District Primary Education Programme (DPEP)

Launched in the year 1994 as a major initiative to achieve the objective of Universal Primary Education (UPE). The programme aims at providing all children access to primary education, reducing the primary dropout rates to less than 10 percent, increasing learning achievement of students by 25 percent and reducing the gender and social gap to less than 5 percent. Initially DPEP was launched in 42 districts in 7 States, now it covers 163 districts in 14 States.

National Programme of Nutritional Support to Primary Education (the Mid-day Meal scheme)

This programme was launched on 15 August, 1995. It aims at improving the enrolment, attendance and retention while simultaneously impacting on the nutritional status of students in primary schools. Central assistance is given for the reimbursement of cost of food grains and the transportation cost for the movement of food grains from the Food Corporation of India (FCI) godown to schools/villages.

Operation Blackboard

This scheme was launched in the year 1987-88 with the aim of improving the human and physical resources available in the primary schools in the country. The scheme was expanded during 1993-94 to provide a third teacher to every primary school with enrolment exceeding 100 and to cover upper primary schools through provision of additional teachers and teaching-learning aids. The scheme provides 100 percent central assistance for teaching-learning equipment and for salaries of teachers. Construction of school buildings is the responsibility of the states.

In the VIIIth plan period, 5.23 lakh primary schools were provided with teaching learning equipment and 1.49 lakh primary schools got a sanction of additional teachers. Out of the targeted 2.63 classrooms, 1.85 were constructed.

Midday meal scheme beset with problems

By Anita Katyal
The Times of India News Service

NEW DELHI: It's been nearly a year since the human resource development (HRD) ministry received an exhaustive report on its most ambitious and heavily funded programme, the midday meal scheme, detailing the various operational bottlenecks.

But the ministry is still struggling to work out a strategy to remove the bottlenecks. The programme, based on the experiences of Tamil Nadu, aims to improve enrolment and attendance in schools by providing free school meals. While in a few states cooked meals are served, most states give foodgrains to students having 80 per cent or more attendance. Officials say they do not want solutions which will push up the programme's budget beyond the present allocation of Rs 1,500 crore which, they say, is already quite high. Since different regions have reported different problems, zeroing in on one winning formula is not possible.

The problem of transporting the foodgrain to its final destination is the most difficult and daunting. On paper, the state authorities give their requirement to the Food Corporation of India, which releases the grains on payment from the Centre. In reality, says the report prepared by the Operations Research Group (ORG), the lifting

and distribution of foodgrains is, at best, erratic.

In some villages, the provisions "reached only once in three-four months and sometimes even after six months," says the report, adding that the villagers were not even aware that their children were to receive these provisions every month. "The general perception was the foodgrains are distributed as and when received," the report adds. Of the 7,000 households contacted by ORG, at least one-fourth of those who sent their children to primary school did not receive the

foodgrains.

Where the schools are entrusted with distribution, storage is a problem since 78 per cent of the schools visited had only one or two classrooms.

The report observes that students very often never get their full

monthly share of three kg.

The midday meal is meant for students having an attendance of 80 per cent or more. But the report says a large number of parents were not aware of this eligibility criteria.

The report says the dropout rate was 29 to 30 per cent before and after the introduction of the programme. However, enrolment levels increased significantly in most states after the introduction of the programme, indicating that there is a sporadic rise when incentives are provided.

LUNCH-BREAK

- Erratic lifting and distribution of foodgrains
- Children don't receive full share and also not every month
- Many parents not aware of attendance criteria
- One solution not feasible for various region-specific problems

As pointed out in the National Curriculum Framework for School Education, A Discussion Document of the NCERT, January 2000, "several centrally sponsored schemes, such as 'Operation Blackboard' providing science kits, musical instruments etc. have not been too fruitful as one-time support does not create much impact.... The most crucial area of providing essential facilities for effective transaction of the curriculum in all schools/non-formal learning centres still appears to be a mirage. In brief, the efforts made so far are not enough for developing a national system of education as envisaged by the policy makers".

(L.C. Jain, 2000. 13)

Non-Formal Education (NFE)

The NFE programme includes three schemes These are:

- Grants to Voluntary Organisations and Academic institutions for Non-formal Elementary Education Programme
- Non-Formal Education for children in the category of 9-14 years
- Non-Formal Education for girls

This programme was initiated in the year 1979-80. It focuses on children in the 6-14 years age group, who have remained out of formal schooling. At present the scheme is being implemented in 25 States/UTs. About 72.5 lakh children are reached through 2.38 lakh centers.

"Based on a survey of 108 random centres, the Planning Commission concluded that the NFE system can no longer be a 'cost effective and major instrument for delivery of elementary education'.....Asking for a reassessment of the role played by NFE, the Planning Commission has found that the system seems to have enabled only 1 per cent out of school children to complete primary level education and get admission into the formal school system. The study has found that of those who enroll at the NFE centres, 20 per cent to 30 per cent drop out within a year. The percentage of those completing primary level course is very low; during 1994-96 it varied between a low of 12 per cent in Rajasthan to a high of 44.4 per cent in Uttar Pradesh. The utilisation of Central funds by state governments has also often found to be poor – as low as 19 per cent in Bihar in 1993-94. In 1995-96, it was better, with 50 per cent in Orissa being the lowest".

Kaveree Barnzai. Indian Express, Feb. 1, 1999

A Hyderabad based NGO, M.V. Foundation has initiated day-time Bridge Courses to bridge the age-education level gap among children, which has been linked to the formal education system. The courses are a great success and also fulfill the objective of providing required education to children and mainstreaming them into the formal system. This could be a better alternative to the NFE system, which actually encourages child labour and is a system only for the poor.

Lok Jumbish (People's Movement for Education for all)

It has been operational in Rajasthan since 1991-92. The basic objective of the project is to achieve universalisation of elementary education and to improve quality of education through people's participation.

In 1993 small programmes were started under Lok Jumbish to set-up good NFE centers that were found to be necessary in order to meet the objective of UEE. This NFE programme of Lok Jumbish is called the Sahaj Shiksha Programme.

Shiksha Karmi Project

Launched in 1987, the project aims at universalisation and qualitative improvement of primary education in remote, arid and socio-economically backward villages of Rajasthan with primary attention given to girls. Under this programme regular teachers are replaced by local teachers. These are called the Shiksha Karmis, who are less qualified (minimum qualification of up to class VIII for men and up to class V for women), but have undergone intensive training.

Under the project, Prehar Pathshalas (school of convenient timings) provide educational programmes for out-of-school children who cannot attend regular day schools.

The project is being implemented by the Government of Rajasthan through the Rajasthan Shiksha Karmi Board, with assistance from voluntary organisations.

Up to October 1999, the project covered 2,715 villages in 146 blocks in Rajasthan, providing primary education to 2.16 lakh (216,000) children in day schools and Prehar Pathshalas.

Mahila Samakhya Programme (Empowerment for Women's Equality)

Started in 1989, this is a women's empowerment project. The programme has been designed to fulfil the commitment of affirmative action in support of women's education mandated in the National Policy on Education. The programme aims to lay the foundation for women's empowerment at the grassroot level and make strategic interventions to support education of adolescent girls and adult women.

Mahila Samkhya has expanded its coverage to 51 districts and over 7,335 villages in the States of Uttar Pradesh, Karnataka, Gujarat, Andhra Pradesh, Bihar, Madhya Pradesh, Assam and Kerala. This programme finds a specific mention in the budget for 'Elementary Education' presented in the Detailed Demands for Grants.

Programme for Media Publicity and Advocacy for UEE

This programme was included in the Ninth Five-Year Plan to build up public opinion and mobilize social support for operationalisation of the proposal to make education a fundamental right.

Focus groups for the programme include:

- Teachers and those involved in education of children
- Students and their parents, especially the non-literate parents
- Community opinion leaders
- Policy makers and public representatives.

Teachers Training

In the Annual Report of the Department of Education, MHRD, 1999-2000, this programme is referred to as 'Teachers Education'. The programme was initiated in 1987 to create a viable institutional infrastructure, academic and technical resource base for orientation, training and continuous upgradation of knowledge, competence and pedagogical skills of school teachers in the country. The scheme has the following five components:

- Setting up of a District Institute of Education and Training (DIET) in each district to provide academic and resource support to elementary school teachers and non-formal and adult education instructors. DIETS have been set up in the DPEP districts.
- It also envisages establishment of Colleges of Teacher Education (CTEs) and Institutes of Advanced Studies in Education (IASEs). CTEs are expected to organise pre-service and in-service training for secondary teachers and provide extension and resource support services to secondary schools. IASEs are expected to conduct programmes for preparation of elementary teacher educators; conduct in-service training for elementary and secondary schools, engage in advanced level fundamental and applied research especially of inter-disciplinary nature, and provide academic guidance to DIETS and support services to CTEs.
- Strengthening of State Councils of Educational Research and Training (SCERTs).
- Special Orientation Programme for Primary Teachers (SOPT) in the use of Operation Blackboard materials and implementation of Minimum Levels of Learning (MLL) strategy.
- National Council for Teacher Education (NCTE) was established in 1995 as a statutory body to determine and maintain standards of teacher education; regulate institutions of teacher education; lay down norms, standards and guidelines for the programme of continuing education, and professional development of teachers and teacher educators.

By the end of 1998-99, 451 DIETS, 76 CTEs and 34 IASEs were established and 10 lakh teachers had received orientation training under SOPT. The targets for 1999-2000 were 12 new DIETs, 8 CTEs and 2 IASEs in various States. One of the major achievements of NCTE has been publication of reports, monographs and self-learning modules for teacher educators and teachers.

Integrated Education for the Disabled

The scheme was launched under the Department of Social Welfare in the year 1974. It was later transferred to the Department of Education in 1982-83 and it aims at providing educational opportunities for the disabled children in the general school system so as to facilitate their retention and integration in the system. Under this scheme 100 percent financial assistance is given for education of the disabled child. At present it is being implemented in 27 States/UTs through 15,000 schools.

Environmental Education in Schools

The scheme was initiated in the year 1988-89 to meet one of the objectives of the National Policy on Education to include protection of environment as an integral part of the curricula at all stages of education. It envisages assistance to voluntary agencies. The voluntary agencies are assisted for conducting experimental and innovative programmes aimed at promoting integration of educational programmes in schools.

National Bal Bhawan

It is an autonomous institution. It plays a major role towards enhancing creativity amongst children in the age group of 5-16 years, especially children from the weaker sections of the society.

Special Assistance to States / UT's for implementing the proposal to make Elementary Education a Fundamental Right

The scheme will be implemented as part of the Sarva Shiksha Abhiyan. It is based on the recommendations of the Parliamentary Standing Committee on Human Resource Development, after it considered the 83rd Constitutional Amendment Bill that was tabled in the Rajya Sabha in 1997. As the committee proposed to reintroduce the bill, which is under consideration, it was decided that special assistance will be given to the States to implement this proposal to make elementary education a fundamental right.

National Elementary Education Mission (NEEM)

This scheme will be implemented as part of the Sarva Shiksha Abhiyan. Its objective is to mobilise all resources, human, financial and institutional, necessary for achieving the goal of universalisation of elementary education.

Free Education for Girls

Started in 1998, this scheme aims at empowerment of girls by developing educational facilities to provide access and other incentives for promotion of girls' education, for their retention and also to stress upon the relevance and quality of girls' education. The programme finds its basis in the process of formulation of a 'National Strategy for ensuring Greater Participation of Women in Educational Field'.

Educational Technology Programme

This programme aims at bringing about qualitative improvement and widen access to education, by seeking to provide the entire cost of radio-cum cassette players in primary schools and 75 percent of the cost of colour televisions in upper primary schools. The scheme extends funds to Central Institute of Educational Technology (CIET) for production of programmes for the school sector for telecast through Doordarshan and Akashvani. Six State Institutes of Educational Technology (SIETs) in Uttar Pradesh, Bihar, Orissa, Maharashtra, Gujarat and Andhra Pradesh are also funded through this scheme.

Scheme on Educational Concession for Children of Parents Killed/Disabled in Armed Conflict

The Government of India has been offering educational concessions to wards of armed forces personnel killed or permanently disabled during conflict. These concessions are in the form of tuition fees; boarding/lodging expenses; expenditure incurred on uniforms, textbooks, transport charges etc. At present, the Department of Education provides these concessions to students at two Lawrence Schools (at Sanawar and Lovedale).

Scheme on Educational Concession for Tibetan Refugee Children

This scheme is run through the 'Central Tibetan Schools Administration' (CTSA). This is an autonomous body, established in 1961, with the objective to run, manage and assist institutions for the education of Tibetan children in India. The schools are opened in areas with concentration of Tibetan population. They provide modern education while retaining the essentials of the Tibetan traditional system and culture. Education is provided free of cost to all Tibetan children in different parts of the country.

Under this programme, activity based teaching in pre-primary and primary classes has been introduced. Mobile classes and library services have been introduced from classes I to VIII. Mid-day meals are provided to Tibetan day scholars and hostel facilities to some children, which include free boardings. Different schemes have been launched to provide for academic development and for financial assistance to students for future studies. CTSA runs 81 schools which includes 44 pre-primary schools, 7 primary schools, 9 middle schools, 5 secondary schools, 8 senior secondary schools, 9 grant-in-aid schools, 6 residential schools.

Sarva Shiksha Abhiyan

Based on the suggestion of the National Committee of State Education Ministers under the chairmanship of Minister of HRD, the Sarva Shiksha Abhiyan is being launched. This scheme will incorporate all the existing schemes and programmes in elementary education sector.

Projects Discontinued

Projects that existed in the beginning of the last decade, but were discontinued mid-way are:

- Bihar Education Project (Started in 1991 Discontinued in 1997)
- World Bank Assisted Uttar Pradesh (U.P.) Project (Started in 1991 and Discontinued in 1995)
- Orissa Education Project (Started in 1991 and Discontinued in 1995)

Educational Schemes of the Ministry of Social Justice and Empowerment

Pre-matric Scholarship for the Children belonging to Scheduled Caste/ Scheduled Tribe and Other Backward Class Communities

The objective of this scheme is to provide financial assistance to enable the children of disadvantaged groups such as scavengers to continue pre-matric education in recognised institutions. Central assistance is provided to the state government on a 50:50 basis and 100 percent to UTs.

Establishment and Development of Special Schools for the Disabled

The scheme was started in the year 1993-94 for setting up of new special schools and/or upgradation of existing schools with the view to cover all the districts in the country for providing education to handicapped children. Under this scheme the voluntary organisations are given upto 90 percent assistance.

Scrambling the education pyramid

Even the poorest of parents want their children to go to school. But is our education system pushing these children out?

Renua Nagarajan
New Delhi

EVICTED FROM their school, Naareen Begum and her family were forced to shift to Papan Kallan under the relocation drive. Even so, Naareen's education was not affected. Naareen approached the government school in the area for admission only to be put off on one pretext or the other.

Being a daily wage earner herself, Naareen could not afford to run about for too many days to sort out the admission problem. After trying for a year, she gave up and Naareen dropped out.

Naareen's neighbour, Mohan, who is also of the same age, and several other children had faced the same problem. But Mohan was lucky. Being a boy, he was allowed to re-enter his former school in Hari Nagar from where the family had shifted. But Naareen had to catch back at her father's school in Papan Kallan.

Send a girl that far. So, who does Naareen blame? The Government? The school? Or the parents? The main culprit is poverty, problems of migration and housing population in Delhi. But what about Naareen's complaint? That the school was turning away students displaced by the slum clearance drive? Because already overcrowded with children of slum dwellers relocated to that area.

"But what we do," say the school authorities. Delhi's only senior secondary school in the area, it caters to the entire population from Papan Kallan and Preet Nagar. And mothers turned up with their new families being relocated there. Shouldn't the government accept the fact that shortage of schools was, perhaps, the main reason for Naareen dropping out?

Number crunch

THE Delhi Government officials claim that the problem stems from the twin evils of migration and poverty. "Our upper primary schools are much bigger than the primary schools. So, even if these schools are 10-12% in number, they manage to accommodate all the children who pass out of the primary schools," these officials claim.

