

# Human Development, Poverty and Public Programmes

## 11 CHAPTER

*The ultimate objective of development planning is human development or increased social welfare and well-being of the people of a nation. This goal is also important because the sustainability of the development process hinges upon the quality of life enjoyed by the people. A healthy and educated population leads to increased productivity which, in turn, can contribute effectively to output growth. Development strategy, therefore, needs to continuously strive for broad-based improvement in standards of living. High growth is essential to generate resources for social spending. However, the fruits of growth need to be shared equitably among all sections of society. Especially, it needs to be ensured that the weaker and disadvantaged sections are not left out of the benefits of growth. The inclusive growth strategy being pursued in the Eleventh Plan has this very objective as it aims to ensure that higher growth of the economy helps overcome the problems of chronic poverty, ignorance and disease.*

11.2 This chapter brings out the comparative international standing of India in terms of human development and the areas needing greater emphasis for better performance. It also studies the recent trends in social sector spending by Central and State Governments. Thereafter, it highlights the important issues concerning poverty and employment followed by the progress made in various public programmes in the social sector. These include rural infrastructure and development, education, health, women and child development, welfare and development of weaker sections of society, social security and related issues. This chapter also briefly reviews the status of international negotiations on climate change as well as India's stand and the action being taken to address this important issue.

### HUMAN DEVELOPMENT AND THE GENDER SITUATION

11.3 As per the United Nations Development Programme (UNDP) Human Development Report 2009 (HDR 2009), the Human Development Index

(HDI) for India in 2007 was 0.612 on the basis of which India is ranked 134 out of 182 countries of the world placing it at the same rank as in 2006. The HDI is based on three indicators, namely GDP per capita (PPP US \$), life expectancy at birth, and education as measured by adult literacy rate and gross enrolment ratio (combined for primary, secondary and tertiary education). The value of HDI for India gradually increased from 0.427 in 1980 to 0.556 in 2000 and went up to 0.612 in 2007. The movement of the index value in some of the comparable countries (Table 11.1) indicates that improvement in HDI in India in recent years has been better than in most of them.

11.4 This trend indicating improvement in the HDI powered by per capita income growth for India is heartening though there is no room for complacency as India is still in the Medium Human Development category with even countries like China, Sri Lanka and Indonesia having better ranking. India's HDI rank is also lower than its per capita GDP (PPP US \$) rank by six notches, indicating that our human development effort still needs to catch up with the

**Table 11.1 : Human development index trends**

Country	1980	1985	1990	1995	2000	2005	2006	2007	Avg. annual growth rate
									2000-07
Poland	....	.....	0.806	0.823	0.853	0.871	0.876	0.880	0.45
Brazil	0.685	0.694	0.710	0.734	0.790	0.805	0.808	0.813	0.41
Russia	....	....	0.821	0.777	....	0.804	0.811	0.817	.....
Turkey	0.628	0.674	0.705	0.730	0.758	0.796	0.802	0.806	0.87
Thailand	0.658	0.684	0.706	0.727	0.753	0.777	0.780	0.783	0.57
China	0.533	0.556	0.608	0.657	0.719	0.756	0.763	0.772	1.00
Sri Lanka	0.649	0.670	0.683	0.696	0.729	0.752	0.755	0.759	0.57
Indonesia	0.522	0.562	0.624	0.658	0.673	0.723	0.729	0.734	1.25
Vietnam	....	0.561	0.599	0.647	0.690	0.715	0.720	0.725	0.71
Egypt	0.496	0.552	0.580	0.631	0.665	0.696	0.700	0.703	0.81
<b>India</b>	<b>0.427</b>	<b>0.453</b>	<b>0.489</b>	<b>0.511</b>	<b>0.556</b>	<b>0.596</b>	<b>0.604</b>	<b>0.612</b>	<b>1.36</b>

Source: HDR 2009.

progress made in GDP per capita. The existing gap between the health and education indicators of India and those in the developed world and even many developing countries needs to be bridged at a faster pace. According to the Report, life expectancy at birth in India was 63.4 years in 2007 as against 80.5 years in Norway, 81.4 years in Australia, 74.0 years in Sri Lanka and 72.9 years in China. Adult literacy rate (aged 15 and above) in 1999-2007 was 66.0 per cent in India as against near 100 per cent in many of the developed nations, 93.3 per cent in China and 92.0 per cent in Indonesia. Combined gross enrolment ratio in education in 2007 was 61 per cent

in India as against 99.3 per cent in Canada, 98.6 per cent in Norway, 78.0 per cent in Thailand and 76.4 per cent in Egypt (Table 11.2).

11.5 In terms of the Gender Development Index (GDI), with an index value of 0.594, India ranks 114 out of 155 countries. When the HDI ranks used are recalculated for the countries with a GDI value, a zero count for HDI rank minus GDI rank is obtained for India which is indicative of the same status of world ranking in terms of gender development and human development. Therefore, continued efforts are called for in the area of gender development.

**Table 11.2: India's global position in human development 2007**

Country	HDI	GDP per capita (PPP US \$)	Life Expectancy at birth(yrs)	Adult Literacy Rate (% aged 15 yrs & above)	Combined Gross Enrol. Ratio in education(%)
	2007	2007	2007	1999-2007	2007
Poland	0.880(41)	15,987	75.5	99.3	87.7
Brazil	0.813(75)	9,567	72.2	90.0	87.2
Russia	0.817(71)	14,690	66.2	99.5	81.9
Turkey	0.806(79)	12,955	71.7	88.7	71.1
Thailand	0.783(87)	8,135	68.7	94.1	78.0
China	0.772(92)	5,383	72.9	93.3	68.7
Sri Lanka	0.759(102)	4,243	74.0	90.8	68.7
Indonesia	0.734(111)	3,712	70.5	92.0	68.2
Vietnam	0.725(116)	2,600	74.3	90.3	62.3
Egypt	0.703(123)	5,349	69.9	66.4	76.4
<b>India</b>	<b>0.612(134)</b>	<b>2,753</b>	<b>63.4</b>	<b>66.0</b>	<b>61.0</b>

Source: HDR 2009.

Figures in parentheses in col.2 give ranking among 182 countries.

## TRENDS IN INDIA'S SOCIAL-SECTOR EXPENDITURES

11.6 Central government expenditure on social services and rural development has gone up consistently over the years (Table 11.3). The share of Central Government expenditure on social services including rural development in total expenditure (Plan and non-Plan) has increased from 10.46 per cent in 2003-04 to 19.46 per cent in 2009-10 (BE). Central support for social programmes has continued to expand in various forms although most social-sector subjects fall within the purview of the States. Major programme specific funding is available to the States through centrally sponsored schemes.

11.7 Expenditure on social services which include education, sports, art and culture, medical and public health, family welfare, water supply and sanitation, housing, urban development; welfare of Scheduled Castes (SCs), Scheduled Tribes (STs) and other Backward Classes (OBCs), labour and labour welfare, social security and welfare, nutrition, relief for natural calamities, etc. by the General Government (Centre and States combined) has also shown increase in recent years (Table 11.4) reflecting higher priority to social services. Expenditure on social services as a proportion of total expenditure increased from 19.9

per cent in 2004-05 to 21.6 per cent in 2006-07 and further to 23.8 per cent in 2009-10 (BE). Expenditure on education as a proportion of total expenditure has increased from 9.7 per cent in 2004-05 to 10.6 per cent in 2009-10 (BE). The share of health in total expenditure has also increased from 4.3 per cent in 2004-05 to 4.8 per cent in 2009-10 (BE).

## POVERTY AND INCLUSIVE GROWTH

11.8 The Planning Commission estimates the incidence of poverty on the basis of the large sample surveys on household consumer expenditure conducted by the National Sample Survey Organisation (NSSO) at an interval of approximately five years. The Uniform Recall Period (URP) consumption distribution data of the NSS 61st Round yields a poverty ratio of 28.3 per cent in rural areas, 25.7 per cent in urban areas and 27.5 per cent for the country as a whole in 2004-05. The corresponding poverty ratios from the Mixed Recall Period (MRP) consumption distribution data are 21.8 per cent, 21.7 per cent and 21.8 per cent respectively. While the former consumption data uses a 30-day recall/reference period for all items of consumption, the latter uses a 365-day recall/reference period for five infrequently purchased non-food items, namely clothing, footwear, durable goods, education and

**Table 11.3 : Central Government expenditure (Plan and non-Plan) on social services and rural development**

(as per cent of total expenditure)

ITEM	2003-04 Actual	2004-05 Actual	2005-06 Actual	2006-07 Actual	2007-08 Actual	2008-09(RE)	2009-10(BE)
1. Social services							
a. Education, Sports, Youth Affairs	2.32	2.81	3.71	4.28	4.24	4.07	4.37
b. Health & Family Welfare	1.53	1.64	1.89	1.87	2.08	1.86	1.99
c. Water Supply, Housing, etc.	1.67	1.81	2.08	1.72	2.06	2.34	1.99
d. Information & Broadcasting	0.28	0.26	0.30	0.25	0.22	0.21	0.24
e. Welfare of SCs/STs and OBCs	0.24	0.27	0.33	0.34	0.38	0.35	0.42
f. Labour & Employment	0.18	0.20	0.25	0.32	0.27	0.27	0.23
g. Social Welfare & Nutrition	0.50	0.52	0.84	0.85	0.84	0.73	0.70
h. North-eastern Areas	0.00	0.00	0.00	0.00	0.00	1.58	1.60
i. Other Social Services	0.15	0.34	0.40	-0.17	1.29	1.79	1.82
<b>Total</b>	<b>6.86</b>	<b>7.85</b>	<b>9.79</b>	<b>9.47</b>	<b>11.39</b>	<b>13.19</b>	<b>13.35</b>
2. Rural Development	2.59	1.91	3.12	2.84	2.56	4.55	4.30
3. I) Pradhan Mantri Gramodaya Yojana (PMGY)	0.51	0.56	0.00	0.00	0.00	0.00	0.00
II) Pradhan Mantri Gram Sadak Yojana (PMGSY)*	0.49	0.49	0.83	1.08	1.54	1.70	1.81
4. Social Services, Rural Dev., PMGY and PMGSY	10.46	10.81	13.75	13.38	15.48	19.44	19.46
5. Total Central Government Expenditure	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Source : Budget documents and Ministry of Rural Development.

\* Launched in 2000-01 as a new initiative for basic rural needs. However, the PMGY has been discontinued from 2005-06.

**Table 11.4 : Trends in social services expenditure by Central Government  
(Central and State Governments combined)**

(Rs. crore)						
ITEMS	2004-05 Actual	2005-06 Actual	2006-07 Actual	2007-08 Actual	2008-09 (RE)	2009-10 (BE)
<b>Total Expenditure</b>	8,69,757	9,59,855	11,09,174	12,95,903	16,59,109	18,70,955
<b>Expenditure on Social Services</b>	1,72,812	2,02,672	2,39,340	2,88,500	3,98,828	4,45,751
<b>of which:</b>						
i) Education	84,111	96,365	1,14,744	1,27,547	1,67,981	1,98,842
ii) Health	37,535	45,428	52,126	60,869	76,489	89,314
iii) Others	51,166	60,879	72,470	1,00,084	1,54,358	1,57,595
	<b>As per cent of GDP</b>					
<b>Total Expenditure</b>	26.85	25.90	25.89	26.19	29.76	30.35
<b>Expenditure on Social Services</b>	5.33	5.47	5.59	5.83	7.15	7.23
<b>of which:</b>						
i) Education	2.60	2.60	2.68	2.58	3.01	3.23
ii) Health	1.16	1.23	1.22	1.23	1.37	1.45
iii) Others	1.58	1.64	1.69	2.02	2.77	2.56
	<b>As per cent of total expenditure</b>					
<b>Expenditure on Social Services</b>	19.9	21.1	21.6	22.3	24.0	23.8
<b>of which:</b>						
i) Education	9.7	10.0	10.3	9.8	10.1	10.6
ii) Health	4.3	4.7	4.7	4.7	4.6	4.8
iii) Others	5.9	6.3	6.5	7.7	9.3	8.4
	<b>As per cent of social services expenditure</b>					
i) Education	48.7	47.5	47.9	44.2	42.1	44.6
ii) Health	21.7	22.4	21.8	21.1	19.2	20.0
iii) Others	29.6	30.0	30.3	34.7	38.7	35.4

Source: RBI as obtained from Budget Documents of Union and State Governments.  
BE: budget estimates; RE: revised estimates.

institutional medical expenses, and a 30-day recall/reference period for remaining items. The percentage of poor in 2004-05 estimated from the URP consumption distribution of NSS 61st Round consumer expenditure data is comparable with the

poverty estimates of 1993-94(50th round), which was 36 per cent for the country as a whole. The percentage of poor in 2004-05 estimated from the MRP consumption distribution of NSS 61st Round consumer expenditure data is roughly comparable with the poverty estimates of 1999-2000 (55th round), which was 26.1 per cent for the country as a whole (Table 11.5).

**Table 11.5 : Poverty ratios by URP and MRP**

(per cent)			
Sl. No.	Category	1993-94	2004-05
<b>By URP Method</b>			
1	Rural	37.3	28.3
2	Urban	32.4	25.7
3	All India	36.0	27.5
<b>By MRP Method</b>			
		<b>1999-2000</b>	<b>2004-05</b>
4	Rural	27.1	21.8
5	Urban	23.6	21.7
6	All India	26.1	21.8

Source : Planning Commission

### Methodology for estimation of poverty and BPL households

11.9 The official estimates of poverty and the number of BPL households have been criticized on various counts. Keeping this in view, two committees were constituted to look into these issues.

### Report of the Planning Commission Expert Group

11.10 The Planning Commission set up an expert group to examine the issue and suggest a new

poverty line and estimates. The expert group has submitted its report (Box 11.1) which is being examined by the Government.

### *Committee for the Estimation of BPL households in Rural areas*

11.11 The committee constituted by the Ministry of Rural Development for suggesting a methodology for estimation of BPL households in rural areas observed that the national poverty line at Rs 356 per capita per month in rural areas and Rs 539 per capita per month in urban areas at 2004-05 prices permitted both rural and urban people to consume about 1,820 k calories as against the desired norm of 2,400/2,100 k calories. Hence, a large number of the rural poor got left out of the BPL status benefits as in order to consume the desired norm of 2,400/2,100 k calories, the cut-off line for determining BPL status should have been around Rs 700 in rural areas and Rs 1,000 in urban. The committee, therefore recommended that the percentage of people entitled to BPL status should be revised upwards to at least

50 per cent though the calorie norm of 2,400 would require this to be 80 per cent. The Committee, based upon available studies, also observed, inter-alia, the following:

- At any given point of time, the calorie intake of the poorest quartile continues to be 30 to 50 per cent less than the calorie intake of the top quartile of the population, despite it needing more calories because of harder manual work.
- Calorie consumption of the bottom 50 per cent of the population has been consistently decreasing since 1987, which is a matter of concern.

11.12 Thus the recommendations of both committees suggest an increase in BPL families coverage. This in turn implies automatic expansion in the coverage of the public distribution system (PDS) and other Government schemes where beneficiaries are decided on BPL basis. The additional Government expenditure implications are also apparent.

### **Box 11.1 : Important recommendations and estimates of the Planning Commission Expert Group (Tendulkar Committee) regarding poverty lines**

- Poverty estimates to continue to be based on private household consumer expenditure of Indian households collected by the National Sample Survey Organization (NSSO).
- Need to move away from anchoring the poverty lines to a calorie *intake* norm.
- Since for canvassing household expenditure on a recall basis, the NSSO has decided to shift to an MRP-based estimates for all its consumption surveys in future, there is need to adopt the MRP-based estimates of consumption expenditure as the basis for future poverty lines as against the previous practice of using URP estimates. This change captures the household consumption expenditure of poor households on low-frequency items of purchase more satisfactorily.
- MRP equivalent of the urban poverty line basket (PLB) corresponding to 25.7 per cent urban headcount ratio as the new reference PLB to be provided to rural as well as urban population in all the states after suitable adjustments.
- The proposed reference PLB takes into account all items of consumption (except transport and conveyance) for construction of price indices. Separate allowance for private expenditure on transport and conveyance has been made in the recommended poverty lines.
- The proposed price indices are based on the household-level unit values (approximated price data) obtained from the 61st round (July 2004 to June 2005) of the NSS on household consumer expenditure for food, fuel and light, clothing and footwear at the most detailed level of disaggregation and hence much closer to the actual prices paid by consumers in rural and urban areas. Price indices for health and education were also obtained from unit-level data from related National Sample Surveys. The proposed price indices (Fisher Ideal indices in technical terms) incorporate both the observed all-India and state-level consumption patterns in the weighting structure of the price indices. For rent and conveyance, the actual expenditure share for these items was used to adjust the poverty line for each state.
- The new poverty lines seek to enable the rural as well as urban population in all the States to afford the recommended all-India urban PLB after taking due account of within-State rural-urban and inter-State differentials (rural and urban) incorporating observed consumer behaviour both at the all-India and State levels.
- The all-India rural headcount ratio and all-India combined headcount ratio using the recommended procedure is 41.8 per cent and 37.2 per cent in comparison with official estimates of 28.3 per cent and 27.5 per cent respectively. Poverty at all-India level in 1993-94 was 50.1 per cent in rural areas, 31.8 per cent in urban areas and 45.3 per cent in the country as a whole as compared to the 1993-94 official estimates of 37.2 per cent rural, 32.6 per cent urban and 36.0 per cent combined. Thus, even though the suggested new methodology gives a higher estimate of rural and combined rural-urban headcount ratio at the all-India level for 2004-05, the extent of poverty reduction in comparable percentage point decline between 1993-94 and 2004-05 is not very different from that inferred using the old methodology.

## INEQUALITY

11.13 Inequality in India in comparison to other countries as reflected in the Gini Index, which is a measure of unequal distribution of income (or consumption) among individuals or households, is given in the HDR 2009. The lower (higher) the number, the more equal (unequal) is the distribution. At 36.8, India's Gini index was more favourable than that of comparable countries like Brazil(55), Turkey(43.2), Thailand(42.5), China(41.5), Indonesia(39.4), Vietnam(37.8) and even the USA (40.8), Singapore(42.5), Hong Kong(43.4) and Portugal(38.5), which are otherwise ranked very high in human development. At 8.6, the ratio of the richest 10 per cent of population to the poorest 10 per cent was also lower than in these countries.

11.14 Inter-State inequality in India as reflected in the Lorenz ratio ( which like Gini Index is used as a measure of relative inequality) has been estimated by the NSSO based on household consumer expenditure for 2004-05. For rural India, the Lorenz ratio for total consumption expenditure was 0.30 while for urban India, it was 0.37 indicating, as expected, higher relative inequality in urban areas. Lower inequality was seen in rural areas of Assam (0.197), Meghalaya(0.155) and Manipur(0.158) than in Kerala(0.341), Haryana(0.323), Tamil Nadu(0.315) and Maharashtra(0.310). Similarly, lower inequality was seen in the urban areas of Arunachal Pradesh(0.243), Jammu & Kashmir(0.244), Meghalaya(0.258) and Manipur(0.175) than in Chattisgarh(0.439), Goa(0.405), Kerala(0.400), and Madhya Pradesh(0.397). As expected, disparity in consumption of durable goods was much higher than in the consumption of cereals.

## EMPLOYMENT

11.15 As noted in Economic Surveys of previous years based on NSSO data, employment on a current daily status (CDS) basis during 1999-2000 to 2004-05 had accelerated significantly as compared to the growth witnessed during 1993-94 to 1999-2000. During 1999-2000 to 2004-05, about 47 million work opportunities were created compared to only 24 million in the period between 1993-94 and 1999-2000. Employment Growth accelerated from 1.25 per cent per annum to 2.62 per cent per annum. However, since the labour force grew at a faster rate of 2.84 per cent than the work force, unemployment rate also rose. The incidence of unemployment on CDS basis increased

from 7.31 per cent in 1999-2000 to 8.28 per cent in 2004-05.

## Unemployment

11.16 A comparison between the different estimates of unemployment (Table 11.6) indicates that the CDS estimate of unemployment rate being the broadest is the highest. The higher unemployment rates according to the CDS approach compared to the weekly status and usual status approaches indicates a high degree of intermittent unemployment. It captures the unemployed days of the chronically unemployed, the unemployed days of the usually employed who become intermittently unemployed during the reference week and unemployed days of those classified as employed according to the criterion of current weekly status.

**Table 11.6 : All-India rural & urban unemployment rates\* for NSS 61st round: Different estimates 2004-05**

Sl. No.	Estimate**	Rural	Urban
1	UPS	2.5	5.3
2	US(adj.)	1.7	4.5
3	CWS	3.9	6.0
4	CDS	8.2	8.3

Source: NSS Report No. 515(part I).

\* as per cent of labour force \*\*UPS–Usual Principal Status, US(adj.)–Usually unemployed excl. Subsidiary Status workers, CWS–Current Weekly Status and CDS–Current Daily Status.

## Employment in the Organized Sector

11.17 Employment growth in the organized sector, public and private combined, has declined during the period between 1994 and 2007. This has primarily happened due to the decline of employment in the public organized sector. Employment in establishments covered by the Employment Market Information System of the Ministry of Labour grew at 1.20 per cent per annum during 1983-94 but decelerated to -0.03 per cent per annum during 1994-2007. However, the latter decline was mainly due to a decrease in employment in public-sector establishments from 1.53 per cent in the earlier period to -0.57 per cent in the later period, whereas the private sector showed acceleration in the pace of growth in employment from 0.44 per cent to 1.30 per cent per annum (Table 11.7).

**Table 11.7 : Rate of growth of employment in organized sector**

(per cent per annum)		
	1983-94	1994-2007
Public Sector	1.53	-0.57
Private Sector	0.44	1.30
Total Organized	1.20	-0.03

Source: Eleventh Five Year Plan Document and Ministry of Labour and Employment

### Effect of global financial crisis and economic slowdown

11.18 Employment opportunities in the current financial year were affected by the global financial crisis and economic slowdown in India. While comprehensive employment data for the current financial year are not available, some sample surveys conducted by the Labour Bureau, Ministry of Labour and Employment, indicated employment losses in the wake of the global financial crisis and economic slowdown. The Government was concerned about the possible impact of the global financial crisis on

the Indian economy, including employment, and several measures, financial and fiscal, were taken. The latest sample survey of the Labour Bureau indicates job gains in the sectors covered (Box 11.2).