However, a look at the government figures for 1990-91 seems to indicate differently. The statistical handbook of the Directorate of Education for 1990-91 shows 14,720 schools in the pri-

mary school (Class VIII), the number dwindled to just 6,23,135 students. So where did the rest of the over eight lakh children go? Suppose these missing eight lakh students turn up and start clamouring for admission, would the Government be able to accommodate them in their existing upper primary schools? These are questions which the government would rather not answer.

The sixth All India Educational Survey 1990, which was updated in 1996, states that Delhi has an approximate 1:1 ratio for lower primary (LP) and upper primary schools. So, even if these schools are 10-12% in number, they manage to accommodate all the children who pass out of

While everyone agrees that poverty and migration are definite problems in achieving the target of educating all the children in the Capital, to blame only these factors without accounting for the lapses on the part of the government would be to take a partial view of the problem.

Many UP schools - for every four LP school, there's only one UP school. A figure that the Delhi Government says is "highly exaggerated."

But even the Delhi Government figures show a 30 per cent shortage of UP schools - which, they say, is not so significant as the UP schools are bigger. However, the fall in the number of students

level alone belies this claim. Renua Nagarajan of the National Alliance for the Fundamental Right to Education (NAFRE) believes that there ought to be one UP school for every LP school. The Government disagrees. "There is a significant dropout at the Class Five level, and so we have lesser number of schools at the UP level as there are lesser number of students," blandly say government officials.

Pushed out

DOES THIS mean that the government plans for schools keeping in mind the high dropout rate, instead of trying to stop the dropout and securing their infrastructure in order to take up every student who completes the primary level, asks Renua of NAFRE, which believes that the low ratio of LP to UP schools is one of the main reasons why children are forced to dropout.

"Once a child finishes Class V, he or she has either no UP school to go to or has to travel long distances to study. This makes re-entry not a dropout issue but a push out issue," observed NAFRE in its Draft National Status Report on Education.

The NAFRE believes that children are being pushed out of the system due to adverse policies and circumstances. "Even the poorest parents today want to educate their children. They are willing to go through any hardship to ensure this," says Renua.

Even the poorest of parents want their children to go to school. But is our education system pushing these children out?

Union Budget and Elementary Education

Union Budget on Elementary Education (1990-91 to 2000-01)

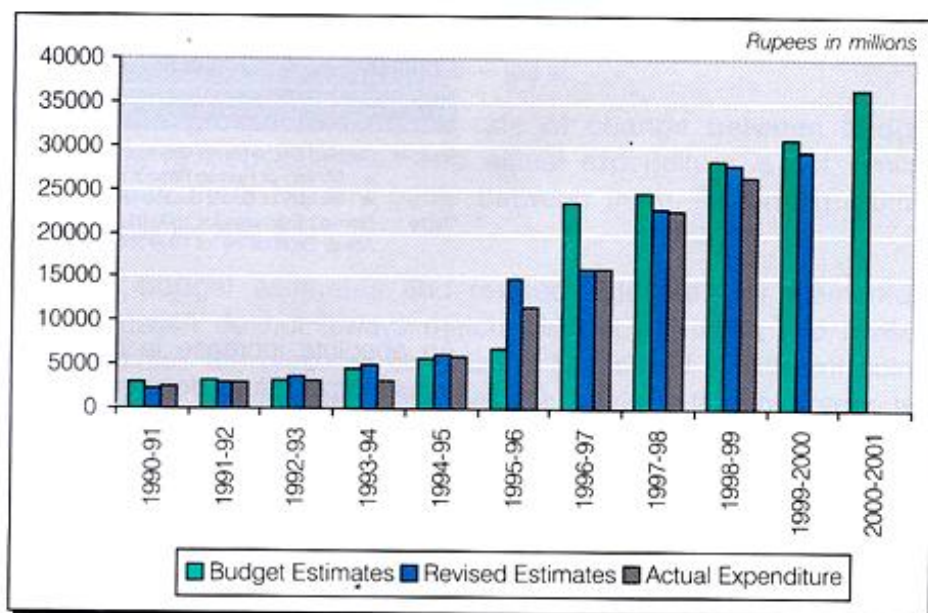
Analysis of the Union budget on elementary education tries to answer "what does the Union Government invest on education for all children" upto the age of 14 years. The analysis is based on budgetary provisions available for the various programmes and schemes listed earlier in this chapter.

The three budget heads i.e. budget estimates, revised estimates and actual expenditure enable us trace the trends in allocations and expenditure on elementary education in the Union Budget. The last ten years' trends are presented in Figure 4.1.

Figure 4.1

Budget Estimates, Revised Estimates and Actual Expenditure on Elementary Education

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

*Note : Revised Estimates for 2000-01 – not available

Actual Expenditure for 1999-2000 and 2000-01 – not available

East Asian countries invest up to 70% of their educational budgets on primary education, while higher education is largely self-financed. While Singapore spends \$834 on primary education per child, India spends \$28. The Indian pattern of spending has been skewed towards subsidies at the university level.

(Richard Young, 1998:24)

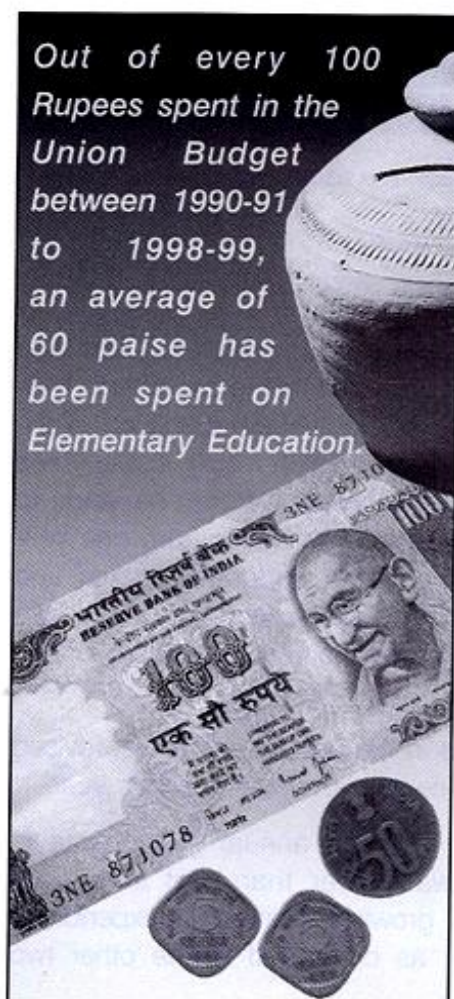


Table 4.1 presents the core figures on which all further calculations and analysis in this chapter is based.

Table 4.1 Budget Estimates, Revised Estimates and Actual Expenditure on Elementary Education Union Budget			
Rupees in millions			
Year	Budget Estimates (BE)	Revised Estimates (RE)	Actual Expenditure (AE)
1990-91	2985.1	2282.0	2425.7
1991-92	3182.6	2981.4	3039.3
1992-93	3142.2	3742.0	3203.8
1993-94	4628.0	4936.2	3160.4
1994-95	5703.8	6127.5	5916.2
1995-96	6941.6	14824.1	11625.1
1996-97	23540.7	16099.3	16109.2
1997-98	24587.1	22853.5	22594.0
1998-99	28253.9	27921.4	26494.5
1999-00	30895.6	29576.9	NA
2000-01	36616.7	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

*Note : Revised Estimates for 2000-01 – not available

Actual Expenditure for 1999-2000 and 2000-01 – not available

*Over the years there is
an increase in the
budget for elementary
education*

*Yet, our children
continue to remain out
of school !!*

An absolute increase in the budget estimates, revised estimates and actual expenditure does not reflect the true picture. To be able to gain a better understanding of the situation of elementary education in the last decade, it becomes necessary to analyse the shift in the three budget heads from one year to another as well as from one stage to another. The rate of change in the three budget heads from one year to another as well as the difference between budget estimates and revised estimates and between estimates and expenditure throw light on the disparities that exist in the planning for and execution of our budgetary commitments.

Table 4.2 presents percentage change in the budget estimates, revised estimates and actual expenditure of one year over the previous year.

Between 1990-91 and 1998-99, the average annual growth rate in revised estimates (40.9 percent) was lower than that in budget estimates (44.5 percent). The average growth rate in actual expenditure was infact the lowest (38.6 percent) as compared to the other two budget heads.

Table 4.2

Rate of Change in Budget Estimates, Revised Estimates and Actual Expenditure on Elementary Education

Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1991-92	6.6	30.1	25.3
1992-93	-1.3	25.5	5.4
1993-94	47.3	31.9	-1.4
1994-95	23.2	24.1	87.2
1995-96	21.7	141.9	96.5
1996-97	239.1	8.6	38.6
1997-98	4.4	42.0	40.3
1998-99	14.9	22.2	17.3
1999-00	9.3	5.9	
2000-01	18.5		
Average	44.5	40.9	38.6

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

*Note : Averages are calculated for the period 1990-91 to 1998-99.

Clearly the growth rate or the rate of change between budget estimates, revised estimates and actual expenditure is not similar. Neither can there be any parity between them. Two main factors responsible for this are:

- The budget estimates and revised estimates for elementary education do not always match. Budget estimates and revised estimates are prepared on different bases and at different points of time. The budget estimates for a given financial year are prepared before that year begins. These estimates get revised in the middle of the financial year, based on the mid-term financial assessments. In the period between the preparation of budget estimates and the revised estimates a new scheme may be introduced or withdrawn or expanded, affecting the revised estimates. The Mid-day meal scheme for instance was introduced in August 1995, much after the budget estimates for this scheme had been prepared and hence the financial provision for the scheme (Rs. 6117.9 million) figured in the revised estimates of 1995-96.
- There is a difference between what is provided and what is actually spent.

These two factors have been elaborated in the following sections dealing with difference between budget estimates and revised estimates and trends in expenditure.

Budget estimates and revised estimates are the best indicators of budget planning since the former reflects the initial intent of the government and the latter indicates the revision of intent in the middle of a financial year. Difference in the budget estimates and revised estimates for each year reflects the trends in budgeting for elementary education in the last ten years.

Table 4.3 shows the difference in budget estimates and revised estimates from the years 1990-91 to the year 1999-2000.

Table 4.3
**Difference in Revised Estimates and Budget Estimates
on Elementary Education**

Union Budget

Rupees in millions

Year	BE	RE	RE-BE	RE-BE (in percent)
1990-91	2985.1	2282.0	-703.1	-23.6
1991-92	3182.6	2981.4	-201.2	-6.3
1992-93	3142.2	3742.0	599.8	19.1
1993-94	4628.0	4936.2	308.2	6.7
1994-95	5703.8	6127.5	423.7	7.4
1995-96	6941.6	14824.1	7882.5	113.6
1996-97	23540.7	16099.3	-7441.4	-31.6
1997-98	24587.1	22853.5	-1733.6	-7.1
1998-99	28253.9	27921.4	-332.5	-1.2
1999-00	30584.6	29177.1	-1318.7	-4.3

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

*Note : The negative sign (-) indicates that Revised Estimates were lower than Budget Estimates for that year.

Whenever a new scheme is introduced or, there is a change in any existing scheme in terms of expansion or cuts or withdrawals, there is a corresponding change in the relevant budget heads, especially the estimates.

The years 1995-96 and 1996-97 emerge as a significant period in the history of elementary education. In the last decade, the difference between budget estimates and revised estimates was highest in 1995-96, with revised estimates being 113.6 percent more than the budget estimates as reflected in Table 4.3. In the very next year the revised estimates show a substantial fall, being 31.6 percent lower than the budget estimates. Looking at Table 4.2 and Table 4.3 together, we find that the highest annual rate of increase in both revised estimates (141.9 percent) as well as actual expenditure (96.5 percent) during the decade, was recorded in 1995-96. Budget estimates for the following year i.e. 1996-97 also show the highest annual rate of increase in the decade, which testifies to the fact that some significant changes took place in the elementary education sector in these years. (For details on the budget for various schemes see Tables 1 to 22 (Annexure IV).

Whenever a new scheme is introduced or, there is a change in any existing scheme in terms of expansion or cuts or withdrawals, there is a corresponding change in the relevant budget heads, especially the estimates. Some such significant changes that have taken place over the last ten years are listed below:

- In 1993-94 Operation Blackboard was expanded to add a third teacher to every primary school and cover upper primary schools as well, including addition in the number of teachers and teaching equipment at the upper primary level.
- In the same year i.e. 1993, preparations for the District Primary Education Programme (DPEP) had begun and,
- In the year that followed i.e. 1994, DPEP was introduced in a big way.
- Then in 1995 the Programme of Nutritional Support for Primary Education (commonly referred to as the mid-day meal scheme) was launched.
- The year 1995-96 was a landmark year. There was a sizeable increase over the previous year in the revised estimates as well as expenditure under schemes like DPEP, Lok Jumbish, Shiksha Karmi, Educational Technology Programme etc. Also, a large allocation of Rs. 6117.9 million was made for the first time for the mid-day meal scheme.
- In the same year (1995-96), programmes like the Uttar Pradesh Education Project and Orissa Education Project were discontinued with the coming in of DPEP. There was a decrease in the budget for some schemes like the Mahila Samakhya Programme, the scheme on Environmental Education through Voluntary Agencies and the scheme for Pre-matric Scholarships for students belonging to the Scheduled Caste and Other Backward Class communities. However, these programmes did not have very large budgets and therefore the decrease was not as significant as the increase.
- In the year 1996, the Media Publicity and Advocacy Programme for Universalisation of Elementary Education was introduced with a budgetary allocation of Rs. 4412.1 million.

In Table 4.3 we found that the revised estimates for the year 1996-97 were 31.6 per cent lower than the budget estimates for that year. There are times when the revised estimates get affected by the spending pattern in the previous year. For example, under DPEP, in 1996-97, the unspent balance of Rs. 292.5 million was adjusted with the next year's budget. Appropriation Accounts (Civil) 1996-97 clearly mention adjustment of unspent balance with the next year's budget in the case of DPEP, Teacher's Training Programme and the Educational Technology Programme. The initial budget estimate of Rs. 2377.5 million under DPEP was thus reduced to a revised estimate of Rs. 1832.5 million in 1996-97. [see Table 1. *Annexure IV*].

A critical examination of the mid-day meal scheme also reveals that in 1996-97, the revised estimates for the scheme reduced to Rs. 8000 million though it was initially budgeted at Rs.14000 million (refer to Table 2. *Annexure IV*). The reason is explained in the Appropriation Accounts (Civil) Report for the year 1996-97. It states that there was lack of proper implementation of the scheme and underutilisation of resources in the previous year due to unavailability of data regarding number of children enrolled, who were to benefit from the scheme.

In other words, besides introduction or withdrawal of new schemes, or expansion or cuts in any existing scheme, the extent to which they get implemented is also responsible for the difference between budget estimates and revised estimates and for lack of parity in the rate of change in the three budget heads. A reflection of implementation of schemes is found in the budget spent on them. It is therefore imperative to look at the trends in expenditure on elementary education in the past decade.

Trends in expenditure have to be examined at two levels.

The first level is where actual expenditure is measured against the first budget estimates (See Table 4.4).

Table 4.4
**Difference in Actual Expenditure and Budget Estimates
on Elementary Education**

Union Budget

Rupees in millions

Year	BE	AE	AE-BE	AE-BE (in percent)
1990-91	2985.8	2425.7	-559.4	-18.7
1991-92	3182.6	3039.3	-143.3	-4.5
1992-93	3142.2	3203.8	61.6	2.0
1993-94	4628.0	3160.4	-1467.6	-31.7
1994-95	5703.8	5916.2	212.4	3.7
1995-96	6941.6	11625.1	4683.5	67.5
1996-97	23540.7	16109.2	-7431.5	-31.6
1997-98	24587.1	22594.0	-1993.07	-8.1
1998-99	28253.9	26494.5	-1759.36	-6.2

Sources: Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

*Note: The negative sign (-) indicates that Actual Expenditure was lower than Budget Estimates.