## SOCIAL-SECTOR INITIATIVES

### Poverty-alleviation and employment-generation programmes

11.19 Several poverty-alleviation and employment-generation programmes are being implemented by the Government. The important among these are listed below.

- (i) *The National Rural Employment Guarantee Scheme (NREGS)*, was launched in February 2006 in 200 most backward districts in the first phase and was expanded to 330 districts during 2007-08. The coverage was extended to all rural districts of the country in 2008-09. At present, 619 districts are covered under the NREGS. During the year 2008-09, more than 4.51 crore households were provided employment under the scheme. As against the

### Box 11.2 : Estimates of job losses/gains during the global economic crisis and recent recovery.

The findings of the Report on Effect of Economic Slowdown on Employment in India (July-September 2009) based upon the fourth quarterly quick employment sample survey conducted by the Labour Bureau, Ministry of Labour and Employment, are:

- The fourth quarterly quick employment survey was launched in the third week of October 2009 and all the units covered in the previous survey were revisited. In the survey, information was collected from 2,873 units by covering 21 centres spread across 11 States/UTs. Eight sectors, namely textiles, leather, metals, automobiles, gems & jewellery, transport, IT/BPO and handloom/powerloom were covered.
- At overall level, employment has increased by about 5 lakh during July-September, 2009 over June 2009. During the previous quarter of April-June 2009 employment had declined by 1.31 lakh at overall level.
- All the seven sectors, except leather, have registered an increase in employment during the quarter July-September 2009 over June 2009. On the contrary, during April-June 2009 quarter all sectors, except leather, automobiles and handloom/powerloom, experienced a decrease in employment, probably due to seasonality.
- Employment during the July-September 2009 quarter has increased substantially in textiles (3.18 lakh) followed by metals (0.65 lakh) and gems & jewellery (0.58 lakh). However, the previous quarterly survey for the period April-June 2009 found that employment had declined in all three sectors by 1.54 lakh, 0.01 lakh and 0.20 lakh respectively.
- The previous quarterly survey results for the period April-June 2009 over March 2009 showed a substantial decline in the employment of direct category workers. As a departure from the April-June 2009 quarter wherein the employment of direct category of workers had declined, a significant increase was observed during the July-September 2009 quarter. About 80 per cent of the increase in employment that occurred during the July-September 2009 quarter was in direct category workers.
- Though increase in employment is more in non-exporting units, exporting units have also shown a significant recovery by registering an increase in employment to the extent of 2.04 lakh during July-September 2009 over June 2009.
- By comparing the results of the different quarters studied, it may be observed that employment declined by 4.91 lakh during the October-December 2008 quarter, increased by 2.76 lakh during January-March 2009, again declined by 1.31 lakh during April-June 2009; and then increased by 4.97 lakh during the July-September 2009 quarter. Thus, even on the basis of this small sample, estimated employment in the selected sectors has experienced a net addition of 1.51 lakh during the last one-year period from October 2008 to September 2009.

budgeted outlay of Rs 39,100 crore for the year 2009-10, an amount of Rs 24,758.50 crore has been released to the States/UTs till December 2009. During the year 2009-10, 4.34 crore households have been provided employment under the scheme. Out of the 182.88 crore person days created under the scheme during this period, 29 per cent and 22 per cent were in favour of SC and ST population respectively and 50 per cent in favour of women.

(ii) *Swarnjayanti Gram Swarozgar Yojana (SGSY):*

The Swarnjayanti Gram Swarozgar Yojana (SGSY) was launched in April 1999 after restructuring of the Integrated Rural Development Programme (IRDP) and allied programmes. It is a self-employment programme for the rural poor. The objective of the SGSY is to bring the assisted *swarozgaris* above the poverty line by providing them income-generating assets through bank credit and Government subsidy. The scheme is being implemented on a cost-sharing basis between the Centre and States of 75:25 for non-north-eastern states and 90:10 for north-eastern states. Up to December 2009, 36.78 lakh self-help groups (SHGs) had been formed and 132.81 lakh *swarozgaris* have been assisted with a total investment of Rs 30,896.08 crore.

(iii) *Swarna Jayanti Shahari Rozgar Yojana (SJSRY):*

The Government has recently revamped the SJSRY with effect from April 1, 2009. The scheme provides gainful employment to the urban unemployed and underemployed poor, by encouraging the setting up of self-employment ventures by the urban poor and also by providing wage employment and utilizing their labour for construction of socially and economically useful public assets. The revamped SJSRY has five components: (a) the Urban Self-Employment Programme (USEP) which targets individual urban poor for setting up of micro enterprises; (b) the Urban Women Self-help Programme (UWSP) which targets urban poor women self-help groups for setting up of group enterprises and providing them assistance through a revolving fund for thrift and credit activities; (c) Skill Training for Employment Promotion amongst Urban Poor (STEP-UP) which targets the urban poor for imparting quality training so as to enhance their employability for self-employment or better salaried employment; (d) the Urban Wage

Employment Programme (UWEP) which seeks to assist the urban poor by utilizing their labour for the construction of socially and economically useful public assets, in towns having population less than 5 lakh as per the 1991 census; and (e) the Urban Community Development Network (UCDN) which seeks to assist the urban poor in organizing themselves into self-managed community structures so as to gain collective strength to address the issues of poverty facing them and participate in effective implementation of urban poverty-alleviation programmes. Budget allocation for the SJSRY scheme for 2009-10 is Rs 515.00 crore of which Rs 363.12 crore had been utilized till December 31, 2009. During 2009-10, as reported by States/UTs, 28,613 urban poor have been assisted to set up individual enterprises, 13,453 urban poor women have been assisted in setting up group enterprises, 27,463 urban poor women have been assisted through a revolving fund for thrift and credit activities and 85,185 urban poor have been imparted skill training.

## Social Protection Programmes

11.20 In view of the predominance of informal-sector workers in the workforce, there is need for expansion in the scope and coverage of social security schemes for these unorganized workers so that they are assured of a minimum level of social protection. Many measures were taken by the Government of India along these lines (Box 11.3).

## Rural Infrastructure and Development

11.21 Substantial progress was made by the Central Government in creating rural infrastructure during the year. This was in accordance with the commitment to faster social-sector development to remove disparities under the Eleventh Five Year Plan. These include Bharat Nirman, the Total Sanitation Campaign (TSC) and the National Rural Health Mission. It is evident that the focus of these programmes is on providing better facilities and quality of life to rural population.

### *Bharat Nirman*

11.22 This programme, launched in 2005-06 for building infrastructure and basic amenities in rural areas, has six components, namely rural housing, irrigation potential, drinking water, rural roads, electrification and rural telephony. It is an important initiative for reducing the gap between rural and urban



### Box 11.3 : Recent measures for social protection

**Aam Admi Bima Yojana (AABY):** Under this scheme launched on October 2, 2007, insurance will be provided against natural as well as accidental death and partial/permanent disability to the head of the family of rural landless households in the country. Up to September 30, 2009, the Scheme had covered 81.99 lakh lives.

**Rashtriya Swasthya Bima Yojana (RSBY):** The RSBY was launched on October 1, 2007 for BPL families (a unit of not more than five) in the unorganized sector. The total sum insured is Rs 30,000 per family per annum. The premium is shared on a 75:25 basis by the Centre and the State Government. In case of north-eastern States and Jammu & Kashmir, the premium is shared in a 90:10 ratio. The beneficiary is entitled to cashless transactions through a smart card. The RSBY became operational from April 1, 2008. Till January 12, 2010, 26 States/Union Territories have initiated the process of implementing the scheme. Out of these, 22 States/UTs, namely Assam, Rajasthan, Haryana, Punjab, NCT of Delhi, Gujarat, Bihar, Himachal Pradesh, Kerala, Maharashtra, Tamil Nadu, Uttar Pradesh, Jharkhand, Uttarakhand, West Bengal, Goa, Nagaland, Chattisgarh, Meghalaya, Tripura, Orissa and Chandigarh Administration, have started issuing smart cards and more than 97.19 lakh cards have been issued.

**The Unorganized Workers' Social Security Act 2008:** The Act has the objective of providing social security to unorganized workers. The Unorganised Workers' Social Security Rules 2009 have also been framed. The Act has come into force w.e.f. May 16, 2009. It provides for constitution of a National Social Security Board and State Social Security Boards which will recommend social security schemes for these workers. The National Social Security Board has since been constituted and has met twice. The Board has made some recommendations regarding extension of social security schemes to certain additional segments of unorganized workers.

**Bilateral social security agreements:** Bilateral social security agreements have been signed with Belgium, France, Germany, Switzerland, Luxemburg and Netherlands to protect the interests of expatriate workers and companies on a reciprocal basis. Negotiations for similar agreements with other countries like Czech Republic, Norway, Hungary, Denmark, Canada and Republic of Korea have been completed. Negotiations are in progress with several other countries. These agreements help workers by providing exemption from social security contribution in case of posting, totalisation of contribution periods and exportability of pension in case of relocation to the home country or any third country.

areas and improving the quality of life of people in rural areas. The allocation in 2009-10 for Bharat Nirman was stepped up by 45 per cent over 2008-09(BE). Up to December 2009, a total length of about 2,50,554 km of roads has been completed under the PMGSY with a cumulative expenditure of Rs 59,800 crore. Under rural roads component of Bharat Nirman 33,812 habitations have been provided all weather road connectivity upto December, 2009 and projects for connecting 20,067 habitations are at different stages. Under phase I of the rural housing component of Bharat Nirman, 60 lakh houses were envisaged through the Indira Awaas Yojana all over the country during the four years from 2005-06 to

2008-09. Against this target, 71.76 lakh houses were constructed with an expenditure of Rs 21,720.39 crore. It has now been proposed to double this target and to construct 120 lakh houses during the next five-year period starting from the current year 2009-10. During the current financial year, as against the target of construction of 40.52 lakh houses, 18.57 lakh houses have been constructed so far. Under Bharat Nirman for rural water supply, Rs 4,098 crore in 2005-06, Rs 4,560 crore in 2006-07, Rs 6,441.69 crore in 2007-08 and Rs 7,276.29 crore in 2008-09 have been utilized. In 2009-10, a budgetary provision of Rs 8,000 crore has been made out of which Rs 5,669.88 crore has been utilized (Table 11.8).

**Table 11.8 : Bharat Nirman - Rural drinking water-cumulative achievements**

Component	Target (at the beginning of Bharat Nirman)	Cumulative achievements*
Uncovered habitations to be provided with potable water	55,067	54,589
Slipped-back habitations to be provided with potable water	3,31,604	3,83,106 <sup>a</sup>
Quality-affected habitations to be addressed with potable water	2,16,968	3,15,132 <sup>a</sup>
<b>Total</b>	<b>6,03,639</b>	<b>7,52,827</b>

<sup>a</sup> Higher achievement reported cumulatively as some states have reported coverage of habitations other than those included in Bharat Nirman Programme.

\* As on December 23, 2009.

11.23 In the case of quality-affected habitations, as reported by States, 52,428 habitations have been fully covered by safe water supply. Projects to cover 2,57,512 habitations have been given technical and administrative approval and are under execution. The goal is to cover all water quality-affected habitations with safe drinking water by the end of 2011. Sustainability of drinking water sources and systems has been accorded high priority. In order to enable the rural community to shoulder responsibility in management, operation and maintenance of water supply systems at village level, a decentralized, demand-driven, community-managed approach has been adopted.

11.24 To enable rural schools to provide safe and clean drinking water for children, the Jalmani programme was launched on November 14, 2008 and Rs 100 crore was provided to the States in 2008-09. Under the programme, 100 per cent financial assistance has been provided to States to instal standalone water purification systems in rural schools to allow children access to safe and clean water. During 2009-10, another Rs 100 crore has been made available and allocated to the States.

### *Rural Sanitation: Total Sanitation Campaign (TSC)*

11.25 The annual budgetary support for the TSC was increased from Rs 202 crore in 2003-04 to Rs 1,200 crore in 2009-10. With the scaling up of the TSC, combined with higher resource allocation, programme implementation has improved substantially. Since 1999, over 6.01 crore toilets have been provided to rural households under the TSC. A significant achievement has also been the construction of 9.37 lakh school toilets and 2.95 lakh Anganwadi toilets. The number of households being provided with toilets annually has increased from only 6.21 lakh in 2002-03 to 115 lakh in 2008-09. In 2009-10 (up to December 22, 2009), more than 62 lakh toilets were provided to rural households. The cumulative coverage till now is 61 per cent as against only 21.9 per cent rural households having access to latrines as per Census 2001 data.

11.26 The TSC follows a community-led and people-centred approach. The components of the TSC include start-up activities, Individual household latrines, community sanitary complexes, school sanitation and hygiene education and Anganwadi toilets. To encourage Panchayati Raj institutions (PRIs) to take up sanitation promotion, there is the Nirmal Gram Puraskar (NGP) incentive scheme under

which an award is given to those PRIs that attain a 100 per cent open defecation-free environment. The NGP has been acclaimed internationally as a unique tool of social engineering and community mobilization.

### **Skill Development**

11.27 In the Eleventh Five Year Plan, a comprehensive skill development programme with wide coverage throughout the country has been initiated by the Government. The Coordinated Action Plan for Skill Development has a target of 500 million skilled persons by the year 2022. In this regard, a three-tier institutional structure consisting of (i) the Prime Minister's National Council on Skill Development, (ii) the National Skill Development Coordination Board (NSDCB) and (iii) the National Skill Development Corporation (NSDC), has already been set up to take forward the skill development mission. The NSDCB has addressed to five core areas of skill development, namely (i) curriculum revision on a continuous basis, (ii) vocational education, (iii) apprenticeship training, (iv) accreditation and certification system and (v) skill-gap mapping. The NSDC has been set up to promote private-sector action for skill development, an institutional arrangement in the form of a non-profit corporation in the Ministry of Finance. The Corporation was registered on July 31, 2008 under Section 25 of the Companies Act 1956. The National Skill Development Fund (NSDF) was incorporated as a Trust on January 7, 2009 as a receptacle for funds for the NSDC. A sum of Rs 995.10 crore was subsequently transferred to the Trust. An Investment Management Agreement was concluded between the NSDC and NSDF on March 27, 2009, and a sum of Rs 200 crore from the overall corpus of the Trust was transferred to the NSDC for implementation of its work programme. The NSDC has been mandated to train about 150 million persons by 2022 under the National Skill Development Policy which is now in place. The NSDC Board has received a large number of proposals for providing funding support for skill development and due diligence in respect of these proposals is under way.

### **Unique Identification Authority of India (UIDAI)**

11.28 On June 25, 2009 the Cabinet approved the creation of the position of Chairperson, Unique Identification Authority of India (UIDAI). On July 30, 2009 the Prime Minister has also constituted a

council under his chairmanship to advise the UIDAI and ensure coordination between the ministries, stakeholders and partners. The council will advise the UIDAI on programme, methodology and implementation to ensure coordination between ministries/departments, stakeholders and partners. It will also identify specific milestones for early completion of the project. Initiatives like setting up of the UIDAI have been taken to bring in efficiency in the implementation of Government programmes. Once fully operational, the scheme will, besides facilitating financial inclusion, ensure better governance and improved service delivery so that the targeted group of people is actually benefited by the schemes implemented by the Centre and States. Subsequently, the Government constituted a Cabinet Committee on UIDAI on October 22, 2009. The Committee, inter-alia, will look into all issues relating to the UIDAI including its organisation, plans, policies, programmes, funding and methodology to be adopted for achieving the objectives of the Authority. The main features of the UIDAI model as per the strategy paper prepared by the UIDAI and broadly endorsed by the Prime Minister's council on the UIDAI are given below.

- **The UID number will only provide identity:** The UIDAI's purview will be limited to the issue of unique identification numbers linked to a person's demographic and biometric information. The UID number will only guarantee identity, not rights, benefits or entitlements.
- **The UID will prove identity, not citizenship:** All residents in the country can be issued a unique ID. The UID is proof of identity and does not confer citizenship.
- **A pro-poor approach:** The UIDAI envisions full enrolment of residents, with a focus on enrolling India's poor and underprivileged communities. The Registrars that the Authority plans to partner with in its first phase – the NREGA, RSBY and PDS – will help bring large numbers of the poor and underprivileged into the UID system. The UID method of authentication will also improve service delivery for the poor.
- **Enrolment of residents with proper verification:** Existing identity databases in India are fraught with problems of fraud and duplicate/ghost beneficiaries. To prevent this from seeping into the UIDAI database, the Authority plans to enrol residents into its database with proper verification of their demographic and biometric

information. This will ensure that the data collected is clean from the start of the programme. However, much of the poor and underserved population lacks identity documents, and the UID may be the first form of identification it has access to. The Authority will ensure that the Know Your Resident (KYR) standards don't become a barrier for enrolling the poor, and will devise suitable procedures to ensure their inclusion without compromising on the integrity of the data.

- **A partnership model:** The UIDAI approach leverages the existing infrastructure of Government and private agencies across India. The UIDAI will be the regulatory authority managing a Central ID Data Repository (CIDR), which will issue UID numbers, update resident information and authenticate the identity of residents as required.
- **Enrolment will not be mandated:** The UIDAI approach will be a demand-driven one, where the benefits and services that are linked to the UID will ensure demand for the number. This will not, however, preclude Governments or Registrars from mandating enrolment.
- **The UIDAI will issue a number, not a card:** The Authority's role is limited to issuing the number. This number may be printed on the document/card that is issued by the Registrar.
- **Process to ensure no duplicates:** Registrars will send the applicant's data to the CIDR for de-duplication. The CIDR will perform a search on key demographic fields and on the biometrics for each new enrolment, to ensure that no duplicates exist.
- **Timelines:** The UIDAI will start issuing UIDs in 12-18 months, and it plans to cover 600 million people within four years from the start of the project. This can be accelerated if more Registrars partner with the Authority for both enrolment and authentication. The adoption of UIDs is expected to gain momentum with time, as the UID number establishes itself as the most accepted identity proof in the country.

## Education

11.29 The 86th Constitutional Amendment Act 2002 led to insertion of Article 21-A in Part III of the Constitution that made free and compulsory education for all children between 6 and 14 years of age, a fundamental right. The Right of Children to

Free and Compulsory Education Act 2009 to provide for free and compulsory education for all children of the age 6 to 14 years, was published in the Gazette of India on August 27, 2009 and has the following salient features:

- Every child of the age 6-14 years shall have a right to free and compulsory education in a neighbourhood school till completion of elementary education ;
- The appropriate Government and the local authority shall establish, within such area or limits of neighbourhood, a school where it is not so established, within a period of three years;
- The Central and State Governments shall have concurrent responsibility for providing funds for carrying out the provisions of this Act;
- It shall be the duty of every parent or guardian to admit or cause to be admitted his or her child or ward to an elementary education in the neighbourhood school;
- No school or person shall, while admitting a child, collect any capitation fee and subject the child or his or her parents or guardians to any screening procedure;
- No teacher shall engage himself or herself in private tuition or private teaching activity;
- The Central Government shall constitute by notification a National Advisory Council, consisting of members to be appointed from amongst persons having knowledge and practical experience in the field of elementary education and child development for advising the Central Government on implementation of the provisions of the Act in an effective manner.

### *Elementary and Secondary Education Schemes*

11.30 Universalization of elementary education of adequate quality to ensure satisfactory learning standards among children is an objective that needs to be pursued vigorously. Keeping this objective in view, the progress made in some of the important elementary and secondary education schemes is given below :

- *Sarva Shiksha Abhiyan (SSA)*: The SSA is being implemented in partnership with the States to address the needs of children in the age group of 6-14 years. The achievements of the SSA till September end 2009 are opening of 2,88,155 new schools, construction of 2,40,888 school

buildings, construction of 10,26,831 additional classrooms, 1,84,652 drinking water facilities, construction of 2,86,862 toilets, supply of free textbooks to 9.05 crore children, appointment of 10.11 lakh teachers and in-service training for 21.79 lakh teachers. There has been significant reduction in the number of out-of-school children on account of SSA interventions.

- *Rashtriya Madhyamik Shiksha Abhiyan (RMSA)*: A new centrally sponsored scheme, the RMSA, to enhance access to secondary education and improve its quality was launched in March 2009. The objectives of the scheme are to achieve an enrolment ratio of 75 per cent for Classes IX-X within five years by providing a secondary school within reasonable distance of every habitation, to improve quality of education imparted at secondary level through making all secondary schools conform to prescribed norms, to remove gender, socio-economic and disability barriers, universal access to secondary level education by 2017, i.e. by the end of 12th Five Year Plan and universal retention by 2020. The Central Government shall bear 75 per cent and the State Governments 25 per cent of the project expenditure during the Eleventh Five Year Plan. The funding pattern will be 90:10 for the north-eastern States.
- *National Programme of Midday Meals in Schools*: Under this programme, the Government has revised the food norm for upper primary children by increasing the quantity of pulses from 25 to 30 g, vegetables from 65 to 75 g and decreasing the quantity of oil and fat from 10 to 7.5 g. Upward revision of the cooking cost (excluding labour and administrative charges) for primary to Rs 2.50 and for upper primary to Rs 3.75 has also been made. The cooking cost now includes the cost of pulses, vegetables, oil and fats, salt and condiments and fuel. A separate provision for payment of an honorarium to a cook-cum-helper @ Rs 1000 per month has been made. Transportation assistance for 11 Special Category States— Assam, Arunachal Pradesh, Himachal Pradesh, Jammu & Kashmir, Manipur, Meghalaya, Nagaland, Sikkim, Uttarakhand and Tripura— has been revised to the rate prevalent under the Public Distribution System (PDS) in these States in place of the existing assistance at a flat rate of Rs 125 per quintal. The new rates are effective from December 1, 2009. Besides

the cost of construction of kitchen-cum-store has been revised. The cooking cost, honorarium and cost of construction of kitchen-cum-store will be shared between the Centre and the north-eastern States on a 90:10 basis and other States / UTs on a 75:25 basis.