On an average, only 0.6 percent of the Union Budget is spent on elementary education between the years 1990-91 to 1998-99.

Expenditure on elementary education amounts to 13 percent of the total social sector spending.

The second level is where actual expenditure is measured against the revised estimates. Table 4.5 that follows shows how much is spent out of the revised estimates on education of children in the 6-14 years age group.

To gain an understanding on utilisation of the budget, it is inevitable to examine the difference between revised estimates and actual expenditure in greater detail.

Table 4.5

Difference in Actual Expenditure and Revised Estimates on Elementary Education

Union Budget

Rupees in millions

Year	RE	AE	AE-RE	AE-RE (in percent)
1990-91	2282.0	2425.7	143.7	6.3
1991-92	2981.4	3039.3	57.9	1.9
1992-93	3742.0	3203.8	-538.2	-14.4
1993-94	4936.2	3160.4	-1775.8	-40.0
1994-95	6127.5	5916.2	-211.3	-3.4
1995-96	14824.1	11625.1	-3199.0	-21.6
1996-97	16099.3	16109.2	9.9	0.06
1997-98	22853.5	22594.0	-259.4	-1.1
1998-99	27921.4	26494.5	-1426.9	-5.1

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

*Note: The negative sign (-) indicates that Actual Expenditure was lower than Revised Estimates.

As can be seen from both the tables (Table 4.4 and 4.5), what was intended is not the same as what has been spent. In other words, there is a shift in the commitment, whether we look at the difference between the first budget estimates and the actual expenditure or between the revised estimates and the actual expenditure.

In the education sector there are certain schemes that were launched with much zeal and commitment, and budget estimates were also provided for them, but there has been no expenditure under these schemes. Now these schemes have come to be a part of the Sarva Shiksha Abhiyan, launched by the Government in 2001.

- The Free Education for Girls Programme was launched in 1998-99, with a substantial budget allocation of 1000 million rupees. But since its inception there was no expenditure under this scheme. (Table 15. Annexure IV)
- In 1996-97 three major schemes were started. They were the Media Advocacy Programme for Universalisation of Elementary Education, Special Assistance to States for Implementing the Proposal to Make Education a Fundamental Right, and the National Elementary Education Mission. Although they have been in existence since 1996-97, the allocations have been erratic and there has been no expenditure at all. (Tables 8, 13 and 14. Annexure IV)

Some important schemes were launched in the education sector with much zeal and commitment but they never really took off. While every year budgetary provisions were made nothing or very little was spent under these schemes.

- The World Bank assisted U.P Project, the Orissa Education Project and the Bihar Education Project were started in 1991. In all these years since their inception, while allocations were made for the U.P and Orissa Projects, there was no spending. Since 1994-95, there was no expenditure under any of the three schemes, till the time they were discontinued.

Apart from schemes for which there has been no spending since the time of their inception, there are others which show overspending or underspending in the last ten years.

In addition to factors like introduction or withdrawal or expansion of a scheme and, increase or decrease in external aid, there may be certain other factors also that contribute to overspending or underspending in a given year. For instance, when a scheme has not been able to meet its target for implementation, there is bound to be underspending. Similarly, in a given year there may be higher expenditure under a particular scheme if there is an unforeseen rise in the administrative costs, the cost of materials or transportation involved in implementation of the scheme etc. These factors also go to explain the lack of parity between the rate of change in actual expenditure and budget estimates and revised estimates.

Maximum underutilisation of the revised budget is visible in the year 1993-94, when 40 percent of the revised estimates remained unspent. In the year 1995-96 again there is significant underspending with 21.6 percent of the revised estimates remaining unutilised.

Of the 22 schemes included in the present analysis, expenditure data for 17 schemes was available. Amongst these 17 schemes, in 1993-94, there was a significant underutilisation of the revised budget in 12 schemes (See Tables 1 to 22. *Annexure IV*).

Operation Blackboard is the only scheme that shows a little excess expenditure in 1993-94, because the third-teacher norm in every primary school was introduced and was being implemented (Table 3. *Annexure IV*). Four other schemes that are exceptions to the phenomena of underutilisation are the Shiksha Karmi Project, Bal Bhawan, Scheme on Concession for Children of Armed Forces Personnel Killed/Disabled during hostilities, and Scheme on Educational Facilities for Tibetan Refugee Children (Tables 6, 12, 17 and 18. *Annexure IV*).

However, under some of the important schemes like DPEP, 91.25 percent of the revised estimates was left unspent in 1993-94. In the same year, under Mahila Samakhyas Programme 80.6 percent of the revised estimates was unspent, under Teacher's Training Programme 95.6 percent and under the Scheme of Special Schools for the Disabled 93.3 percent of the revised estimates remained unutilised (for details see Tables 1, 7, 9 and 22. *Annexure IV*).

In the year 1995-96 also, a number of schemes show underutilisation of the revised budget. For instance, in the mid-day meal scheme,

Apart from schemes for which there has been no spending since the time of their inception, there are others which show overspending or underspending in the last ten years.

On the one hand, the budget for elementary education is left unspent and on the other, our children continue to remain out of school, vulnerable to the market forces that pull them into the labour force.

maximum underutilisation of resources to the extent of almost 30 percent of the revised estimates, took place in 1995-96. It is possible that since the scheme was introduced in 1995-96 itself, there may have been several problems in implementing the programme as per the target for that year. One of the problems with regard to this scheme is that in a situation where enrolment data are not always available (which is not unusual), there cannot be adequate allocation of foodgrains and hence the expenditure is likely to be less than estimates.

Underutilisation in not peculiar to the centre. Even the states are unable to use what they have...

Although, literacy programme in Maharashtra is comparatively better than other states, several drawbacks can be found in the quality of education, rural-urban inequality and comparative literacy among men-women.As per 1991 Census, 66,03,007 children are working as labourers and not getting education. According to the definitions of UNICEF and UNESCO, these children are child-labourers, but the government has not come out with any plan to educate them. On the other hand, the administration has returned the funds provided for education, without utilising it. For instance, in 1994-95, Rs. 4,27,02,000 was not utilised by the administration although the allocation had been made. Similarly, in 1995-96 Rs.12,41,30,000 were returned without spending on education.

(Vidhayak Sansad. Undated. 1,3)

How much do we really need to ensure Elementary Education for all ?

In 1997, the Saikia Committee pointed out that the annual expenditure on education for every child is Rs. 948/- per child per annum. Given this estimate, we require an additional amount of Rs. 78,684 million i.e. Rs. 7868.4 crores to ensure education for all 83 million children in the 6-14 years age group that continue to remain out of school.

The Saikia Committee estimated the need for Rs.40,000 crores over a period of five years for all out of school children. In other words, the annual expenditure requirement comes to Rs. 8000 Crores per annum. The Tapas Majumdar Committee (1999) added an additional requirement of Rs. 136,000 Crores in the next ten years to ensure desired quality. This implies a total additional requirement of Rs. 13,600 crores per year on elementary education.

Presently, Rs. 36,000 crores are being spent on education totally, which constitutes 3.6 percent of the GDP (this includes Union as well as state budgets on education). It is said that 50 percent of the total expenditure on education is on elementary education, and that the elementary

education spending amounts to about 1.5 percent of the GDP. The Tapas Majumdar Committee places an additional requirement of only about 1.3 percent of GDP to meet the goal of education for all children up to the age of 14 years.

While many States have failed to utilise available resources optimally, there also exist some that have set up a good example. If they can show a greater commitment why can't others follow ?!

Karnataka spends 52 percent of its budget for education on elementary education amounting to Rs. 1777 crores, whereas the all-India average is only 49 percent.

(Sanjay Kaul. 1998. 49)

External Aid in Elementary Education

Investing in Education is an investment into a better future. However, as a nation, we are unable to meet the costs of providing basic elementary education. A large part of our elementary education budget comes through external sources.

There are a number of schemes on elementary education that are supported through external aid in the form of both grants and loans. A list of externally aided schemes that have existed in the last ten years is as follows:

District Primary Education Programme (DPEP)

Share of funding between the Centre and State is in the ratio of 85:15. The entire Central Government's share is externally aided. In other words the Union Budget for DPEP is completely externally aided and it is in the form of a loan.

Shiksha Karmi Project

The first phase of the project (1987-1994) was carried out with 90 percent financial assistance from the Swedish International Development Cooperation Agency (SIDA), remaining 10 percent came from the Government of Rajasthan. In the second phase (July 1994 - June 1998), the funding was shared between SIDA and Government of Rajasthan on 50:50 basis. Phase three (July 1999 - March 2003) is to be shared between the Department for International Development of United Kingdom (DFID) and the Government of Rajasthan on 50:50 basis.

Mahila Samakhya

As the scheme is 100 percent externally aided, the entire Union Budget for the scheme is based on external aid sought and available.

Lokjumbish

This scheme is funded by Swedish International Development Co-operation Agency (SIDA), Government of India and the Rajasthan Government in the proportion of 3:2:1). The entire Lok Jumbish budget as given in the Detailed Demands for Grants for the Department of

Education, is shown as a support grant. Either the Union Government has not put in its share or there is an error in the document, which does not lay down the Union Government's own contribution.

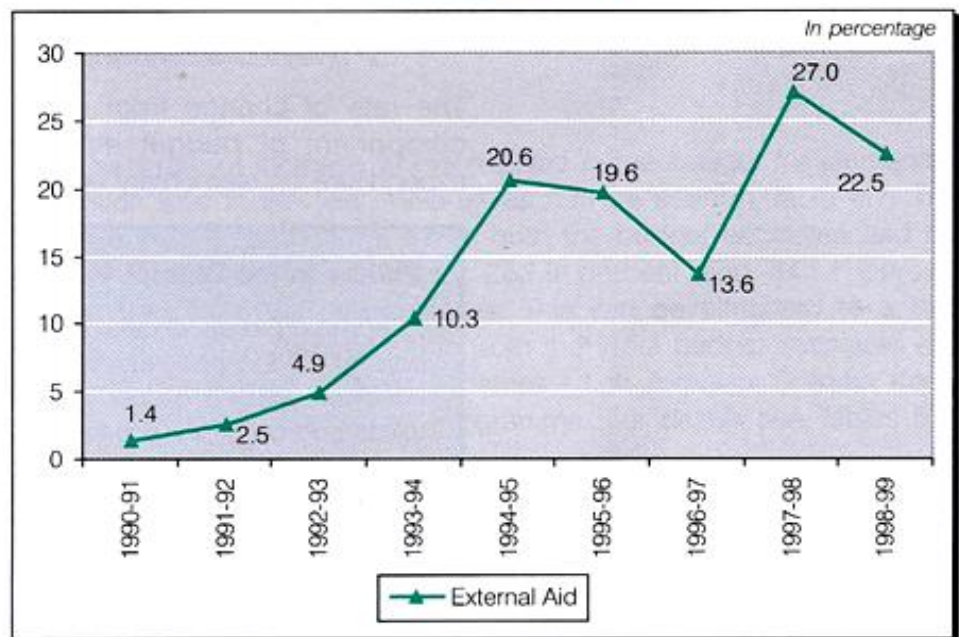
Projects discontinued

- Bihar Education Project (Started in 1991 and discontinued in 1997)
- World Bank Assisted U.P. Project (Started in 1991 and discontinued in 1995)
- Orissa Education Project (Started in 1991 and discontinued in 1995)

Of these schemes, DPEP is the largest externally aided scheme, which is being promoted by the government extensively.

A glimpse of external aid component in the Union Budget spent on education for children in the 6-14 years age group is presented in Figure 4.2 and Table 4.6.

Figure 4.2
Share of External Aid in Expenditure on Elementary Education
Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

Clearly, over the years the extent of dependence on external aid has increased, from 1.4 percent in 1990-91 to 27 percent in the year 1997-98. It is the highest between the years 1990-91 and 1998-99. Almost a quarter of the Union Budget spent on elementary education in the years 1997-98 and 1998-99 was externally funded. In the year 1997-98, percentage of external aid in the Union Budget expenditure for elementary education was 27 percent and in 1998-99 it was 22.5 percent.

On an average, from 1990-91 to 1998-99, 13.6% of the expenditure on elementary education has been externally aided.

Figure 4.6

External Aid in Expenditure on Elementary Education

Union Budget

Rupees in millions

Year	External Aid in Expenditure on Elementary Education	External Aid in Actual Expenditure on Elementary Education	External Aid in Expenditure on Elementary Education (in percent)
1990-91	33.8	2425.6	1.4
1991-92	74.6	2949.3	2.5
1992-93	156.7	3203.7	4.9
1993-94	324.7	3159.8	10.3
1994-95	1220.1	5910.2	20.6
1995-96	2279.5	11639.5	19.6
1996-97	2184.0	16109.2	13.6
1997-98	6087.4	22574.0	27.0
1998-99	5959.3	26435.5	22.5
Average	2035.6	10489.6	13.6

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

The rate of change from one year to another in the external aid component of budget estimates, revised estimates and actual expenditure on elementary education also tell a story (See Table 4.7).

Pitfalls in the District Primary Education Programme (DPEP)

... appalling state of affairs prevail in most primary schools run as part of DPEP programme. These schools are in a dilapidated condition with no proper buildings, poor infrastructural facilities, no toilets and no drinking water...

... There is no denying that primary education, which is the very foundation of the education system, is not getting its due and the Centre will have to help the respective state governments with adequate funds and infrastructural facilities. The DPEP aims at establishing this vital link between the Centre and the States in primary education, but one reason why the DPEP is not able to deliver the goods is centralisation which has been the bane of primary education in the country. The research, methodology, orientation and curriculum reform concerning primary education are all centralised with no attempt to understand and appreciate the concerns and aspirations of those living in rural areas...

... As in Madhya Pradesh, community participation through the active involvement of Gram Sabhas, may help solve the financial and infrastructural problems of primary schools.

(Deccan Herald, 14 September 2000)

Table 4.7

**Rate of change in External Aid in Budget Estimates,
Revised Estimates and Actual Expenditure on Elementary Education**
Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1991-92	15.6	36.4	120.7
1992-93	71.4	121.3	110.0
1993-94	263.9	345.1	107.2
1994-95	0.0	52.8	275.8
1995-96	10.3	133.4	86.8
1996-97	225.0	-26.3	-4.2
1997-98	136.1	178.3	178.7
1998-99	2.7	0.02	-2.1
1999-00	13.8	8.7	
2000-01	28.9		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education
- Ministry of Social Justice and Empowerment

Maximum rate of increase in external aid in the budget for elementary education was in the year 1993-94 as can be seen in Table 4.7. This was the year when external aid in both the budget estimates and the revised estimates increased by 263.9 percent and 345.1 percent respectively, from the previous year. This can be attributed to a high rate of increase in external aid in both the initial budget estimates and the revised estimates of three schemes - Lok Jumbish, Shiksha Karmi Project and Mahila Samakhyia Programme. (for details see Tables 5, 6 and 7. *Annexure IV*).

While external aid for elementary education was maximum in the year 1993-94, underutilisation of the budget was also maximum in this year, with 40 percent of the revised estimates remaining unspent. Such trends actually imply that underutilisation of available external aid may also result in increase in the interest burden where it is a loan.

The other important years are 1994-95 and 1997-98. DPEP, which is one of the large budgeted schemes under elementary education and is 85 percent externally aided, was launched in 1993-94. Thus, not only was there was a huge budget for it in the following year i.e. in 1994-95, there was an over 2000 percent increase in the external aid component in expenditure incurred under DPEP in that year. As a result, Table 4.7 shows the highest rate of increase (275.8 %) in the external aid in expenditure incurred by the centre on elementary education in 1994-95.

In the year 1997-98, there were large increases in the budget as well as expenditure on DPEP, affecting the overall elementary education budget and its external aid component. In fact, the other three externally aided schemes also saw an increase in budget and expenditure in the year 1997-98.

Schemes like DPEP play a crucial role in the field of elementary education and there is high dependence on external aid for such schemes, that too in the form of loan. Heavy reliance on external assistance for such core programmes is indeed a cause for concern.

Key Findings

- While the elementary education budget has increased over the last ten years, 45 percent of the country's children in the 6-14 years age group continue to remain out of school.
- On an average, only 0.6 percent of the Union Budget was actually spent on elementary education between the years 1990-91 to 1998-99.
- Average expenditure on elementary education amounts to about 13 percent of the total social sector spending in the years 1990-91 to 1998-99.
- Not only are the resources inadequate to ensure education for all children, whatever is allocated is also not optimally utilised.
- Huge amounts are spent on programmes like Non-Formal Education, Lok Jumbish and Shiksha Karmi Project, while this can be routed to ensure formal education for our children.

THE PIONEER
March 6, 1999

Education takes a back seat

Funds used to buy 100 cars

Vikas Bhargava
Lucknow

INSTEAD OF investing in blackboards, books, and paying salaries to instructors of the non-formal education scheme, State Government mandarins have purchased 100 cars, ostensibly for the plan's effective implementation.

The cars are now being used by officials who have nothing to do with either the implementation or monitoring the scheme. In the process, a whopping sum of over Rs 3 crore has been spent.

A government order (GO No 1383/15/68-P-90-400/233/97) dated March 31 last year, authorised the Director, Basic Education to use idle funds in the PLA account. The unused funds had been received under the NFE scheme. Apart from buying cars, Rs 6.97 crore has been spent on paying pending electricity and telephone bills.

The NFE scheme aims to impart primary-level education to those children who do not

level education to those children who do not fall under mainstream education. It was launched by the Central Government to universalise elementary education in the country.

The GO said that, as per the directives of the Governor, the pending electricity, telephone and bills of 103 cars would be cleared for the Education department at the district, division and directorate level.

However, NFE Director Krishna Awtaar Pandey says the funds have not been misutilised. According to him, the officers could not monitor the NFE centres due to non-availability of conveyance. Justifying the purchase of vehicles, the Director said the officers who got their vehicles replaced were in some manner or the other associated with the monitoring of the scheme.

Moreover the Central Government had already made provision for the purchase of mopeds, motorcycles for the district non-formal Shiksha Adhikaris.

Interestingly, most of the posts of District Non-Formal Shiksha Adhikari have been lying vacant for the past several years. These officers are supposed to be nodal officers for monitoring the NFE scheme. Similarly, other senior posts under the scheme are also lying vacant.

Of the over 100 cars, more than 36 were given to officials of the Madhyamik Shiksha department, while 28 went to District Inspectors of Schools (DIOS), who have no role to play in monitoring the NFE scheme.

Similarly, cars were also purchased for Additional Director, Correspondence Education, Deputy Director, Camp Office and others who have no role to play in monitoring the NFE scheme.

- On an average, 13.6 percent of the expenditure on elementary education between the years 1990-91 and 1998-99 is externally aided.
- There is heavy reliance on external aid for some of the very important elementary education schemes like the District Primary Education Programme, which is run through 85 percent external aid in the form of loan.
- There is underutilisation of available funds under the externally aided schemes. Where the external aid is in the form of loan, underutilisation of resources implies an increase in interest payment and hence increase in debt burden.
- Even though external aid for social sector programmes comes in the form of soft loans, it does not justify reliance on external aid for education of our children, who are the future of tomorrow, and an important human resource.

Of the total education expenditure of Rs. 35,000 to 36,000 crores by Centre and the States together, 50 percent goes to elementary education. A sizeable proportion of the education expenditure is on non-plan activities, which cover routine and maintenance expenditures. Plan expenditure, which generally meets additional developmental needs, such as for buildings, is only 10 percent, though the development needs are substantial. Almost every plan activity becomes a non-plan activity by the end of the Plan period. There is a definite need to expand plan expenditure since plan expenditure sets a new direction.

*(National Consultation on Right to Education:
A Strategy to Eliminate Child Labour. 1998. 9)*

The analysis of budget and expenditure for Elementary Education in the last ten years not only calls for better planning and implementation of policies, plans and programmes, but also calls for expediting the process of making elementary education a fundamental right, an obligation of the State to provide for and spend judiciously on elementary education.

Annexure IV

Union Budget for Individual Schemes/Programmes on Elementary Education

Schemes of the Department of Education, Ministry of Human Resource Development

Data for all the schemes enumerated under the elementary education component in the demands for grants have been considered for the study. In addition some of the schemes that were enumerated under the secondary education component in the demands for grants have also been taken into account as these schemes in any case address the educational needs of school going children up to 14 years. Such schemes are the scheme on Educational Concession for Children of Armed Forces Personnel killed/disabled during hostilities and the scheme for Education of Tibetan Refugee Children.

District Primary Education Programme (DPEP)

Table 1

Budget Estimates, Revised Estimates, Actual Expenditure on District Primary Education Programme (DPEP)

Union Budget

Rupees in millions

Year	BE	RE	AE
1993-94	400.0	400.0	35.0
1994-95	400.0	939.9	940.0
1995-96	250.0	2301.9	2009.4
1996-97	2377.5	1832.5	1826.6
1997-98	6500.0	5585.8	5585.8
1998-99	6640.0	5483.0	5483.1
1999-00	7480.0	5980.0	NA
2000-01	9670.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

Preparations for the launch of *DPEP* started in 1993 as we can see from the budget figures for that year. Understandably, much of the budget allocated was left unspent in that year. With expansion of the scheme, its budget has also increased over the years. The year in which it was launched and then in 1997 and 1998, the *DPEP* budget was utilised to its full extent, in fact the expenditure was slightly more than the revised estimates. In 1996-97, the unspent balance of Rs. 292.5 million was adjusted with the next year's budget. Thus the projected requirement of Rs. 2377.5 million was reduced to a revised estimate of Rs. 1832.5 million. (This is based on the notes contained in Appropriation Accounts (Civil). p. 202. 1996-97).

National Programme of Nutritional Support to Primary Education

Table 2

Budget Estimates, Revised Estimates, Actual Expenditure on National Programme of Nutritional Support to Primary Education

Union Budget

Rupees in millions

Year	BE	RE	AE
1995-96		6117.9	4412.1
1996-97	14000.0	8000.0	7999.8
1997-98	9600.0	10703.8	10699.7
1998-99	10921.5	14001.5	15999.4
1999-00	10311.0	14999.8	NA
2000-01	10900.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education

Table 2A

Year-wise details of the number of children covered, quantity of foodgrain allocated and lifted, and expenditure involved in the mid-day meal scheme

Union Budget

Rupees in millions

Year	No. of children covered (in crores)	Expenditure (Rs. in crore)	Quantity of foodgrains (in metric tonnes)		AE-RE (in crore)
			Allocated	Lifted	
1995-96	3.34	441.21	713347	536016	170.58
1996-97	5.57	800.00	1585651	1112489	0.02
1997-98	9.10	1070.38	2567634	1808827	0.41
1998-99	9.75	1600.15	2707307	1147047	-199.8
1999-00	9.90	1071.14 up to Feb. 2000	2710899	1134718 up to Jan. 2000	

*Source : Appropriation Accounts (Civil) Report for the year 1996-97

The above table highlights the erratic performance of the mid-day meal scheme. In the year 1995, the scheme was launched after the budget estimates for that year had already been prepared. But later the revised estimates did contain a budget for the scheme. The resources allocated that year were not utilised optimally. Almost 30 percent of the revised estimates was left unspent in 1995-96. It is possible that since the scheme was introduced that very year, there may have been several problems in implementing it as per the target for that year. One of the problems with regard to this scheme is that in a situation where

enrolment data are not always available, which is not unusual, there cannot be adequate allocation of foodgrains. This will certainly affect the expenditure on the scheme as well as its next year's budget. For example, in the year 1996-97, the budget estimates for this scheme were Rs. 14,000 million. As against this, after revision, the estimates were only Rs. 8000 million. This revision can be attributed to the problem mentioned above, as has also been pointed out in the Appropriation Accounts (Civil) Report for the year 1996-97 (pg. 202).

In such schemes, hike in diesel/petrol prices affecting the transportation cost can also have an impact on the schematic budget as well as expenditure.

Operation Blackboard

Table 3

Budget Estimates, Revised Estimates, Actual Expenditure on Operation Blackboard

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	1398.0	1391.0	1495.3
1991-92	998.0	1698.0	1755.3
1992-93	989.4	1746.7	1533.7
1993-94	1787.0	1787.0	1840.2
1994-95	2147.0	2147.0	2147.0
1995-96	2787.0	2679.4	2679.4
1996-97	2787.0	2787.0	2911.7
1997-98	1822.0	2977.0	2741.2
1998-99	3007.0	3037.0	2277.3
1999-00	3967.0	2967.0	NA
2000-01	3980.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

In the recent years i.e. in 1997-98 and especially in 1998-99, a significant portion of the budget for Operation Blackboard was left unspent. The overspending in the budget under this schematic account can be seen in the years 1991, 1993 and then in 1996. We must remember that in 1990-91 the Fourth Pay Commission brought an increase in the teachers salaries; in 1993-94 Operation Blackboard underwent an expansion to add the requirement of a third teacher in every primary school, and, in 1996-97 there was again a raise in salaries on the basis of the Fifth Pay Commission Report.

Non-formal Education

Under this scheme central assistance is given to the States/UTs/Voluntary Organisations as follows:

- Co-educational centers and administrative support (60% central assistance)
- Exclusively girl centers (90% central assistance)
- Centres run by voluntary agencies (100% central assistance)

Table 4

Budget Estimates, Revised Estimates, Actual Expenditure on Non-formal Education

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	547.0	172.0	468.0
1991-92	1051.5	484.2	506.4
1992-93	901.0	801.0	361.5
1993-94	789.0	1101.6	695.3
1994-95	1312.7	1312.7	1311.7
1995-96	1584.5	1534.5	1530.6
1996-97	1582.0	1582.0	1577.3
1997-98	3237.0	1829.0	1824.7
1998-99	3087.1	1595.0	1599.9
1999-00	3495.0	1595.0	NA
2000-01	2900.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education

Lok Jumbish

Table 5

Budget Estimates, Revised Estimates, Actual Expenditure on Lok Jumbish

Union Budget

Rupees in millions

Year	BE	RE	AE
1991-92	10.0	1.0	1.6
1992-93	20.0	40.0	40.0
1993-94	93.3	93.3	62.6
1994-95	93.3	93.3	93.3
1995-96	221.4	221.4	150.0
1996-97	222.0	222.0	222.0
1997-98	326.6	326.6	326.6
1998-99	375.0	400.0	375.0
1999-00	502.5	400.0	NA
2000-01	561.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

Shiksha Karmi Project

Table 6

Budget Estimates, Revised Estimates, Actual Expenditure on Shiksha Karmi Project

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	25.0	25.0	13.3
1991-92	23.0	23.0	23.0
1992-93	47.0	47.0	24.1
1993-94	50.0	50.0	50.0
1994-95	50.0	50.0	50.0
1995-96	80.0	80.0	80.0
1996-97	90.0	90.0	90.0
1997-98	161.7	138.5	138.5
1998-99	161.7	161.7	52.0
1999-00	192.8	192.8	NA
2000-01	261.2	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

**MAHILA SAMAKHYA PROGRAMME
(EDUCATION FOR WOMEN'S EQUALITY)**

Table 7

**Budget Estimates, Revised Estimates, Actual Expenditure
on Mahila Samakhya Programme**

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	50.0	40.0	20.5
1991-92	40.0	40.0	30.0
1992-93	40.0	40.0	12.6
1993-94	88.0	88.0	17.1
1994-95	88.0	88.0	36.8
1995-96	68.0	68.0	40.1
1996-97	49.0	46.0	45.4
1997-98	59.0	46.5	36.5
1998-99	74.0	54.0	49.3
1999-00	74.0	59.0	NA
2000-01	99.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

**National Programme of Media Publicity and Advocacy for
Universalisation of Elementary Education (UEE)**

Table 8

**Budget Estimates, Revised Estimates, Actual Expenditure
on Media Publicity and Advocacy for UEE**

Union Budget

Rupees in millions

Year	BE	RE	AE
1996-97		4412.1	
1997-98	100.0		
1998-99	100.0		
1999-00	100.0	10.0	

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

Revised estimates for this scheme were left completely unutilised since 1996. This may be perhaps because the scheme is to be implemented as part of the new Sarva Shiksha Abhiyan.

Teachers' Training

Table 9

Budget Estimates, Revised Estimates, Actual Expenditure on Teachers' Training Programme

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	608.0	486.0	178.1
1991-92	649.4	400.1	420.5
1992-93	650.0	646.0	834.5
1993-94	700.8	691.8	30.5
1994-95	919.8	902.3	780.0
1995-96	1199.8	1099.8	339.8
1996-97	1199.8	1029.8	904.3
1997-98	1649.8	951.8	904.1
1998-99	1647.5	1617.5	231.7
1999-00	2255.0	2015.0	NA
2000-01	2260.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

Integrated Education for the Disabled

Table 10

Budget Estimates, Revised Estimates, Actual Expenditure on Integrated Education for the Disabled

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	30.0	30.0	31.3
1991-92	40.0	40.6	37.1
1992-93	35.0	35.0	38.0
1993-94	45.0	45.0	44.3
1994-95	47.0	47.0	51.6
1995-96	47.0	47.0	67.0
1996-97	47.0	60.0	4.2
1997-98	130.0	47.0	99.4
1998-99	130.0	130.0	87.8
1999-00	130.0	127.0	NA
2000-01	147.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

Environmental Education in Schools through Grants to Voluntary Agencies

Table 11

Budget Estimates, Revised Estimates, Actual Expenditure on Environmental Education in Schools

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	20.0	20.0	19.3
1991-92	30.1	20.0	16.5
1992-93	29.0	19.0	17.9
1993-94	18.0	18.5	11.2
1994-95	20.3	18.8	11.6
1995-96	19.5	14.0	11.7
1996-97	19.5	14.4	10.6
1997-98	20.0	15.0	11.8
1998-99	20.0	20.0	18.3
1999-00	30.0	25.0	NA
2000-01	30.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

National Bal Bhawan

Table 12

Budget Estimates, Revised Estimates, Actual Expenditure on National Bal Bhawan

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	13.0	6.3	12.9
1991-92	13.6	13.6	8.7
1992-93	16.6	10.7	14.1
1993-94	16.6	18.6	18.6
1994-95	21.1	21.1	22.5
1995-96	23.6	24.9	25.9
1996-97	27.3	27.3	30.8
1997-98	70.8	39.4	38.7
1998-99	75.0	47.5	43.4
1999-00	78.2	79.6	NA
2000-01	80.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

Special Assistance to States for Implementing the Proposal to make Elementary Education a Fundamental Right

Table 13

Budget Estimates, Revised Estimates, Actual Expenditure on Special Assistance to States for implementing the proposal to make Elementary Education a Fundamental Right

Union Budget

Rupees in millions

Year	BE	RE	AE
1996-97	350.0		
1997-98	350.0	0.1	
1998-99	350.0	10.0	
1999-00	50.0	10.0	

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

National Elementary Education Mission

Table 14

Budget Estimates, Revised Estimates, Actual Expenditure on National Elementary Education Mission (NEEM)

Union Budget

Rupees in millions

Year	BE	RE	AE
1996-97	100.0		
1997-98	25.0		
1998-99	25.0	50.0	
1999-00	50.0		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

Free Education for Girls

The scheme was started in the year 1998 with a budget estimates of Rs. 1000 million. This estimate increased to Rs. 1600 million in 1999. In the revised budget for 1999 it was reduced to Rs. 500 million. No expenditure was incurred on the scheme since its inception.