- **The Kasturba Gandhi Balika Vidyalaya (KGBV):** The KGBV scheme was launched in July 2004 for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities. There are 2573 KGBVs reported to have been sanctioned in the States and 1.96 lakh girls belonging to the SC, ST, OBC & minority communities enrolled in them.
- **Model Schools:** Under the centrally sponsored scheme to establish 6000 high-quality model schools at block level as benchmarks of excellence, the first phase of which was launched in November 2008, 419 schools in 12 States have been approved by the Grants-in-aid Committee (GIAC) during 2009. So far 167 schools in six states have been sanctioned.
- **Girls Hostels In Educationally Backward Blocks:** Under another centrally sponsored scheme to set up Girls Hostels with 100 seats in about 3,500 educationally backward blocks, launched in October 2008, 647 hostels in 14 States have been approved by the GIAC during 2009. So far 163 hostels in seven states have been sanctioned.

### Examination Reform

11.31 Government policies have been focusing on providing quality education and upgrading skills as well as creating a more child-friendly educational environment. After wide consultations held by the Central Board of Secondary Education (CBSE) with various stakeholders including principals, teachers, parents, students, academics and the public, some important decisions were taken (see Box 11.4).

11.32 The Annual Status of Education Report (ASER) facilitated by Pratham, a non-governmental organization (NGO), is an annual survey of rural children conducted by the citizens of India every year since 2005. In 2009 which is its fifth year, the ASER was conducted in 575 districts, over 16,000 villages and 3,00,000 households, surveying almost 7,00,000 children. Over five years, the ASER has observed a clear rise in enrolment (Box 11.5).

### Box 11.4 : Examination reforms

Important decisions taken for reforming the examination system are as follows:

- There will be no Class X board examination with effect from 2011 in CBSE schools.
- The students of Classes IX and X will be assessed on the basis of CCE (Continuous and Comprehensive Evaluation) to be implemented at school level. CCE will be applicable to Class IX students from the session 2009-10.
- For students who wish to move out of their schools and for students in schools that have no higher secondary classes, on-demand examination will be offered by the CBSE from 2011 onwards. Though it is not required for students continuing in the same school in Class XI, they will have the option to appear for on-demand examination to get themselves assessed.
- It has been decided to replace the present system of awarding marks by grades in all subjects in the Class X board examination to be conducted by the CBSE in 2010. Such grading would be continued for on-demand examination of 2011 and beyond and also for CCE.

### Higher and Technical Education

11.33 Quality higher and technical education increases the employability of the youth and can help reap the benefits of India's looming demographic dividend. Some recent steps (see also Box 11.6) in this direction are given below :

- **Scheme of Sub-Mission on Polytechnics under Coordinated Action for Skill Development:** During 2009, 175 districts have been covered for establishment of New polytechnics under the Scheme with financial support of Rs 425.00 crore.
- **Community Development through Polytechnics:** Under this revamped scheme, 703 polytechnics have been included for implementation of this scheme.
- **Indian Institutes of Technology (IITs):** Two new IITs at Indore and Mandi started functioning from the academic session 2009-10.
- **Indian Institutes of Management (IIMs):** During the Eleventh Five Year Plan, one new IIM, namely the Rajiv Gandhi Indian Institute of Management (RGIIM), Shillong (Meghalaya), has been established and has commenced its first

**Box: 11.5 Main findings of ASER 2009**

- In 2009, 96 per cent of children in the age group 6 to 14 in rural India are enrolled in school.
- Fewer girls in the age group 11-14 years were out of school
- In 2009 as in 2008, well over 50 per cent of 5 year olds enrolled in school.
- Learning levels have been improving in Std 1. Overall, the percentage of children in Std 1 who can recognize letters or more has increased from 65.1 per cent in 2008 to 68.8 per cent in 2009. Similarly there is an increase in number recognition, with the percentage of children recognizing numbers or more increasing from 65.3 per cent in 2008 to 69.3 per cent in 2009.
- The all-India figure for the percentage of all rural children in Std 5 reading Std 2-level text shows a decline from 56.2 per cent in 2008 to 52.8 per cent in 2009. This means that well over 40 per cent of all rural children in Std 5 in India are at least three grade levels behind.
- In reading, for government school children in Std 5 in Tamil Nadu there is an 8 percentage point increase over 2008 levels. Karnataka and Punjab also show improvements over the last year. There is hardly any change in other states in reading as compared to 2008.
- In maths, for children in Std 5, for the country as a whole, the ability to do division problems has hardly improved. However, seven states show increases of 5 to 8 percentage points. These states are Himachal Pradesh, Punjab, Assam, West Bengal, Orissa, Andhra Pradesh and Karnataka.
- Nationally, between 2007 and 2009, the percentage of children taking paid tuition increased for every class, in both government and private schools. Only Kerala and Karnataka show a small but consistent decline in the incidence of tuition across government school children in most classes.
- There is an increase in useable toilets and improvements in availability of drinking water. All-India figures indicate that overall, the percentage of schools with no water or toilet provision is declining over time. Water is available in 75 per cent of government primary schools and 81 per cent of upper primary schools.
- Comparisons across the three years (2005, 2007 and 2009) indicate that children's attendance in school, as observed on a random day in the school year, varies considerably across states. There are states like Bihar where less than 60 per cent of enrolled children were attending on the day of the visit compared to southern states where average attendance is well above 90 per cent. In addition, states like Rajasthan, Uttar Pradesh, Jharkhand, Orissa and Madhya Pradesh need to pay more attention to raising attendance in schools. In most states, on the day of the visit, close to 90 per cent of appointed teachers were present in the school.

Source : ASER 2009 Press release dated January 15, 2010 as obtained from website <http://asercentre.org/asersurvey/aser09/pdfdata/.....>

**Box 11.6 : Technical education reforms: Initiatives by the All-India Council for Technical Education (AICTE)**

In order to overcome imbalances in technical education, the AICTE has taken certain initiatives. In order to reduce the imbalance between engineering education and polytechnic education, the Council has permitted a second shift of polytechnic in an existing polytechnic institution and also a second shift of polytechnic in an existing engineering institution. Keeping in view the regional imbalance in student intake among various States of the country, the Council has allowed a second shift of engineering in existing colleges only in those States where the number of seats available in engineering colleges per lakh of population is less than the all-India average. For a balanced growth of various streams of education in engineering and technology, the Council has taken a policy decision to allow establishment of new engineering institutions with at least three conventional branches as a mandatory requirement in States where the number of seats available in engineering colleges per lakh of population is more than the all-India average, whereas in states where the number of seats available in engineering colleges per lakh of population is less than the all-India average, no such restriction is applicable.

academic session from 2008-2009 and the remaining will be set up in Tamil Nadu, Jharkhand, Chhattisgarh, Haryana, Uttarakhand and Rajasthan.

- **Establishment of New Central Universities :** The Central Universities Ordinance 2009 was promulgated by the President on January 15,

2009 for the conversion of three State Universities in Madhya Pradesh, Chhattisgarh and Uttarakhand into Central Universities and establishment of a new Central University each in twelve States. The Ordinance was subsequently replaced by the Central Universities Act 2009. While the three States

Universities stood converted immediately on promulgation of the Ordinance, 11 new Central Universities have also been set up in Bihar, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Orissa, Punjab, Rajasthan and Tamil Nadu, which did not have a Central University. Most of them have already started their academic activities from temporary premises. The Central Universities (Amendment) Ordinance 2009 was promulgated on October 20, 2009 to rename the Central University of Jammu & Kashmir the Central University of Kashmir with territorial jurisdiction limited to Kashmir division and to establish a new university by the name of the Central University of Jammu having territorial jurisdiction extending over Jammu division.

- *National Institute of Technology (NITs)*: The Government of India decided to set up 10 new NITs during the Eleventh Five Year Plan in the States/UTs which do not at present have NITs. Accordingly, the Government has approved setting up of 10 new NITs in Meghalaya, Manipur, Mizoram, Nagaland, Sikkim, Arunachal Pradesh, Goa (also catering to the needs of Daman & Diu, Dadra & Nagar Haveli and Lakshadweep), Puducherry (also catering to the needs of A&N Islands), Delhi (also catering to the needs of Chandigarh) and Uttarkhand.
- One Regional Centre of the Indira Gandhi National Tribal University (IGNTU) Amarkantak has been started in Manipur.
- A scheme to provide interest subsidy for a limited period on the educational loans for students belonging to economically weaker section for pursuing professional studies has been launched.

## Health

11.34 An assessment of the performance of the country's health-related indicators would suggest that significant gains have been made over the years (Table 11.9). However, despite the progress, India fares poorly in most of the indicators in comparison with a number of developing countries like China and Sri Lanka. In addition, the progress in health indicators has been quite uneven across regions (large-scale inter-State variations), gender (male-female differences) as well as space (with significant rural-urban differences).

11.35 The country has a well-structured three-tier public health infrastructure, comprising Community Health Centres (CHCs), Primary Health Centres (PHCs) and sub-centres (SCs) spread across rural and semi-urban areas and tertiary medical care providing multi-speciality hospitals and medical colleges located almost exclusively in urban areas. Improvements in health indicators can be attributed in part to this network of health infrastructure. However, inadequacies in this infrastructure including shortage of personnel, resulted in glaring gaps in coverage and outreach of services, particularly in the rural areas. In order to bridge this gap and provide accessible, affordable, equitable health care, the Government has launched a large number of programmes and schemes.

**Table 11.9 : India — Selected health indicators**

Sl. No.	Parameter	1981	1991	Current level
1.	Crude Birth Rate (CBR) (Per 1000 Population)	33.9	29.5	22.8 (2008)
2.	Crude Death Rate (CDR)(Per 1000 Population)	12.5	9.8	7.4 (2008)
3.	Total Fertility Rate (TFR)(Per women)	4.5	3.6	2.7 (2007)
4.	Maternal Mortality Rate (MMR) (Per 100,000 live births)	NA	NA	254 (2004-06)
5.	Infant Mortality Rate (IMR)(Per 1000 live births)	110	80	53 (2008)
	Male			52
	Female			55
6.	Child (0-4 years) Mortality Rate per 1000 children)	41.2	26.5	16.0 (2007)
7.	Life Expectancy at Birth:	(1981-85)	(1989-93)	(2002-06)
	Total	55.5	59.4	63.5
	Male	55.4	59.0	62.6
	Female	55.7	59.7	64.2

Source : Ministry of Health and Family Welfare/RGI

*National Rural Health Mission (NRHM)*

11.36 The NRHM was launched in 2005 to provide accessible, affordable and accountable quality health services to rural areas with emphasis on poor persons and remote areas. It is being operationalized throughout the country, with special focus on 18 states, which include eight Empowered Action Group States (Bihar, Jharkhand, Madhya Pradesh, Chhattisgarh, Uttar Pradesh, Uttarakhand, Orissa and Rajasthan), the eight north-eastern States, Himachal Pradesh and Jammu & Kashmir.