Table 15

Budget Estimates, Revised Estimates, Actual Expenditure on Free Education for Girls

Union Budget

Rupees in millions

Year	BE	RE	AE
1998-99	1000.0	1000.0	
1999-00	1600.0	500.0	NA
2000-01	1600.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education

Educational Technology Programme

Table 16

Budget Estimates, Revised Estimates, Actual Expenditure on Educational Technology Programme

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	189.2	47.0	147.0
1991-92	184.2	140.0	43.9
1992-93	140.0	50.0	139.7
1993-94	234.3	234.3	82.6
1994-95	231.8	80.0	234.8
1995-96	228.8	178.8	125.7
1996-97	228.8	178.8	187.6
1997-98	150.0	57.5	60.8
1998-99	150.0	70.0	65.8
1999-00	180.0	140.0	NA
2000-01	130.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education

Scheme for Education of Children of Armed Forces Personnel Killed or Disabled during Hostilities

Table 17

Budget Estimates, Revised Estimates, Actual Expenditure on Educational scheme for children of armed forces persons killed or disabled during hostilities

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	0.1	0.1	0.06
1991-92	0.1	0.1	0.05
1992-93	0.1	0.1	0.16
1993-94	0.1	0.1	0.06
1994-95	0.1	0.1	0.1
1995-96	0.1	0.1	0.07
1996-97	0.1	0.1	0.05
1997-98	0.1	0.1	0.05
1998-99	0.1	0.1	0.07
1999-00	0.1	0.1	NA
2000-01	0.1	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education

Educational Facilities to Tibetan Refugee Children

Table 18

Budget Estimates, Revised Estimates, Actual Expenditure on Educational Facilities to Tibetan Refugee Children

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	34.7	37.5	37.5
1991-92	42.1	42.1	46.1
1992-93	42.1	46.3	46.3
1993-94	51.4	56.5	56.5
1994-95	56.5	67.8	64.9
1995-96	51.9	70.9	70.9
1996-97	78.2	96.5	96.5
1997-98	80.0	92.8	92.8
1998-99	90.0	114.0	114.0
1999-00	145.0	345.0	NA
2000-01	171.4	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Human Resource Development, Department of Education

Sarva Shiksha Abhiyan

Table 19

Budget Estimates, Revised Estimates, Actual Expenditure on Sarva Shiksha Abhiyan

Union Budget

Rupees in millions

Year	BE	RE	AE
1999-00	100.0	20.0	NA
2000-01	3500.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

Projects Discontinued

Schemes that existed at the beginning of the decade but were discontinued mid-way include:

- Bihar Education Project (Started in 1991 Discontinued in 1997)
- World Bank Assisted U.P. Project (Started in 1991 and Discontinued in 1995)
- Orissa Education Project (Started in 1991 and Discontinued in 1995)

Table 20

Budget Estimates, Revised Estimates, Actual Expenditure on Projects Discontinued

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	40.0	22.0	20.0
1991-92	60.6	20.6	80.0
1992-93	122.0	60.2	160.0
1993-94	202.0	202.0	100.0
1994-95	202.0	102.0	
1995-96	300.0	300.0	
1996-97	250.0		
1997-98	10.0		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Human Resource Development, Department of Education

While every year financial allocations were made for the World Bank assisted U.P. Project and the Orissa Education Project, the Detailed Demands for Grants do not show any expenditure under these schemes.

Schemes of the Ministry of Social Justice and Empowerment

Pre-Matric Scholarship for Children Belonging to Scheduled Tribe and Other Backward Class Communities

Table 21

Budget Estimates, Revised Estimates, Actual Expenditure on Pre-Matric Scholarship for ST/OBC children

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	30.0	30.0	2.3
1991-92	40.0	30.0	40.0
1992-93	110.0	110.0	61.2
1993-94	140.0	135.0	54.8
1994-95	100.0	100.0	62.5
1995-96	75.0	75.0	75.0
1996-97	75.0	75.0	140.4
1997-98	20.1	20.0	20.0
1998-99	60.0	60.0	59.0
1999-00	155.0	125.6	NA
2000-01	144.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Social Justice and Empowerment

Establishment and Development of Special Schools for Disabled Children

In 1999 the scheme merged into a new programme to promote voluntary action for persons with disability.

Table 22

Budget Estimates, Revised Estimates, Actual Expenditure on Special Schools Scheme for Disabled Children

Union Budget

Rupees in millions

Year	BE	RE	AE
1993-94	12.5	15.0	1.0
1994-95	15.0	5.0	3.2
1995-96	5.0	5.0	7.5
1996-97	7.5	7.5	7.8
1997-98	25.0	12.5	13.3
1998-99	100.0	50.0	45.0

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

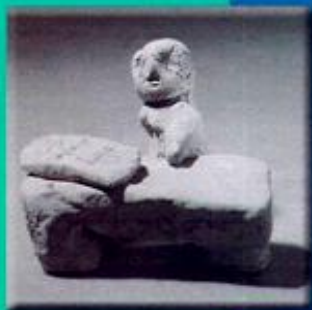
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List of Abbreviations

AE	Actual Expenditure
BE	Budget Estimates
CIET	Central Institute of Educational Technology
CTSA	Central Tibetan School Association
DPEP	District Primary Education Programme
DFID	Department for International Development of United Kingdom
CTE	Colleges of Teachers Education
DIET	District Institute of Education and Training
FCI	Food Corporation of India
GNP	Gross National Product
IASE	Institute of Advanced Studies in Education
MLL	Minimum Levels of Learning
MHRD	Ministry of Human Resource Development
NA	Not Available
NCERT	National Council for Educational Research and Training
NCTE	National Council for Teachers Education
NEEM	National Elementary Education Mission
NFE	Non Formal Education
NGO	Non-Governmental Organisation
RE	Revised Estimates
SC	Scheduled Caste
ST	Scheduled Tribe
SAARC	South Asia Association for Regional Co-operation
SOPT	Special Orientation Programme for Primary Teachers
SCERT	State Councils of Educational Research and Training
SIET	State Institute of Educational Technology
SIDA	Swedish International Development Cooperation Agency
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UEE	Universal Elementary Education
UPE	Universal Primary Education
UP	Uttar Pradesh

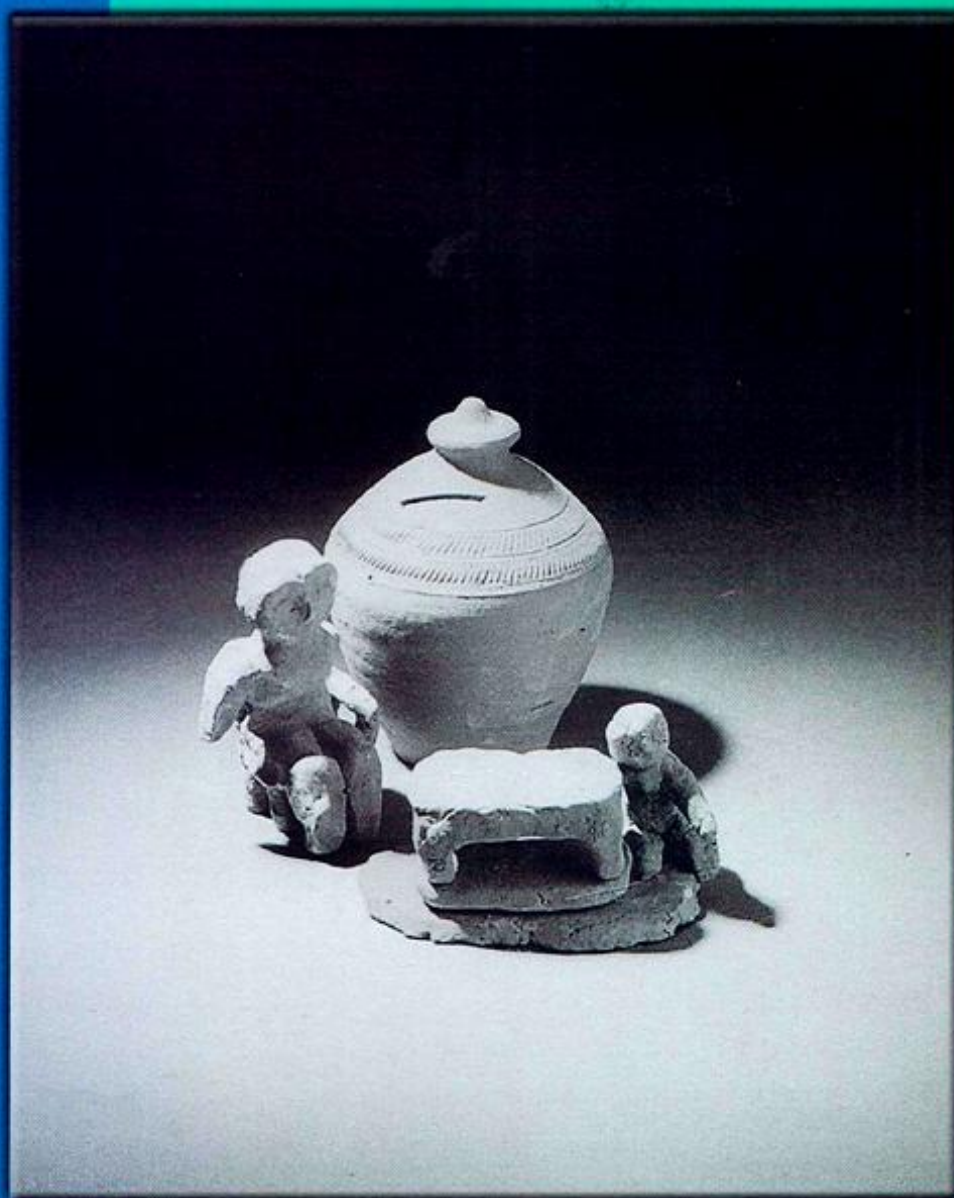


CHAPTER

5

Child Protection

INDIA'S CHILDREN AND THE UNION BUDGET



1 Children's
Budget

2 Child
Health

3 Child
Development

4 Elementary
Education

5 Child
Protection



Study by

HAQ: Centre for Child Rights



Supported by

Save the Children

Child Protection

INDIA'S CHILDREN AND THE UNION BUDGET

A Study by HAQ: Centre for Child Rights

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Cover picture: The clay objects seen in the photograph are all made by children between the age-group of 6-14 years, living in the slums in Delhi. The objects are a reflection of their demands put forth during a National Convention on the Right to Education held in New Delhi in April 2001.

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Preface

Children constitute almost one-third of our population. There are laws, policies and as many as 122 programmes and schemes to address their needs. In the last decade we have seen a new programme being launched almost every year. We cannot help but ask ourselves why are there no visible changes? Time and again we are told, "the situation is grave—but the resources are limited...".

We are basically a group of child rights activists, a combination of people with background in sociology, child development, and law. Over the years through our work on children's issues we have come to realise that unless resources are allocated adequately and spent optimally, there can be no incremental change in the lives of children. Also, consistency in budget and expenditure to sustain a scheme and reach its goals is important.

The budget of any country is not merely an economic document. It is an indicator of the nation's priorities and intent. Therefore, the world over and in India too, budget analysis has come to be accepted as an effective method for monitoring and evaluating government's commitments. While in India, budget analysis has been attempted in the context of poverty alleviation, *dalits*, women's empowerment etc., this is a first attempt of its kind to analyse it from a child rights perspective.

Children's budget is not any separate budget. It is basically an attempt to disaggregate from the nation's budget what goes into the schemes and programmes for the benefit of children.

Being new to this whole exercise, we thought we should begin with the Union Budget for children in the last decade and move on to the State Budgets as the next step. The ultimate objective is to use the findings for advocacy with relevant authorities and agencies. Analysing the Budget from a child rights perspective will therefore be an ongoing activity for HAQ to be undertaken every year.

Budgets will continue to be mere numbers unless they are looked at from the perspective of whom or for what they are meant. The numbers and graphs may be boring to read after a point, but we hope the readers will be able to add the face of a child to it, think of the child who cannot go to school or one who goes to a school without a toilet, the child who continues to be denied basic health services and security.

Several people have contributed and lent support in the course of this exercise at various stages. We thank them all for their valuable inputs. The kick start was given to us by DISHA, with the help of Mr. M.D. Mistry, Manoj and Vipin, who encouraged us to take on this task, provided the required data for the last five years and taught us how to read the budget documents.

The biggest handicap that we faced in undertaking this study was the availability of information and data. It would have continued to be so, had it not been for the assistance we received from Mr. Vinay Bhatnagar.

We must thank Dr. Biswajit Dhar for constantly telling us that we were on the right track and guiding us through the maze of numbers. He was our Economist Advisor for this study.

Mr. Sandeep Nair was part of the team in the initial stage and contributed in the project design and planning as well as collecting preliminary data from various sources.

The children have always been our source of inspiration. We have used some clay models made by children who participated in a child rights process facilitated by HAQ. Their expressions, which emerge from the way they have moulded the clay with their hands have given us food for thought and have added the child's face to this report.

We thank Ms. Akhila Sivadas for constantly reminding us how important it is to reach this information to people who mattered. The response from various corners, including Members of Parliament, the bureaucracy, the National Commission for Women and various NGOs, the media and several individuals has indeed been very encouraging.

Financial assistance for this study came from Save the Children-UK.

The HAQ team:

Bharti Ali

Enakshi Ganguly Thukral

Saloni Mathur

Child Protection and Budget

Right to Protection

All children irrespective of where they live and their socio-economic status need to be protected at all times - in peace or conflict or calamity. Their right to protection is as intrinsic to their well being as is their right to survival, development and participation. Children's rights are inextricably linked with one another. In other words, the right to protection implies ensuring children all the other rights such as right to identity, nationality, nutrition, shelter, clothing, education etc.


Unfortunately, children do not always have the safe environment that helps them to develop to their full capacity. Millions of them live an incomprehensible existence. These are children who are particularly disadvantaged and vulnerable because of their social, economic, physical or mental condition and are therefore placed under the category of children in special or difficult circumstances.

They need special protection and recognising their special needs, the Government has designed a few programmes for them that fall under the Ministry of Social Justice and Empowerment and the Ministry of Labour. Although the government recognises a number of categories of children as those in special need it has sustained programmes for only the following categories :

- Children in Labour
- Children in need of Adoption
- Children in Prostitution
- Children who are Physically or Mentally Challenged
- Street Children
- Children who are Neglected or treated as Juvenile Offenders

The Government programmes are highly inadequate and do not address the needs of many children such as children who are victims of civil wars and conflict, natural calamities, and children who have a refugee status. The inadequacy of Government programmes also stems from the fact that there is lack of adequate data on the number of children that would fall in the category of difficult circumstances. The situation of children in this category can be assessed only on the basis of the limited information that is available.

To be able to address all the needs of the various categories of children in difficult circumstances, all relevant schemes/programmes implemented by the various Ministries/Departments of the Government of India must converge.



Millions of children in India live an incomprehensible existence.

They need special care and protection.

Situation of Children in Difficult Circumstances

- Estimates on the magnitude of Child Labour vary from approximately 11.28 million (Census of India, 1991) to 23.2 million (International Labour Organisation, 1996). The Government admits that there are about 2 million children employed in hazardous industries, occupations and processes.

Other unofficial sources estimate 100 million working children in the country.

There are about 74.4 million children according to the National Labour Institute, who are neither enrolled in schools nor accounted for in the labour force. These are all potential child labourers. 45 percent of the children in India, who are out of school, are also prospective child labourers.

- The Department of Women and Child Development estimates 4 lakh Child Prostitutes in India.

The Central Advisory Committee on Child Prostitution Aid enumerates 100,000 child prostitutes in the six metropolitan cities of Mumbai, Delhi, Calcutta, Chennai, Hyderabad and Bangalore. Out of these 15 percent are below fifteen years of age and about 24 percent are between six to eighteen years. Unofficial estimates say India has two million prostitutes, of which 20 percent are below fifteen. But almost all of them became victims of exploitation when they were children, less than fifteen years old.

- According to government estimates, one in every 10 children is disabled. It is estimated that there are 12 million disabled children.
- About 14 million children are growing up in regions affected by civil disturbances at some point of time every year.
- There are about 11 million children living on the streets. Of them 420,000 street children live in the six metropolitan cities of the country.



India's Commitment to Children in Difficult Circumstances

What are our International Commitments ?