11.37 Among major innovations of the NRHM are the creation of a cadre of Accredited Social Health Activists (ASHA) and improved hospital care, decentralization at district level to improve intra and inter-sectoral convergence and effective utilization of resources through PRIs, NGOs and the community in general. The NRHM further aims to provide an overarching umbrella to the existing programmes including the Reproductive Child Health Project (RCH-II), Integrated Disease Surveillance and other programmes for treatment of malaria, blindness, iodine deficiency, filaria, kala azar, TB and leprosy by strengthening the public health delivery system at all levels. The SCs, PHCs and CHCs are proposed to be revitalized through better human resource management, including provision

of additional manpower, clear quality standards, revamping of existing medical infrastructure, better community support and untied funds to facilitate local planning and action so as to achieve the goals laid down in the National Population Policy 2000. Further, the Mission, in a sector-wide approach addressing sanitation and hygiene, nutrition and safe drinking water as basic determinants of good health seeks greater convergence among the related social-sector departments, i.e. AYUSH, Women and Child Development, Sanitation, Elementary Education, Panchayati Raj and Rural Development. The expected outcomes of the Mission include reduction of IMR to below 30 per 1,000 live births, MMR to below 100 per 1,00,000 live births and TFR to 2.1 by 2012. ( Box 11.7).

11.38 The NRHM has many achievements as stated above. The Comptroller and Auditor General (CAG) Report on the basis of a performance audit has also observed that the increased patient inflow at PHCs and CHCs and improved institutional deliveries and immunization were an indicator of the Mission's positive impact on health care delivery. The innovative practice of engaging ASHAs has had a positive impact on taking health care to and enhancing awareness of the patient. However, as per the CAG report, the programme also suffers from certain

**Box 11.7 : Achievements under the NRHM**

- **ASHAs/Link Workers:** So far 7.36 lakh ASHAs have been selected, 6.92 lakh trained at least in the first module and there are 4.95 lakh with drug kits in their respective villages.
- **Addition of Human Resources:** Under the NRHM, 2,474 specialists, 8,782 MBBS doctors, 26,253 staff nurses, 46,296 auxiliary nurse midwives (ANMs), 12,485 paramedics have been employed on contract.
- **Conversion of Health Facilities into 24 X 7:** A total of 14,716 Additional Primary Health Centres (APHCs), PHCs, CHCs and other sub-district facilities are functional 24 x 7.
- **Janani Suraksha Yojana Beneficiaries:** Over 2 crore women have so far been covered under the Janani Suraksha Yojana (JSY).
- **Rogi Kalyan Samitis (RKSs):** So far 573 district hospitals (DHs), 4,217 CHCs, 1,111 other than CHC hospitals and 16,568 PHCs have their own Rogi Kalyan Samitis (RKSs) with untied funds for improving quality of health services.
- **Village Health and Sanitation Committees:** So far 4.41 lakh villages (68 per cent) have their own Village Health & Sanitation Committees and each has been provided Rs 10,000/- as untied grant per year.
- **Village Health and Nutrition Days (VH&NDs):** There have been 35 lakh VH&NDs in 2006-07, 49 lakh VH&NDs in 2007-08, 58 lakh VH&NDs in 2008-09 and 29 lakh VH&NDs so far in 2009-10 to reach basic health services.
- **Mobile Medical Units (MMUs):** 343 MMUs functional so far.
- **Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homeopathy (AYUSH)** services have been co-located in 9,608 health facilities and 7,399 AYUSH doctors and 3,110 AYUSH paramedics have been added to the system.
- **Programme Management Units:** Under the NRHM, 580 District Programme Managers, 577 District Accounts Managers, 525 District Data Managers, 639 District Programme Management Units (DPMUs), 3004 Block Managers, 3691 Accountants, 2896 Block PMUs have been added.



weaknesses which need to be addressed to make the NRHM more beneficial. These include the following:

- The NRHM initiated decentralized bottom-up planning. However, district-level annual plans were not prepared during 2005-08 in nine States and in 24 States/UTs, block- and village-level annual plans had not been prepared at all.
- Village-level health and sanitation committees were still to be constituted in nine States.
- The RKSs formed at many health centres, aiming to develop community ownership of the health care delivery system, were characterized by weak or absent grievance redressal mechanisms, outreach and awareness-generation efforts.
- Funds for local action through untied grants and annual maintenance grants to health centres remained mostly unspent. The NRHM adopted an inter-sectoral convergence approach to health care. However, the committee on inter-sectoral convergence did not meet frequently.
- Release of funds to State Health Societies (SHSs) and consequently to district and block levels required further streamlining to ensure prompt and effective utilization of funds. Funds advanced by the SHSs to lower-level formations continue to be treated as expenditure by the SHSs, regardless of whether these have actually been utilized.
- The Mission has developed the Indian Public Health Standards (IPHSs) to assist health centres improve their quality of health care and thus upgrade the capacity of the health delivery system. However, the ratio of population to health centres remained low with the targeted number of new health centres not being established. Basic facilities (proper buildings, hygienic environment, electricity and water supply, etc.) were still absent in many existing health centres with many PHCs and CHCs being unable to provide guaranteed services such as in-patient services, operation theatres, labour rooms, pathological tests, X-ray facilities and emergency care.
- Quick response MMUs, meant to take medical care to the patient's doorstep in far-flung regions, had not been operationalized in many States even though substantial funds had been released for the purpose.

- The shortage of service providers at different levels existed. While contract workers have been engaged to fill vacancies, there are still shortages of specialist doctors at CHCs, adequate staff nurses at CHCs/PHCs and ANMs/multi-purpose workers at SCs.
- In nine States, stocks of essential drugs, contraceptives and vaccines adequate for two months as required under norms were not available at any of the test-checked PHCs and CHCs.

### *Strengthening Primary Health Infrastructure and improving service delivery*

11.39 There has been a steady increase in health care infrastructure available over the plan period (Table-11.10). However, there is still a shortage of 20,486 SCs, 4,477 PHCs and 2,337 CHCs as per the 2001 population norm. Further, almost 29 per cent of the existing health infrastructure is in rented buildings. Poor upkeep and maintenance and high absenteeism of manpower in rural areas are the main problems in the health delivery system in the public sector. The NRHM seeks to strengthen the public health delivery system at all levels.

**Table 11.10 : Health care infrastructure**

SC/PHC/CHC*(March 2007)	1,73,770
Dispensaries and hospitals (all) (April 1, 2008)**	33,855
Nursing personnel (2008)**	15,72,363
Doctors (modern system) (2008)**	84,852

\* RHS : Rural Health Statistics in India 2008.

\*\* National Health Profile, 2008.

### *Janani Suraksha Yojana( JSY)*

11.40 This 100 per cent centrally sponsored scheme was launched with a focus on demand promotion for institutional deliveries in States and regions where these are low. It targeted lowering of the MMR by ensuring that deliveries were conducted by skilled birth attendants. The JSY scheme has shown rapid growth in the last three years. The increase in institutional deliveries, coupled with improvement in infrastructure, manpower and training has resulted in significant improvement of Institutional deliveries in all major States except Jharkhand as per the District Level Household and Facility Survey (DLHS) III data as compared with DLHS II including in the five major states of U P, Rajasthan, M P, Orissa and

Bihar. A mid-term evaluation of the Reproductive and Child Health (RCH) II programme also confirmed the increase in the number of JSY beneficiaries.

### *Pradhan Mantri Swasthya Suraksha Yojana (PMSSY)*

11.41 The PMSSY was launched with the objective of correcting regional imbalances in the availability of affordable/reliable tertiary health care services and to augment facilities for quality medical education in the country. The PMSSY has two components in its first phase: (i) Setting up of six All-India Institute of Medical Science (AIIMS)-like institutions—Under the first phase of the PMSSY, the Government has decided to set up six AIIMS-like institutions, one each in the States of Bihar (Patna), Chhattisgarh (Raipur), Madhya Pradesh (Bhopal), Orissa (Bhubaneswar), Rajasthan (Jodhpur) and Uttaranchal (Rishikesh). These States were identified on the basis of their socio-economic vulnerabilities. (ii) Upgradation of 13 existing Government medical colleges/ institutions in ten States. In most of the colleges, most of the work is expected to be completed this year, while in the rest, it would be completed in 2010-11.

### *National AIDS Control Programme (NACP)*

11.42 It was estimated that there were 2.31 million persons living with HIV/AIDS (PLHA) in India in 2007. While the prevalence of HIV in the general population is estimated to be 0.34 per cent (HIV Sentinel Surveillance 2007), it is much higher in high-risk groups like female sex workers, men having sex with men and injecting drug users, Single Male Migrants and Long Distance Truckers are also vulnerable to HIV/AIDS. In India, the major mode of HIV transmission is heterosexual which accounts for 85.6 per cent of cases followed by mother to child transmission (6 per cent) while injecting drug use, blood and blood products and homosexual route account for 1 to 1.4 per cent of HIV positive cases. Based on the Sentinel Surveillance, 156 districts have been identified as category A districts where prevalence of HIV amongst antenatal clinic attendees (proxy for general population) is greater than 1 per cent; and 39 districts are category B districts where prevalence amongst high-risk population is greater than 5 per cent. These districts are given high priority in the implementation of the Programme. The NACP-III is being implemented for the period 2007-12 with an investment of Rs 11,585 crore.. Major achievements during 2009-10 include scaling up of targeted interventions for high-risk

groups to 1,281, counselling and HIV testing 91.9 lakh persons including 38.8 lakh pregnant women and providing anti-retroviral treatment to around 2.88 lakh patients as of November 2009. New strategies initiated during the year include setting up of the District AIDS Prevention and Control Unit (DAPCU), scheme of link workers in rural areas of category A and B districts, collaboration with the NRHM and other National Health Programmes, preferred private provider scheme for management of sexually transmitted infections among high risk groups and setting up of link anti-retroviral (link ART) centres to facilitate ARV drug dispensing.

11.43 Other programmes like the Revised National Tuberculosis Control Programme (RNTCP), National Vector Borne Disease Control Programme (NVBDCP), National Programme for Control of Blindness (NPCB) and National Leprosy Eradication Programme have also been strengthened.

11.44 Mainstreaming of AYUSH under the NRHM received topmost priority during the year. AYUSH facilities were co-located with 1, 834 PHCs; 128 CHCs; and 29 District Hospitals. Keeping in view the strengths of the AYUSH systems, new public health campaigns including Control of Maternal Anaemia through Ayurveda, Yoga for Health and Unani for Skin Diseases have been launched. Further, a National Yoga School Programme has been launched in more than 100 schools in the country. The Government has also given priority to implementing the National Mission on Medicinal Plants. A National Campaign on Amala was launched recently. Eight States have been covered so far under this programme. The Government has also taken steps to accredit hospitals and educational institutions to improve their standards in collaboration with the Quality Council of India (QCI). To improve the quality, safety and efficacy of Ayurveda, Siddha and Unani drugs, a programme for voluntary certification was launched from October 1, 2009 in collaboration with the QCI. Around 5,000 AYUSH practitioners were reoriented and trained so far this year. Public-private partnership (PPP) has been promoted as an important strategy in the AYUSH sector. A number of new projects including tele-medicine projects in Homoeopathy in Tripura and Bihar have been taken up. In order to promote the AYUSH as well as provide employment opportunities to people, especially women, in rural areas of the country, ten AYUSH industrial clusters have been taken up at a proposed investment of Rs 100 crore in different parts of the country. The

Government has granted recognition to the Sowa Rigpa (Amachi) system practised in the sub-Himalayan regions of the country in order to help improve health care as well as the economic conditions of the people of the area.