World Declaration on the Survival, Protection and Development of Children, 1990

A commitment has been made in the World Summit to ameliorate the plight of millions of children who live under especially difficult circumstances - as victims of apartheid and foreign occupation; orphans and street children and children of migrant workers; the displaced children and victims of man-made and natural disasters; the disabled and the abused; the socially disadvantaged and the exploited. It mentions that refugee children must be helped to find new roots in life. The declaration further stresses that special protection of the working children and abolition of illegal child labour would be aimed for and best efforts would be made to ensure that the children are not drawn into becoming victims of the scourge of illicit drugs.

The declaration also makes a commitment to protect children from the scourge of war and to take measures to prevent further armed conflicts.

Convention on the Rights of the Child, 1989

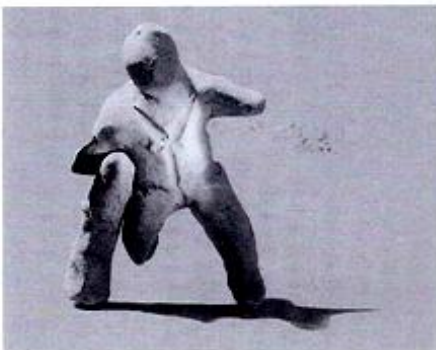
Article 20 concerns children who are temporarily or permanently deprived of their family environment or in whose own best interest cannot be allowed to remain in that environment. Such children are entitled to special protection and assistance to be provided by the State. It is obligatory on the States Parties to ensure alternative care to such children in accordance with their national laws.

Adoption

Article 21 makes it obligatory for the States Parties to ensure that only competent authorities authorise the adoption of a child. It recognizes inter-country adoption as an alternative means of child care only if no suitable care can be given in the child's country of origin. It also specifies that the child must enjoy safeguards and standards equivalent to those existing in the case of national adoption.

Refugee Children

Article 22 addresses the rights of refugee children to appropriate protection and humanitarian assistance, including tracing their family members. The article has to be read in conjunction with Article 9 (separation from parents only when necessary in the best interest of the child); Article 10 (right to family reunification, to be dealt within a positive, humane and expeditious manner); Article 20 (protection of children without families); Article 39 (recovery and rehabilitation after experience of armed conflict, torture and other forms of abuse); and, Article 37 (deprivation of liberty, a measure of last resort).



Children in conflict with Law

Article 37 bars death penalty and life imprisonment without possibility of release and insists that any restriction of liberty must be used as the last resort and for the shortest possible period of time.

Article 39 requires measures to promote physical and psychological recovery of child victims.

Article 40 details a list of minimum guarantees for the child and it requires the States Parties to set a minimum age of criminal responsibility, to provide measures for dealing with children who may have infringed the penal law without resorting to judicial proceedings and to provide a variety of alternative dispositions to institutional care.

Children and Drug Abuse

Article 33 requires the States Parties to take all appropriate measures to protect children from the illicit use of narcotic drugs and psychotropic substances as defined in the relevant international treaties and prevent the use of children in the production or trafficking of such drugs.

Sexual Exploitation of Children, Prevention of Abduction, Sale and Trafficking

Article 11 protects children against the 'illicit transfer or non-return of children abroad' (usually undertaken by relatives, not for profit); *Article 21* provides that international adoption must not involve 'improper financial gains'; *Article 32* protects children against exploitative or harmful work; *Article 33* protects them against involvement in drug trafficking; *Article 34* against their use in the sex trade; and, *Article 36*, against all other forms of exploitation. *Article 35* is the safety net to ensure that the children are safe from being abducted or procured for these purposes or for any other purpose.

Disabled Children

Article 2 requires the States Parties to respect and ensure all the rights set forth in the Convention on the Rights of the Child to all children within their jurisdiction without the discrimination on the basis of disability.

Article 23 further provides guidance on realising the rights of disabled children. It recognises that a mentally or physically disabled child should enjoy a full and decent life, in conditions that ensure dignity, promote self-reliance and facilitate the child's active participation in the community.

Child Labour

Article 32 recognises the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development.

The article requires States Parties to take legislative, administrative, social and educational measures to ensure its implementation and in particular to provide:

- (a) a minimum age or minimum ages for admission to employment;
- (b) appropriate regulation of the hours and conditions of employment;
- (c) appropriate penalties or other sanctions to ensure effective enforcement of the article.

The Government of India, while acceding to the Convention on the Rights of the Child, made the following Declaration:

"While fully subscribing to the objective and purpose of the convention, realizing that certain of the rights of the child, namely those pertaining to the economic, social and cultural can only be progressively implemented in the developing countries, subject to the extent of available resources and within the framework of international cooperation; recognizing that the child has to be protected from exploitation of all forms including economic exploitation; noting that for several reasons children of different ages do work in India; having prescribed minimum age for employment in hazardous occupation and in certain other areas; having made regulatory provisions regarding hours and conditions of employment; and being aware that it is not practical immediately to prescribe minimum ages for admission to each and every area of employment in India – Government of India undertakes to take measures to progressively implement the provision of article 32, particularly paragraph 2(a), in accordance with its national legislation and relevant international instruments to which it is a State Party."

(DWCD.1997.72, 73)

Conventions of the International Labour Organisation (ILO)

India has ratified six ILO conventions on child labour. These are:

ILO Convention No. 6, 1919 - Night work of young persons (Industry) Convention

It prohibits the night work of young persons in any public or private industrial undertaking and was ratified by India in 1921.

ILO Convention No.15, 1921 - Minimum age of trimmers and stokers, Convention

It prohibits the employment of young persons as trimmers and stokers in vessels and ports and was ratified by India in the year 1992.



ILO Convention No.16, 1921 - Medical Examination of young persons Convention

It provides for compulsory medical examination of children and young persons employed at sea and was ratified by India in the year 1922.

ILO Convention No. 90, 1948 - Night work of young persons (Industry) Convention Revised

It abolishes night work by children and young persons and was ratified by India in 1950.

ILO Convention No. 5, 1919 - Minimum Age Convention

It prohibits employment of children under the age of 14 years in any public or private industrial undertaking and was ratified by India in 1955.

ILO Convention No. 123, 1965 - Minimum Age (under ground water) Convention

It prohibits employment of persons below 16 years of age for work underground in mines and was ratified by India in 1975.

What are our National Commitments ?

Constitution of India

Article 23 of the Constitution prohibits traffic in human beings and 'begar' and other forms of forced labour and any contravention of this provision is an offence punishable in accordance with law.

Article 24 emphasises that no child below the age of 14 years shall be employed to work in any factory or mine or engaged in any other hazardous employment.

Article 39(e) and (f) of Directive Principles of State Policy directs the State to secure that the health and strength of workers, men and women and the tender age of children are not abused and that citizens are not forced by economic necessity to enter avocations unsuited to their age or strength. It further directs that children should be given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity, and that childhood and youth are protected against exploitation and moral and material abandonment.

Article 45 clearly directs the State to provide "free and compulsory education for all children until they complete the age of fourteen years", within a period of ten years from the commencement of the Constitution.

Plans and Policies

National Plan of Action, 1992

The National Plan of Action was prepared in the same year that India ratified the Convention on the Rights of the Child. In its section on children in especially difficult circumstances it lays down certain goals and objectives:

Its major goals were —

- Improved protection of children in especially difficult circumstances
- To assist children affected by one or more disabilities, having no access to proper rehabilitative services and especially to lift up the status of those more marginalized

Its objectives were —

Provide for protection of children in especially difficult circumstances and tackle the root cause leading to such situations. This would include children in the following categories - physically handicapped; mentally handicapped; drug addicts; victims of natural and man made disaster; refugee children; street children; slum and migrant children; orphans and destitute; children suffering from AIDS; children of parents with AIDS and AIDS orphans; children of prostitutes; child prostitutes; juvenile delinquents and child labour.

Specific activities and strategies have been laid down for different categories of children in difficult circumstances with focus on child labour and the disabled.

National Plan of Action for the SAARC Decade of the Girl Child, 1991-2000 A.D.

In line with the commitment made by the South Asian Association for Regional Co-operation (SAARC) countries at Male in 1990, the Government of India prepared a separate Plan of Action for the SAARC Decade of the Girl Child. Special goals have been set for girls under difficult circumstances.

Its major goals were —

To extend special protection for girl children in difficult situations/ circumstances arising out of natural calamities and man made disasters and to those girl children belonging to special groups which are economically and socially deprived like the Scheduled Castes and Scheduled Tribes and the physically and mentally disabled.

National Child Labour Policy, 1987

In August 1987 the National Child Labour Policy was adopted to deal with a situation where children work or are compelled to work on a regular or continuous basis to earn a living for themselves or their families. The policy encourages voluntary organisations to take up activities like non-formal education, vocational training, provision of health care, nutrition and education for working children.



The three main ingredients of the policy are:

■ *Legislative Action Plan*

- A Child Labour Technical Advisory Committee has been set up to advise the Central Government on addition of occupations to the Schedule contained in the Child Labour (Prohibition and Regulation) Act, 1986.
- This plan envisages strict enforcement of the legal provisions.

■ *Focus on General Development Programmes for child labour wherever possible*

- Provision of better and readily accessible education through non-formal or formal systems of education
- Improving the health conditions for child labour
- Provision of nutrition through schemes like Integrated Child Development Services
- Intensifying the antipoverty programmes such as Integrated Rural Development Programme, National Rural Employment Programme.

■ *Project-based Action Plan in areas of high concentration of child labour*

This includes the National Child Labour Projects. The Strategy of the National Child Labour Projects is to implement model programmes consisting of key elements such as:

- Stepping up the enforcement of prohibition of child labour
- Providing employment to parents of child labour
- Expanding formal and non-formal education
- Promoting school enrolment
- Raising public awareness
- Survey and evaluation

The situation of children in difficult circumstances is tackled more through laws than through programmatic interventions. Also, most programmatic interventions for this category of children fall under the jurisdiction of the States.

Important Legal Provisions

The issue of child labour is dealt with in many legislations like the Factories Act (1948); the Plantation Act (1951); the Mines Act (1952); the Merchant Shipping Act (1958); the Motor Transport Workers Act (1961); and, the Beedi and Cigar Workers (Conditions of Employment) Act (1966). In all these laws, employment of children under 14 years of age is prohibited.

Recognising the problem of child labour, the Government of India passed the Child Labour (Prohibition and Regulation) Act in 1986. This law bans employment of children below the age of 14 years in specified occupations and processes and regulates the working conditions of children in occupations wherein employment of children is not prohibited.

The Supreme Court on Child Labour

On December 10, 1996, a three-member bench of the Supreme Court, comprising Justice Kuldip Singh, Justice B.L. Hansaria and Justice S.B. Majumdar, gave its verdict on the writ petition no. 465 of 1986 in M.C. Mehta versus the State of Tamil Nadu and others that:

"...So far as the non-hazardous jobs are concerned, the inspector shall have to see that the working hours of the child are not more than four to six hours a day and it receives education at least for two hours each day. It would also be seen that the entire cost of education is borne by the employer....."

... "It has been pointed out by Myron Weiner (at page 4 of 1991 Edition) of his book "The Child and the State in India" that India is a significant exception to the global trend towards removal of children from the labour force and the establishment of compulsory, universal primary school education, as many countries in the African subcontinent like Zambia, Ghana, Ivory Coast, Libya, Zimbabwe with income levels lower than India have done better in these matters. This shows that what has caused child labour to persist is really not lack of resources, but lack of real zeal. Let this not continue. Let us all put our heads and efforts together and assist the child for its good and greater good of the country".

Other Acts that protect children in difficult circumstances are:

- | | |
|------|--|
| 1890 | The Guardians and Wards Act |
| 1929 | The Child Marriage Restraint Act (amended in 1979) |
| 1956 | Hindu Adoption and Maintenance Act |
| 1957 | Probation of Offenders Act |
| 1960 | The Orphanages and Other Charitable Homes (Supervision and Control) Act |
| 1986 | Immoral Traffic Prevention Act |
| 1986 | Juvenile Justice Act (Amended in 2000) |
| 1996 | The Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act |

Programmes and Schemes

How were the Schemes Selected?

For the purpose of this analysis, those programmes and schemes of the Ministry of Social Justice and Empowerment and Ministry of Labour are selected that only target children in difficult circumstances. Schemes that relate to all people in special situations, including adults have been left out.

Two schemes, namely, Pre-metric scholarships for children belonging to the Scheduled Castes/Scheduled Tribes, and Other Backward Communities and, Establishment and Development of Special Schools for the Disabled, that fall under the Ministry of Social Justice and Empowerment have been dealt with in the chapter on Elementary Education. This was a conscious decision as both the programmes specifically promote elementary education and would very much be a part of the Right to Education for all children, whenever it becomes a Fundamental Right.

While special treatment may be required for the children in special situations, it is important to bear in mind that education is a right of every child irrespective of her/ his special circumstances/requirement.

Ideally education of child labourers taken out of employment, covered by the National Child Labour Policy of the Ministry of Labour should also have been taken into account in the elementary education chapter as these children are covered in the 6-14 years age group. However, this policy is for overall rehabilitation of children taken out of employment and includes more than mere provision of education such as supplementary nutrition, vocational training, stipend, health care etc. There is no separate budget only for providing education to the child labourers. Therefore, it has been dealt with in the present chapter.

Over the last decade, the issue of child labour has warranted special attention from the government. Because of the prominence it has been receiving, this report too has paid special attention to the issue.

Selected Schemes

Schemes and Programmes of the Ministry of Labour

India has the largest number of working children in the world. All child labour related schemes and programmes of the Ministry of Labour fall under the broader scheme called "Improvement in working conditions of women and children". For the purpose of implementation of this scheme, there are two sections, one dealing with the child labour component and the other with the women. In 1998, because of the increasing magnitude of the problem, the Ministry of Labour set up a full-fledged Division on Child Labour with a Joint Secretary to head it.

The various programmes that are covered in the present analysis include the National Child Labour Project, Grants to Voluntary Organisations, and Grants for setting up the Child Labour Cell.

National Child Labour Projects

The projects were started in 1998 as part of the National Child Labour Policy that was declared in 1987. These projects are area specific, time bound and participative as they involve government and non-governmental agencies and the community in an integrated manner. The strategy used by the National Child Labour Projects is rehabilitation of children withdrawn from work, prevention of entry of children into work and increasing coverage of services.

During 1999-2000, 91 National Child Labour Projects were sanctioned in 10 states listed in the table below. These projects covered 1.47 percent of the child labour force in the 10 States.

Year	Child labour covered by the National Child Labour Projects (in percent)
Andhra Pradesh	3.04
Tamil Nadu	2.97
Karnataka	0.20
Maharashtra	0.30
Rajasthan	0.39
Uttar Pradesh	0.83
Bihar	1.19
Madhya Pradesh	0.28
Orissa	6.95
West Bengal	1.63
Total 10 States	1.47
INDIA TOTAL	1.29

Sources : Annual Report 1999-2000
■ Ministry of Labour, Government of India.

The latest situation available from Government records is presented below:

Of the total 11.28 million child labour force enumerated by the Government of India, only 145,725 children are covered through these 91 National Child Labour Projects. In other words, only 1.29 percent of the total child labour force in the country is covered through the present National Child Labour Projects. Since 1996, there has been a very minimal increase in coverage at the all India level, from 0.93 percent in 1996 to 1.29 percent in 1999-2000. The States that have shown increase in coverage are - Andhra Pradesh (2.18 percent coverage in 1996 and 3.04 percent in 1999-2000) and, Orissa (3.31 percent coverage in 1996 and 6.95 percent in 1999-2000).

Only 1.29 percent of the total child labour force in the country is covered through the present National Child Labour Projects.

National Authority for Elimination of Child Labour, 1994

With a view to fulfilling the constitutional mandate, a major announcement was made on 15th August 1994 for withdrawing child labour working in hazardous occupations and rehabilitating them through special schools. A high-powered body, the National Authority for Elimination of Child Labour (NAECL) was constituted on 26th September 1994 under the chairmanship of the Union Labour Minister. The Secretaries of some Ministries and Departments such as Labour, Information and Broadcasting, Social Justice and Empowerment, Rural Development, Textiles, Education, Health, Family Welfare and Women and Child Development are members of NAECL.

The NAECL has adopted a programme of securing convergence of services of the various Ministries and Departments, which implement child related programmes at the National, State and field level. The objectives of the NAECL are to lay down policies and programmes for elimination of child labour, particularly in hazardous employments; to monitor progress of implementation of programmes, projects and schemes for elimination of child labour; and, to co-ordinate child related programmes implemented by various Ministries and Departments to secure convergence of services.

Grants to Voluntary Agencies

Under the Grant-in-aid scheme, voluntary agencies are being financially assisted to the extent of 75 percent of the project cost for taking up welfare programmes for working children where they are provided with non-formal education, supplementary nutrition, health care and vocational/skill training. During 1998-99, eighty three voluntary organisations were extended assistance under the scheme.

Strengthening of Child Labour Cell

Prevention and elimination of child labour needs an effective mechanism. To respond to this need, a Child Labour Cell was established in the V.V. Giri National Labour Institute in the year 1990 with the assistance of the Government of India and UNICEF to provide in the policy formulations and programme support. The Child Labour Cell was upgraded to the National Resource Centre on Child Labour (NRCCL) in March 1993. A separate budget has been allocated to strengthen the Child Labour Cell.



International Programme on the Elimination of Child Labour (IPEC)

The programme was launched by the International Labour Organisation in December 1991. India was the first country to join it in 1992, when it signed a Memorandum of Understanding (MOU) with ILO. The long-term objective of IPEC is to contribute to the effective abolition of child labour. IPEC became operational in the field in early 1993. The period till 1996 saw a focus on NGO action through a very large number of small action programmes covering almost every State in the country. The second

phase of the strategy was marked by a move to large and sustainable programmes covering the entire area in some selected districts.

The Government of India's National Child Labour Projects are now to be the vehicle for ILO's outreach strategy. (Annual Report. Ministry of Labour. 1999-2000).

For the period 1992-99, budget allocation and commitment for India given under IPEC was US \$ 6.9 million. As aid from the ILO-IPEC projects was channelled directly to NGOs, the scheme is beyond the scope of the present study.

Altogether 154 action programmes were taken up for implementation under IPEC during 1992-99. The total number of children covered by these projects is 90,574.

Schemes and Programmes of the Ministry of Social Justice and Empowerment

Central Adoption Resource Agency (CARA)

CARA was set up in pursuance of the directives of the Supreme Court on June 28, 1990, to streamline the adoption services and to act as a clearing house of information with regard to children available for in-country and inter-country adoption. The objective was also to regulate, monitor and inspect the working of the recognised child welfare agencies engaged in adoption. About 82 national agencies and 286 foreign agencies were given recognition for dealing with inter-country adoption cases in more than 25 countries.

Scheme for Assistance to Homes for Infants and Young Children for Promoting In-country Adoption

The main objective of the scheme is to provide institutional care etc. to children who become destitute at a very early age (0-6 years) till the time such children are placed in adoption. The scheme was formulated in the year 1992-93. Grant is given to the agencies to set up homes (Shishu Greh) for infants for promoting in-country adoption. By 1996, sixty-six such homes came into operation under which financial assistance is provided to the extent of 90 percent of the total expenditure.

Scheme of Prevention and Control of Juvenile Social Maladjustment

To tackle the problem of social maladjustment among children, central assistance has been provided since 1986-87, to States/Union Territories for setting up of observation homes, juvenile homes and up-gradation of the existing institutions etc. for effective implementation of the Juvenile Justice (JJ) Act, 1986. Under the scheme 280 Observation Homes, 251 Juvenile Homes, 36 Special Homes and 46 After Care Institutions have been established.

The main objectives of this scheme are to provide for full coverage of services contemplated under the Juvenile Justice Act in all districts so as to:

- ensure that no child under any circumstances is lodged in prison;
- evolve a system for separate handling of neglected and delinquent children;
- optimise participation of community welfare agencies in the care, protection and rehabilitation of maladjusted children.

Under the scheme a grant of Rs. 18.08 lakhs (1.88 million) is provided for Observation Homes and Rs. 20.00 lakhs (2 million) is provided for Juvenile Homes/Special Homes. The scheme also envisages grants for maintenance of inmates @ Rs. 300/- per month, contingency charges of Rs.10/- per month and bedding charges of Rs.100/- per child per annum. This expenditure is shared on 50:50 basis between the States and the Central Government.

An Integrated Programme for Street Children

Amongst the disadvantaged, the street children are the most vulnerable. Started in 1992, the basic aim of the programme is to prevent destitution of children and facilitate their withdrawal from a life on streets. The target group for the programme is essentially children without homes and family i.e. street children and children especially vulnerable to abuse and exploitation such as children of sex workers and children of pavement dwellers. Up to 90 percent of the cost of each project is covered by the Government of India.

Services to Children in Need of Care and Protection

The scheme is in the form of grant-in-aid to States and Union Territories for services for children in need of care and protection. It also includes a particular grant-in-aid to voluntary organisations for such services in the State of Assam. While the scheme continues to exist on paper, post-1994 there has been no expenditure under it.

Introduction of Child Line Service

Childline is a 24-hour emergency free phone outreach service committed to responding to children in need of care and protection. It aims at reaching out to children who need emergency assistance. Any child in distress can dial 1098 - a toll free number to access the service. Childline was an experimental project initiated by the Tata Institute of Social Sciences, Mumbai. Based on its success, the Ministry of Social Justice and Empowerment in July 1998 decided to replicate Childline across the country. It is now operational in Mumbai, Calcutta, Delhi, Hyderabad, Nagpur, Chennai, Bhopal, Patna, Jaipur, Coimbatore, Goa, Bhubaneshwar, Varanasi and Trivandrum.

Union Budget and Children in Difficult Circumstances

Union Budget for Children in Difficult Circumstances (1990-91 to 2000-01)

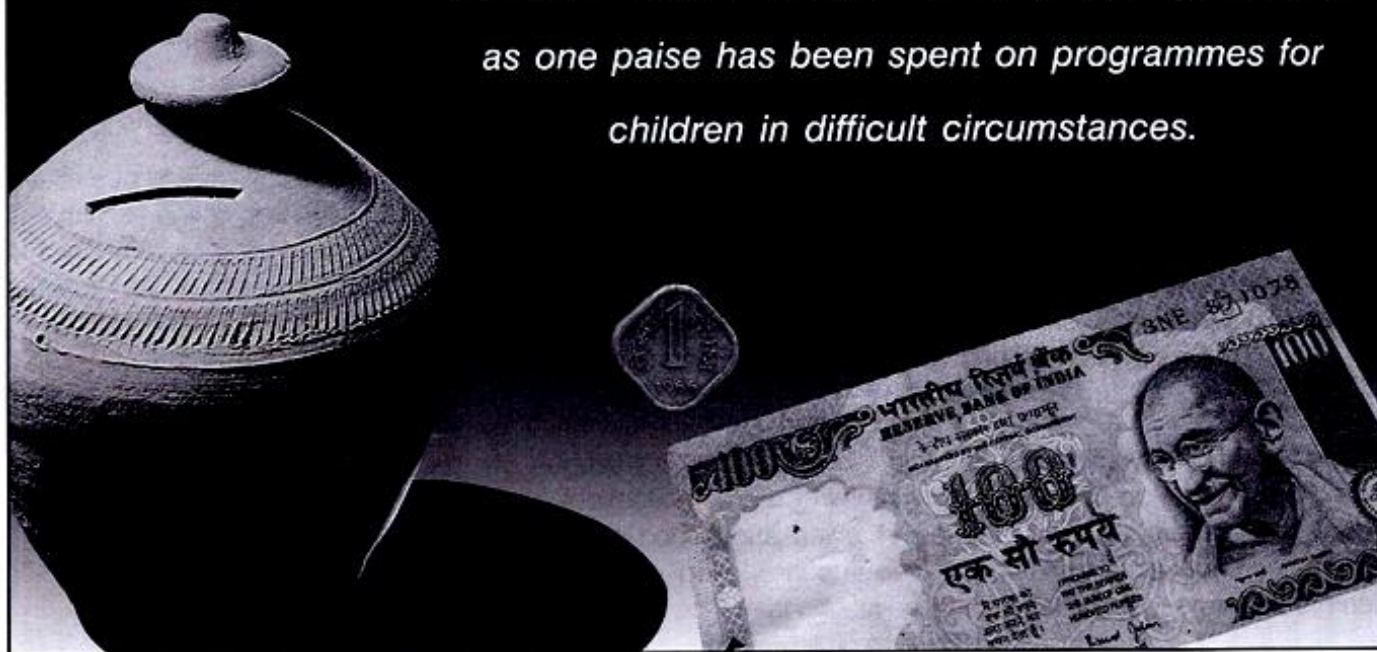
Budget for the selected programmes and schemes of the Union Government has been compiled and analysed to gain an insight into the commitments to children in difficult circumstances.

The percentage of Union Budget spent on this category of children was 0.01 percent in 1990-91. It reached to a maximum of 0.02 percent in 1995-96 and remained at that till 1997-98 to fall back to 0.01 percent in 1998-99 when the last accounts were available.

The increase in the budget for programmes for children in difficult circumstances is very minimal. Child protection does not seem to be a priority given the fact that children with special needs have received just about one paise in the last ten years out of every 100 rupees spent by the Central Government.

An analysis of the three budget heads throws further light on the trends in allocations and expenditure on programmes for these children.

Out of every 100 Rupees spent in the Union Budget between 1990-91 to 1998-99, on an average as little as one paise has been spent on programmes for children in difficult circumstances.



On an average between 1990-91 to 1998-99, 63.9 percent of the total Union Budget expenditure on children in difficult circumstances is for child labour.

But, before we proceed with any analysis it is important to point out that in the last decade child labour constitutes the maximum share of the budget and expenditure on children in difficult circumstances. On an average, during the period 1990-91 to 1998-99, the budget estimates for child labour were 70 percent of the total budget estimates for all children in difficult circumstances. In the revised estimates also, the share of child labour is high (54.9 percent of the total revised estimates). And, the average Union Budget expenditure on child labour constitutes 63.9 percent of the total Union Budget spent on children in difficult circumstances.

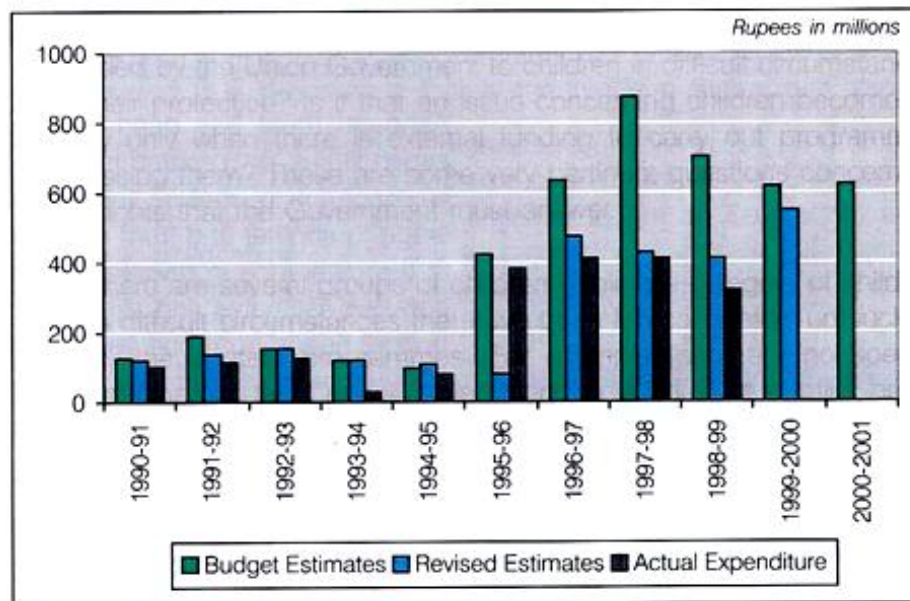
Clearly, a large portion of the budget for children in difficult circumstances goes into programmes for child labour. Therefore, as compared to other schemes, a change in the budgetary provisions and expenditure on child labour programmes are bound to have a far greater impact on the overall allocations and expenditure for this category of children.

A graphic presentation of the last ten years' budget estimates, revised estimates and actual expenditure on children in difficult circumstances is given in Figure 5.1. The graph is based on Table 5.1.

Figure 5.1

Budget Estimates, Revised Estimates and Actual Expenditure on Programmes for Children in Difficult Circumstances

Union Budget



Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Social Justice and Empowerment

■ Ministry of Labour

*Note : Revised Estimates for 2000-01 - not available

Actual Expenditure for 1999-2000 and 2000-01 - not available

Table 5.1

Budget Estimates, Revised Estimates and Actual Expenditure on Programmes for Children in Difficult Circumstances

Union Budget

Rupees in millions

Year	Budget Estimates (BE)	Revised Estimates (RE)	Actual Expenditure (AE)
1990-91	125.3	117.9	105.4
1991-92	189.5	137.7	115.8
1992-93	154.8	154.3	124.7
1993-94	121.9	121.9	31.1
1994-95	94.3	109.4	82.4
1995-96	421.4	82.4	384.5
1996-97	632.4	476.8	410.5
1997-98	876.3	428.7	222.0
1998-99	700.1	413.3	319.2
1999-00	620.0	550.0	NA
2000-01	623.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Social Justice and Empowerment

■ Ministry of Labour

*Note : Revised Estimates for 2000-01 – not available

Actual Expenditure for 1999-2000 and 2000-01 – not available

Revised estimates for the year 1995-96 were not mentioned in the Detailed Demands for Grants of the Ministry of Labour. As a result both Figure 5.1 and Table 5.1 show very low revised estimates in that year. Therefore, no inference can be drawn from calculations based on the revised estimates for 1995-96.

Although there has been very little increase in both allocations and expenditures on programmes for children in difficult circumstances, it is important to analyse the shift in the three budget heads from one stage to another and from one year to the other. This is done by looking at the difference in revised estimates and budget estimates, difference between estimates and expenditure and the rate of change in the three budget heads from one year to another.

Table 5.2 indicates a dilution of commitment from one stage to the other as reflected in the fact that revised estimates for the programmes/schemes for children in difficult circumstances have always been less than the budget estimates. The only year in which the revised estimates were higher was 1994-95. This can be explained through higher allocations made for the National Child Labour Projects after the mid-term revision in the budget for that year. In fact, revised estimates were about 6000 percent higher than the budget estimates for the National Child Labour Projects in 1994-95. The difference in the budget estimates

There has been very little increase in both allocations and expenditures for children in special need.

and revised estimates for the National Child Labour Projects in the years 1997-98 (-55.0 percent) and 1998-99 (-61.0 percent) once again explain the dilution of intent in the overall budget for children in difficult circumstances. (Table 1. Annexure V).

Table 5.2

Difference in Revised Estimates and Budget Estimates on Programmes for Children in Difficult Circumstances

Union Budget

Rupees in millions

Year	BE	RE	RE-BE	RE-BE (in percent)
1990-91	125.3	117.9	-7.4	-5.9
1991-92	189.5	137.7	-51.8	-27.3
1992-93	154.8	154.3	-0.5	-0.3
1993-94	121.9	121.9	0	0
1994-95	94.3	109.4	15.1	16.0
1995-96	421.4	82.4	-339.0	-80.4
1996-97	632.4	476.8	-155.6	-24.6
1997-98	876.3	428.7	-447.6	-51.1
1998-99	700.1	413.3	-286.8	-41.0
1999-00	620.0	550.0	-70.0	-11.3
2000-01	623.0	NA		

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Social Justice and Empowerment
- Ministry of Labour

*Note : The negative sign (-) indicates that Revised Estimates were lower than Budget Estimates for that year.

In order to see how much the government has been able to keep to its commitment, it is important to look at the trends in expenditure also.

Figure 5.2 shows the trends in expenditure under various programmes and schemes on children in difficult circumstances. All child labour programmes have been clubbed together to get an insight into what goes into child labour specifically as against programmatic interventions for other sections of children in need of special protection e.g. street children, children in need of adoption etc.