### Women and Child Development

11.45 The Integrated Child Development Services (ICDS) Scheme, was launched in 1975 with 33 Projects and 489 Anganwadi centres (AWCs). It has been continuously expanded to uncovered areas and has now been universalized with the Government of India approving 7,076 projects and 14 lakh AWCs including a provision for 20,000 AWCs on demand. The Scheme has also been revised with respect to cost norms, feeding norms and the sharing pattern between States and the Government of India. Alongside gradual expansion of the Scheme, its budgetary allocation has increased. The Annual Plan outlay for 2009-10 for the ICDS was Rs 6,705 crore which was enhanced to Rs 8,162 crore (RE). During 2009-10, an amount of Rs 5,299.53 crore has been released under the ICDS to States/UTs up to January 14, 2010. Of the total number of 7,073 sanctioned ICDS projects, 6,196 were operational by September 30, 2009. Of 13,56,027 sanctioned AWCs/mini-AWCs, 10,78,973 were operational as on September 30, 2009.

11.46 Two schemes are being implemented for the development of adolescent girls, namely the Kishori Shakti Yojana (KSY) and the Nutrition Programme for Adolescent Girls (NPAG). The KSY is an intervention for adolescent girls and aims at addressing the self-development and nutrition and health status needs, literacy and numerical skills and vocational skills of adolescent girls in the age group 11-18 years. The scheme is currently operational in 6,118 ICDS projects. The NPAG is being implemented in 51 identified districts across the country to provide 6 kg of free foodgrains per beneficiary per month to undernourished adolescent girls (11-19 years) irrespective of financial status of their families. Both the schemes are currently being implemented through the ICDS infrastructure. They will now be subsumed within a new scheme for adolescent girls, namely the Rajiv Gandhi Scheme for Empowerment of Adolescent Girls also named SABLA. The new Scheme aims at empowering adolescent girls along with an improvement in their nutritional and health status and upgrading of various skills like home, life and vocational skills (for girls aged 16 and above).

11.47 The Rajiv Gandhi National Creche Scheme for Children of Working Mothers provides for supplementary nutrition, emergency medicines and contingencies to children in the age group 0 – 6 years. Up to March 31, 2009, 31,718 creches with approximately 7,92,950 beneficiaries had been sanctioned to the implementing agencies. The financial norms have been enhanced from Rs 18,480 to Rs 42,384 per creche per annum. The honorarium to creche workers has been enhanced from Rs 800 to Rs 2000 per month for two creche workers. The supplementary nutrition component has been raised from Rs 1.05 to Rs 2.08 per child per day for 25 children for 26 days in a month. The Integrated Child Protection Scheme (ICPS) launched in 2009-10 provides a safe and secure environment for comprehensive development of children in the country who are in need of care and protection as well as children in conflict with the law. The ICPS brings several existing child protection programmes under one umbrella with some new interventions. The scheme is now being implemented by the State Governments. The Central Government is providing funds in a pre-defined cost-sharing ratio to the State Governments for setting up and running the various programme components. The budget allocation for the scheme during the Eleventh Plan period is Rs 1,073 crore. A number of States have so far agreed to implement the scheme by signing memorandums of understanding (MOUs) with the Government of India. The Scheme for the Welfare of Working Children in Need of Care and Protection provides for non-formal education, vocational training, etc. to working children to facilitate their entry/re-entry into mainstream education. There are 121 projects currently being funded under the Scheme, covering 12,100 children.

11.48 A conditional cash transfer scheme, Dhanlakshmi, for the girl child was launched as a pilot project in March 2008. The scheme provides for cash transfers to the family of a girl child on fulfilling certain specific conditionalities relating to birth and registration, immunization and enrolment and retention in schools up to Class VIII. The scheme is being implemented in 11 blocks across seven States. An amount of Rs 5.95 crore was released during 2008-09, which is expected to benefit 79,555 girl children in identified blocks of Andhra Pradesh, Chattisgarh, Orissa, Jharkhand and Punjab. At present, 56 ministries/departments have set up Gender Budget Cells and 28 ministries/departments have reflected allocations for women

in the Gender Budget Statement of the Union Budget in 2009-10.

11.49 The Support to Training and Employment Programme for Women (STEP) seeks to provide updated skills and new knowledge to poor women in 10 traditional sectors for enhancing their productivity and income generation. During the year 2008-09, 31,865 women have benefited from the scheme. Up to December 31, 2009 11 new projects have been sanctioned and 12,866 beneficiaries covered under STEP in 2009-10. As of December 31, 2009, 318 Swadhar homes and 237 helplines are functioning across the country under the Swadhar Scheme which aims to provide the primary needs of shelter, food, clothing and care to marginalized women/ girls who are without any social and economic support. The Scheme also seeks to provide them emotional support and counselling and to rehabilitate them socially and economically through education, awareness, skill upgradation and personality development through behavioural training. Ujjawala, a comprehensive scheme for prevention of trafficking and for rescue, rehabilitation, re-integration and repatriation of victims of trafficking for commercial sexual exploitation, was launched in December 2007. During the current year, up to December 31, 2009, financial assistance was provided for 17 new projects to NGOs, taking the total number of approved projects to 96. The total number of rehabilitation centres under these projects went up to 58 as compared to 48 in 2008-09, creating capacity for care and rehabilitation of 2,900 victims of trafficking.

### Welfare and Development of SCs, STs, OBCs and other weaker sections

11.50 Programmes for educational development, and economic and social empowerment of socially disadvantaged groups and marginalized sections of society are implemented through State Governments, UT Administrations, and NGOs. Public Private Partnership approach is also one of the strategies for attaining the objective of development of the targeted groups.

#### *Scheduled Castes (SCs)*

11.51 The Government is committed towards the educational development of SCs. A number of schemes are being implemented to encourage SC students to continue their studies from school to higher education level. During the year 2009-10,

the physical target under the Scheme of Pre-Matric Scholarships was about 6.60 lakh beneficiaries/ students. Against an allocation of Rs 80 crore, an amount of Rs 60.99 crore was released to State Governments/UT Administrations for providing scholarships to SC students during the year upto December 31, 2009. The rates of scholarship, annual ad hoc grant, pattern of funding and eligibility criteria have been revised with effect from April 1, 2008. Under the Scheme of Post Matric Scholarships the physical target was 38 lakh beneficiaries during 2009-10. Rs728.91crore was released to State Governments/UT Administrations against a revised allocation of Rs 830 crore up to December 2009 during the financial year. The earlier centrally sponsored scheme of hostels for SC boys and girls was revised and renamed Babu Jagjivan Ram Chhatravas Yojna with effect from January 1, 2008. As part of this revision, Central assistance for the construction of girls hostels was raised from 50 per cent to 100 per cent. During 2009-10, the physical target under the scheme was to construct 44 hostels for girls and 30 hostels for boys. Rs 5.98 crore was released under the scheme against an allocation of Rs 90 crore up to December 2009 during the financial year. During 2009-10, an amount of Rs. 80 crore was released by December 2009 as against the revised allocation of 105 crore under the Rajiv Gandhi National Fellowship for SC students for 1,333 new fellowships and 5,332 renewals for SC students pursuing M Phil and Ph D courses.

11.52 The Scheme of Top Class Education for Scheduled Castes(SCs) provides financial assistance for quality education to SC students up to degree/ post degree level without any burden on the pupil or his/her family. SC students who secure admission in the notified institutions are awarded scholarships. During 2009-10, the amount released up to December 2009 was Rs 2.83 crore to assist about 1,520 SC students studying in institutions like the IITs and IIMs as against a revised allocation of Rs 10 crore. The Scheme of National Overseas Scholarships for Scheduled Caste Candidates provides financial assistance to finally selected candidates pursuing master-level courses and Ph.Ds in engineering, technology and sciences abroad. Thirty awards are given per year. During 2009-10, the amount released was Rs 0.81 crore as against an allocation of Rs 5 crore up to December 2009.

11.53 Special Central assistance is given to the Scheduled Caste Sub-Plan, a major scheme for

economic advancement of SCs. During 2009-10, the physical target was to cover 6 lakh beneficiaries. An amount of Rs 381.60 crore was released to State Governments/UT Administrations against a revised allocation of Rs 480 crore up to December 2009. The National Scheduled Castes Finance & Development Corporation provides credit facilities to SC beneficiaries who are living below double the poverty line. During 2009-10, an amount of Rs 44 crore was released to the Corporation upto December 31, 2009 to enhance its equity to Rs 1,089 crore. The Corporation has the target of providing loans to about 29,453 beneficiaries during the year. The National Safai Karamcharis Finance & Development Corporation provides credit facilities to safai karamcharis, scavengers and their dependants for income-generating activities through State channelizing agencies. During 2009-10, Rs 30 crore was provided to enhance the equity of the Corporation to Rs 260 crore. The target of the Corporation is to benefit 23,270 persons during the year.

### *Scheduled Tribes (STs)*

11.54 For the welfare and development of the STs, an outlay of Rs 3,205 crore has been provided in the Annual Plan for 2009-10, which is 33.82 per cent higher than the outlay of Rs 2,121 crore for 2008-09. The 2009-10 outlay has a Rs 900.50 crore component provided as Special Central Assistance (SCA) to the Tribal-Sub Plan (TSP), which includes Rs 100 crore for development of forest villages. An Additional Central Assistance (ACA) of Rs 500 crore was also provided during 2009-10 for a special initiative of providing residential education to tribal children in Schedule V and Naxal-affected areas. The SCA to the TSP is a 100 per cent grant extended to States as additional funding for family-oriented income-generating schemes, creation of incidental infrastructure, extending financial assistance to self-help groups for community-based activities, and development of forest villages. Grants-in-aid under Article 275 (1) are also being provided to States with an objective to promote the welfare of the STs and improve administration to bring them on par with the rest of the States, and to take up such special welfare and development programmes which are otherwise not included in the Plan programmes. Under the Scheme of Post-Matric Scholarships, 100 per cent financial assistance is provided to ST students whose family income is less than or equal to Rs 1.08 lakh per annum to pursue post-matric-

level education including professional and graduate and postgraduate courses in recognized institutions. The Scheme of Top Class Education for STs provides financial assistance for quality education to 625 ST students per annum to pursue studies at degree and post degree level in any of the 125 identified institutes. The family income of the beneficiary ST students from all sources should not exceed Rs 2.00 lakh per annum. Financial assistance is also provided to 15 eligible ST students for pursuing higher studies abroad in specified fields at Masters and Ph.D level under the National Overseas Scholarship scheme.