The graph clearly shows that child labour forms the largest component of expenditure among all categories that constitute children in difficult circumstances. Till 1994-95, the scheme for street children and services to children in need of care and protection were accorded greater priority than child labour. However, post 1994-95, the situation reversed with child labour being an area of utmost priority, followed by street children. No expenditure was made under the scheme for children in need of care and protection since 1994-95. As compared to other schemes for children in difficult circumstances, the scheme relating to adoption has seemingly been of least importance.

Table 5.3

Difference in Actual Expenditure and Budget Estimates on Programmes for Children in Difficult Circumstances

Union Budget

Rupees in millions

Year	BE	AE	AE-BE	AE-BE (in percent)
1990-91	125.3	105.4	-19.9	-15.9
1991-92	189.5	115.8	-73.7	-38.9
1992-93	154.8	124.7	-30.1	-19.4
1993-94	121.9	31.1	-90.8	-74.5
1994-95	94.3	82.4	-11.9	-12.7
1995-96	421.4	384.6	-36.8	-8.7
1996-97	632.4	410.5	-221.9	-35.1
1997-98	876.3	222.0	654.3	-74.7
1998-99	700.1	319.2	-380.9	-54.4

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Social Justice and Empowerment

■ Ministry of Labour

*Note: The negative sign (-) indicates that Actual Expenditure was lower than Budget Estimates for that year.

Children in difficult circumstances are indeed a neglected category. This is also visible when we look at the second level where actual expenditure is measured against the revised estimates. To understand the utilisation of the budget, it is inevitable to examine this level in greater detail. Table 5.4 indicates that actual expenditure has always been less than revised estimates.

Table 5.4

Difference in Actual Expenditure and Revised Estimates on Programmes for Children in Difficult Circumstances

Union Budget

Rupees in millions

Year	RE	AE	AE-RE	AE-RE (in percent)
1990-91	117.9	105.4	-12.5	-10.6
1991-92	137.7	115.8	-21.9	-15.9
1992-93	154.3	124.7	-29.6	-19.2
1993-94	121.9	31.1	-90.8	-74.5
1994-95	109.4	82.4	-27.0	-24.7
1995-96	82.4	384.6		
1996-97	476.8	410.5	-66.3	-13.9
1997-98	428.7	222.0	-206.7	-48.2
1998-99	413.3	319.2	-94.1	-22.8

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Social Justice and Empowerment

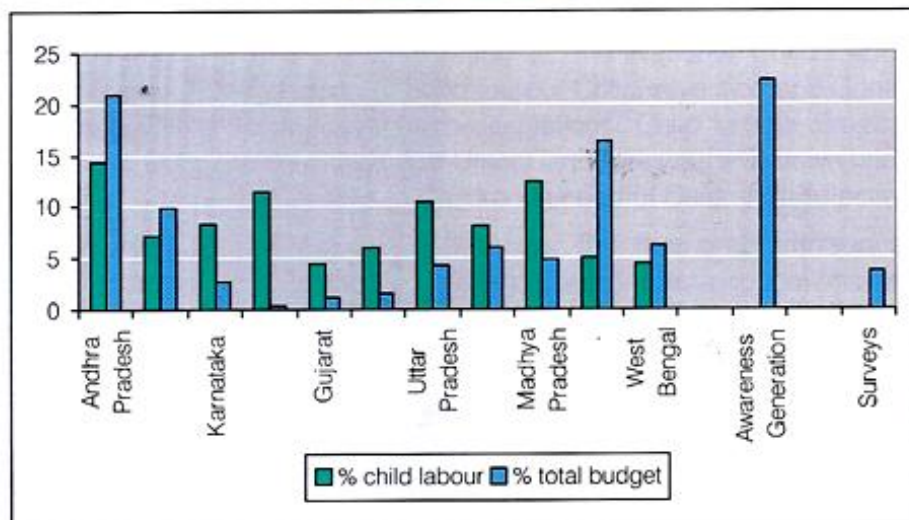
■ Ministry of Labour

Note: The negative sign (-) indicates that Actual Expenditure was lower than Revised Estimates for that year. Difference in Actual Expenditure and Revised Estimates for the year 1995-96 has not been calculated as Revised Estimates for programmes on Child Labour were not available for this year.

Figure 5.3

Comparison between Child Labour Force and the Budget for National Child Labour Projects in various States

Union Budget



Sources : Ministry of Labour, Government of India, 1996

"Till today, only as little as 1.3 percent of the entire child labour force has been covered by the child labour projects. Further, even though by Government's own admission, 'massive funds' for the rehabilitation of child labour were disbursed by the central government, a comparison between the states shows that there does not seem to be a consistency between the extent of the problem in the state and the numbers covered by the programme. For example, while Maharashtra, has 11.4 percent of the total child labour population in the country, it was granted only 0.3 percent of the total fund allocation for 1995-96 through National Child Labour Projects.

What is even more interesting is that 26 percent of the total budget was allocated for awareness generation and surveys".

(Vidhayak Sansad. 1998. 7)

Besides the trends in expenditure, the rate of growth in the three budget heads also reveal the shift in the commitment to children in difficult circumstances. Table 5.5 shows the rate of change in the three budget heads from one year to another.

A negative trend is visible in the growth rate in all the three heads in 1993-94 and 1998-99. The scheme responsible for low growth rate in 1993-94 is Services to Children in need of Care and Protection. There was a major cut in the budget for this scheme in 1993-94 and that marked the beginning of putting the scheme to an end slowly and gradually.

Table 5.5

Rate of Change in Budget Estimates, Revised Estimates and Actual Expenditure on Programmes for Children in Difficult Circumstances

Union Budget

In percentage

Year	Rate of change over the previous year		
	BE	RE	AE
1991-92	51.2	16.8	9.9
1992-93	-18.3	12.1	7.7
1993-94	-21.3	-21.0	-75.0
1994-95	-22.6	-10.3	164.5
1995-96	346.9		367.0
1996-97	50.1		6.7
1997-98	38.6	-10.1	-45.9
1998-99	-20.1	-3.5	-43.8
1999-00	-11.4	33.1	
2000-01	0.5		
Average	50.6		59.8

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

- Ministry of Social Justice and Empowerment
- Ministry of Labour

*Note: Growth rate in Revised Estimates for the years 1995-96 and 1996-97 and Average rate of growth in Revised Estimates have not been calculated because Revised Estimates for 1995-96 for programmes on Child Labour were not available.
Average for Budget Estimates and Actual Expenditure is calculated for 1991-92 to 1998-99.

In 1993-94, the negative growth rate in actual expenditure is far greater than that in budget estimates and revised estimates. This is primarily due to a negative growth rate in the actual expenditure on National Child Labour Projects (98.2 percent) and of course in Services to Children in need of Care and Protection.

The factors responsible for a negative rate of growth in all the three budget heads in 1998-99 are:

- reduction in the three budget heads for Strengthening of Child Labour Cell and Central Adoption Resource Agency,
- reduction in budget estimates and revised estimates for National Child Labour Projects, and
- reduction in actual expenditure for the scheme of Prevention and Control of Juvenile Social Maladjustment.

In a nutshell, some of the significant changes that have affected the trends in budget and expenditure on children in difficult circumstances are:

- Scheme for street children was launched in the year 1992, the same year as the ratification of CRC.

- In 1995-96 revised estimates were not mentioned for the schemes addressing the child labour issue in the Detailed Demands for Grants. This has affected all calculations based on the revised estimates for the year 1995-96.
- In the year 1993, there was a drastic decline in expenditure in many programmes and schemes such as the National Child Labour Projects, Strengthening of Child Labour Cell, Prevention and Control of Juvenile Social Maladjustment, National Child Labour Projects. Also, Grants to the States and Union Territories was withdrawn under the Scheme for Services to Children in need of Care and Protection.
- In 1994-95 the Labour Ministry for the first time announced withdrawal of child labour working in hazardous occupations and rehabilitating them through a series of steps such as special schools. The NAECL was also set up this year. Therefore there was a sudden and a high increase in the budget estimates as well as expenditure on National Child Labour Projects.
- In the following year i.e. 1995-96 there was an increase in the budget estimates for all child labour programmes and the expenditure was also high. (Tables 1, 2 and 3. *Annexure V*).
- With the view to strengthen the implementation of the Juvenile Justice Act, the budget for the Scheme of Prevention and Control of Juvenile Social Maladjustment increased in the year 1998-99. (Table 6. *Annexure V*).
- Child Labour has been an area of priority post 1994-95.

External Aid in Programmes for Children in Difficult Circumstances

Interestingly, none of the Central Government's programmes and schemes for children in difficult circumstances are externally aided. But at the same time all these programmes are very low budgeted programmes. Is lack of external aid responsible for the low priority accorded by the Union Government to children in difficult circumstances and their protection? Is it that an issue concerning children becomes a priority only when there is external funding to carry out programmes addressing them? These are some very pertinent questions concerning child rights that the Government must answer.

Key Findings

- There are several groups of children within the category of children in difficult circumstances that have been left completely untouched by the existing programmes. For example there are no special schemes of the Central Government for children in conflict areas or children affected by conflict situations. Also, there is nothing specifically for children affected by disasters and natural calamities.
- The group of disabled children and children belonging to the Scheduled Caste and Scheduled Tribe communities are addressed only through educational schemes, which have been treated in this study in the chapter on elementary education. The other needs of these children such as the need for relief and rehabilitation have been completely ignored by the Union Government.

- On the whole the category of children in difficult circumstances is a neglected category.
- Taking into account the few schemes that the Central Government has for children in difficult circumstances, on an average only 0.01 percent of the Union Budget has gone to them between the years 1990-91 to 1998-99.
- Average expenditure on programmes for children in difficult circumstances amounts to about 0.2 percent of the social sector spending between the years 1990-91 to 1998-99.
- Between 1990-91 to 1998-99, on an average 63.9 percent of the Union Budget spent on children in difficult circumstances has gone into child labour programmes. From 1990-91 to 1994-95, the average expenditure on child labour was 14.7 percent of the total expenditure on children in difficult circumstances. This proportion increased drastically to more than 80 percent from 1995-96 onwards.
- The budgetary commitment to the category of children in difficult circumstances is poor. In spite of the very low budgeted programmes for these children, there is major underutilisation of funds.
- While it is encouraging to find no external aid for programmes for children in need of special protection, it is also quite worrying to find that the Centre on its own, has not been able to do much for these children.

Annexure V

Union Budget for Individual Schemes/Programmes on Child Protection

Schemes of the Ministry of Labour

National Child Labour Projects

Table 1

Budget Estimates, Revised Estimates, Actual Expenditure on National Child Labour Projects

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	32.0	25.0	12.0
1991-92	35.0	30.0	16.5
1992-93	21.5	21.5	16.3
1993-94	32.0	32.0	0.3
1994-95	0.6	36.3	14.4
1995-96	330.0		339.2
1996-97	543.0	393.4	330.3
1997-98	778.0	350.0	129.8
1998-99	495.0	190.0	254.8
1999-00	390.0	328.0	NA
2000-01	350.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)
 ■ Ministry of Labour

Strengthening of Child Labour Cell

Table 2

Budget Estimates, Revised Estimates, Actual Expenditure on Strengthening of Child Labour Cell

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	0.7	0.7	0.2
1991-92	0.8	0.8	0.2
1992-93	0.7	0.4	0.3
1993-94	0.8	0.8	0.3
1994-95	1.0	1.0	0.6
1995-96	1.0		0.3
1996-97	2.0	2.0	1.9
1997-98	2.3	2.3	1.2
1998-99	1.0	1.8	0.8
1999-00	1.0	1.0	NA
2000-01	1.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)
■ Ministry of Labour

Grants to Voluntary Agencies

Table 3

Budget Estimates, Revised Estimates, Actual Expenditure on Grants to Voluntary Agencies

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	3.2	2.3	1.6
1991-92	4.8	3.0	1.6
1992-93	2.0	1.8	0.5
1993-94	2.6	2.6	3.1
1994-95	5.5	5.5	0.7
1995-96	8.0		2.7
1996-97	10.0	4.0	6.3
1997-98	4.0	5.0	3.8
1998-99	4.0	9.0	7.3
1999-00	9.0	11.0	NA
2000-01	9.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)
■ Ministry of Labour

Schemes of the Ministry of Social Justice and Empowerment

Central Adoption Resource Agency

Table 4

Budget Estimates, Revised Estimates, Actual Expenditure on Central Adoption Resource Agency

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91		0.5	0.1
1991-92	1.4	1.4	0.4
1992-93	2.0	2.0	0.4
1993-94	2.0	2.0	1.1
1994-95	2.0	2.0	1.2
1995-96	2.0	2.0	0.9
1996-97	2.0	2.0	1.2
1997-98	2.0	1.9	1.6
1998-99	1.0	1.0	1.0
1999-00	10.0	10.0	NA
2000-01	20.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Social Justice and Empowerment

Scheme for Assistance to Homes for Infants and Young Children for Promoting In-country Adoption

Table 5

Budget Estimates, Revised Estimates, Actual Expenditure on Scheme for Assistance to Homes for Infants and Young Children for Promoting In-country Adoption

Union Budget

Rupees in millions

Year	BE	RE	AE
1992-93	5.1	5.1	0.8
1993-94	5.0	5.0	4.0
1994-95	5.5	5.5	5.5
1995-96	10.0	10.0	6.4
1996-97	10.0	10.0	4.9
1997-98	10.0	9.5	7.7
1998-99	39.0	20.0	12.5
1999-00	20.0	20.0	NA
2000-01	27.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Social Justice and Empowerment

Scheme of Prevention and Control of Juvenile Social Maladjustment

Table 6

Budget Estimates, Revised Estimates, Actual Expenditure on Scheme of Prevention and Control of Juvenile Social Maladjustment

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	38.0	38.0	40.2
1991-92	57.0	37.0	44.6
1992-93	47.5	47.5	54.6
1993-94	47.5	47.5	11.1
1994-95	27.7	27.1	30.0
1995-96	18.4	18.4	7.0
1996-97	19.9	19.9	27.1
1997-98	19.9	19.9	43.1
1998-99	80.0	80.0	2.9
1999-00	100.0	100.0	NA
2000-01	121.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)
 ■ Ministry of Social Justice and Empowerment

Integrated Programme for Street Children

Table 7

Budget Estimates, Revised Estimates, Actual Expenditure on Integrated Programme for Street Children

Union Budget

Rupees in millions

Year	BE	RE	AE
1992-93	14.0	14.0	
1993-94	30.0	30.0	11.1
1994-95	50.0	30.0	30.0
1995-96	50.0	50.0	28.2
1996-97	45.0	45.0	39.0
1997-98	60.0	40.0	34.8
1998-99	80.0	111.5	40.0
1999-00	90.0	90.0	NA
2000-01	95.0	NA	NA

Sources : Detailed Demands for Grants (1990-91 to 2000-01)
 ■ Ministry of Social Justice and Empowerment

Services to Children in Need of Care and Protection

Table 8

Budget Estimates, Revised Estimates, Actual Expenditure on Services to Children in Need of Care and Protection

Union Budget

Rupees in millions

Year	BE	RE	AE
1990-91	51.4	51.4	51.3
1991-92	90.5	65.5	52.6
1992-93	62.0	62.0	51.8
1993-94	2.0	2.0	0.1
1994-95	2.0	2.0	
1995-96	2.0	2.0	
1996-97	0.5	0.5	
1997-98	0.1	0.1	
1998-99	0.1		

Sources: Detailed Demands for Grants (1990-91 to 2000-01)

■ Ministry of Social Justice and Empowerment

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List of Abbreviations

AE	Actual Expenditure
AIDS	Acquired Immuno Deficiency Syndrome
BE	Budget Estimates
CARA	Central Adoption Resource Agency
CRC	Convention on the Rights of the Child
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour
JJ	Juvenile Justice
MOU	Memorandum of Understanding
NA	Not Available
NAECL	National Authority for Elimination of Child Labour
NGO	Non-Governmental Organisation
NRCCCL	National Resource Centre on Child Labour
RE	Revised Estimates
SAARC	South Asia Association for Regional Co-operation
SC	Scheduled Caste