11.55 Economic empowerment of the STs by means of extension of financial support through the National Scheduled Tribes Finance and Development Corporation (NSTFDC) continued. Financial support is being extended to ST beneficiaries/ entrepreneurs in the form of loans and micro-credit at concessional rates of interest for income-generating activities. The Tribal Cooperative Marketing Development Federation of India Limited (TRIFED) is engaged in marketing development of tribal products and their retail marketing through its sales outlets. The responsibility for implementing the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act vests with the State/UT Governments. As per information collected from the States till December 31, 2009, more than 26.63 lakh claims have been filed and more than 6.88 lakh titles have been distributed. Around 37, 000 titles are ready for distribution. There is great emphasis on the education of ST girls, especially in the low literacy areas and a scheme for Strengthening of Education among ST girls in Low Literacy Districts to bridge the gap in literacy levels between the general female population and tribal women is being implemented.

### *Minorities*

11.56 Five communities, namely Muslims, Christians, Sikhs, Buddhists and Parsis, were notified by the Government as minority communities under section 2(c) of the National Commission for Minorities Act 1992. As per the 2001 Census, minority communities constitute 18.42 per cent of the total population. For the development of minorities, the Plan outlay was raised from Rs 1,000 crore in 2008-09 to Rs 1,740 crore in 2009-10. Three scholarship schemes have been launched exclusively for the minorities with a total provision of Rs 450 crore in 2009-10 as against Rs 305 crore in 2008-09. A multi-sectoral development programme

to address the 'development deficits', especially in education, skill development, employment, sanitation, housing and drinking water, in 90 minority-concentration districts (MCDs) has been launched from 2008-09. The outlay for this programme was Rs 990 crore in 2009-10. The corpus of the Maulana Azad Education Foundation (MAEF) has been enhanced from Rs 100 crore in 2005-06 to Rs 425 crore in 2009-10 to expand its activities for implementation of educational schemes for educationally backward minorities. The authorized share capital of the National Minorities Development & Finance Corporation (NMDFC) has been raised from Rs 650 crore in 2006-07 to Rs 1,000 crore in 2009-10 for expanding its loan and micro-finance operations to promote self-employment and other economic ventures among backward sections of the minority communities. Three new Plan schemes, namely (i) the Maulana Azad National Fellowship for Minority Students, (ii) Computerization of records of State Wakf Boards and (iii) Leadership Development of Minority Women have been launched during 2009-10.

#### *Other Backward Classes(OBCs)*

11.57 The Government provides central assistance to State Governments/UT Administrations for educational development of OBCs. During 2009-10, under the Scheme of Pre-Matric Scholarships for OBCs, it was proposed to provide scholarship to 10.80 lakh OBC students. An amount of Rs 19.32 crore was released against an allocation of Rs 30 crore to the State Governments/ UT Administrations up to December 2009 during the financial year. Under the Scheme of Post-Matric Scholarships for OBCs, it was proposed to provide scholarship to 9.35 lakh OBC students. An amount of Rs 124.48 crore was released against a revised allocation of Rs 180 crore to the State Governments/ UT Administrations up to December 2009 during the financial year. In order to provide hostel facilities to OBC students studying in middle and secondary schools, colleges and universities to enable them to pursue higher studies, during 2009-10 an amount of Rs 8.58 crore was released against a revised allocation of Rs 30 crore for construction of 160 hostels, out of which 53 are for girls. The National Backward Classes Finance & Development Corporation extends credit facilities to persons belonging to backward classes for undertaking various income-generating activities including agricultural and allied activities, artisanal and traditional occupations, technical trades, self-employment, small-scale and tiny industry, small

businesses and transport services. During 2009-10, Rs 35 crore was provided as equity support to the Corporation enhancing its equity to Rs 765 crore. During the year, the Corporation aims to assist about 1.06 lakh persons.

#### *Persons with Disabilities*

11.58 A large number of programmes are implemented through national and apex institutes dealing with various categories of disabilities. These institutes conduct short-term and long-term courses for various categories of personnel for providing rehabilitation services to those needing them. Under the scheme of Assistance to the Disabled for Purchase/ Fitting of Aids and Appliances (ADIP), approximately 2 lakh persons with disabilities are provided assistive devices every year. During 2009-10, an amount of Rs 23.02 crore was released to implementing agencies up to December 2009 against a revised allocation of Rs 70 crore for providing assistive devices to persons with disabilities. The target is to cover 2 lakh persons with disabilities. Rs 6.79 crore has been released up to December 2009 against a revised allocation of Rs 92.99 crore during 2009-10 under the Deen Dayal Disabled Rehabilitation Scheme to voluntary organizations for running special schools for children with hearing, visual and mental disability, vocational rehabilitation centres for persons with various disabilities and manpower development in the field of mental retardation and cerebral palsy.

11.59 The Scheme of Incentives to Employers in the Private Sector for Providing Employment to Persons with Disabilities was launched with effect from April 1, 2008. Under the Scheme, the Government will have to make payment of the employer's contribution to the Employees Provident Fund and Employees State Insurance for the first three years as an incentive for every employee with disabilities appointed on or after April 1, 2008 with monthly emoluments up to Rs 25,000. During 2009-10, an amount of Rs 1 crore was released up to December 2009 against a revised allocation of Rs 3 crore under the scheme.

11.60 The National Handicapped Finance & Development Corporation provides credit facilities for economic empowerment of persons with disabilities with family income not exceeding Rs 2 lakh in urban areas and Rs 1.6 lakh in rural areas. The Corporation provides loans at concessional rates of interest to about 5,000 persons with disabilities annually. During 2009-10, an amount of Rs 9 crore was released as equity support to the

Corporation. The target of the Corporation is to provide loans to 7,000 persons with disabilities and training to 555 persons with disabilities during the financial year.

### *Social Defence Sector*

11.61 Under the Scheme of Integrated Programme for Older Persons, grants-in-aid are given to NGOs for running old age homes (OAHs), day-care centres (DCCs) and mobile medical units (MMU). The scheme has been revised with effect from April 1, 2008. Besides an increase in the amount of financial assistance of existing projects, several new projects have been made eligible for financial assistance under the revised scheme. During 2009-10, Rs 8.80 crore was released upto December 2009 against the allocation of Rs 22.00 crore. The Scheme targets to provide support to 0.35 lakh beneficiaries. The Maintenance and Welfare of Parents and Senior Citizens Act 2007 was enacted in order to ensure need-based maintenance for parents and welfare measures for senior citizens. The Act has been notified by 22 States and six UTs so far. Section 19 of this Act enjoins State Governments to establish at least one old age home for 150 indigent senior citizens per district.

11.62 Keeping in view the changes in the drug abuse scenario all over the world, the Scheme for Prevention of Alcoholism and Substance (Drugs) Abuse has been extensively revised and merged with the Scheme of Assistance to Voluntary Organisations for General Grants-in-aid in the Field of Social Defence. The new Central Sector Scheme of Assistance for Prevention of Alcoholism and Substance (Drugs) Abuse and for Social Defence Services has come into effect from October 1, 2008. One of the salient features of the Scheme is introduction of the provision of food in the Integrated Rehabilitation Centres for Addicts to persons below the poverty line. The honorarium to service providers has also been improved. During 2009-10, Rs 10.15 crore was released up to December 2009 against a revised allocation of Rs 25 crore during the financial year. The scheme targets benefiting 1.2 lakh persons. For effective implementation of social defence programmes, personnel engaged in delivery of services in this area are being trained under various training programmes being organized by the National Institute of Social Defence. During 2009-10, an amount of Rs 5 crore was released up to December 31, 2009 to the Institute against an allocation of Rs 6 crore.

## CLIMATE CHANGE

### Status of Climate Change Negotiations

11.63 Climate change has emerged as a highly debated and controversial subject in recent times. Climate change by affecting the livelihood and health of the people is intricately connected to human development and poverty issues. The United Nations Framework Convention on Climate Change (UNFCCC) 1992 and its Kyoto Protocol 1997 have laid down the existing international regime for addressing climate change. The UNFCCC requires the industrialized countries listed in Annex I of the Convention to reduce their emissions from 1990 levels. The Kyoto Protocol mandates Annex I countries to reduce their emissions by 5.6 per cent over 1990 levels by 2012. The UNFCCC also recognizes that the extent to which developing country parties will take action to mitigate emissions will depend on the effective implementation by developed country parties of their commitments relating to provision of financial resources and transfer of technology.

11.64 Despite the commitments made by developed countries as inscribed in the UNFCCC and its Kyoto Protocol, the available data show that emissions in most of the Annex I countries, except a few European countries, have been rising since 1990. In recognition of the fact that climate change is irreversible and that the developing countries are likely to be impacted most if it is not urgently addressed, the 13<sup>th</sup> Conference of Parties (CoP) to the UNFCCC held at Bali in December 2007 adopted the Bali Action Plan (BAP) to enhance the implementation of the Convention. The BAP expected the developed countries (including the Kyoto Protocol Parties and the US) to undertake commitments to reduce emissions and encouraged the developing countries to take nationally appropriate mitigation actions as supported and enabled in terms of finance and technology provided by the developed countries. The BAP had mandated the parties to reach an agreed outcome on all its elements at the CoP 15 at Copenhagen in December 2009 (Box 11.8).

### Actions taken by India on climate change

11.65 India's total CO<sub>2</sub> emissions are about 4 per cent of total global CO<sub>2</sub> emissions. India's per capita emissions, even with 8-9 per cent GDP growth every year for the next decade or two, are likely to be well below developed country averages. Its energy

**Box 11.8 : CoP 15 at Copenhagen**

The Copenhagen conference on climate change was held from December 7-18, 2009 to discuss and reach an outcome on climate change issues. At the Copenhagen conference, the Danish Presidency of the CoP15 had invited some of the Parties for a discussion on the relevant aspects of climate change and presented the results to the CoP in the form of a "Copenhagen Accord". The talks centred on issues relating to a shared vision for long-term cooperative action of the Parties including a long-term emission reduction goal to address climate change, mitigation actions of the Parties including specific measures needed to reduce deforestation in developing countries and support conservation and sustainable forestry management, sectoral approaches to mitigation actions including market and non-market based measures, adaptation to climate change, finance and technology required to address climate change, and the necessary mechanism needed to facilitate the flow of such support to the developing countries. An outcome could not be reached at Copenhagen. The CoP did not adopt the results of the discussion and only took note of the "Accord". It has been decided to continue the negotiations with a view to concluding them at the next CoP scheduled in Mexico from November 29 to December 10, 2010.

intensity of production has been falling with improvements in energy efficiency, autonomous technological changes and economical use of energy. Its climate modelling studies show that its per capita emissions will be around 2-2.5 tonnes of carbon dioxide equivalent by 2020 and around 3-3.5 tonnes of carbon dioxide equivalent by 2030, as compared to around 1-1.2 tonnes presently. India has conveyed that its per capita emission levels will never exceed the average levels of developed countries.

11.66 While engaging constructively with the international community on the issue, India has also pursued a strong domestic agenda for addressing climate change. It recognizes that a strategy for addressing climate change has to be based on sustainable development. This is reflected in many of the major programmes addressing climate variability concerns. Current Government expenditure in India on adaptation to climate variability exceeds 2.6 per cent of the GDP, with agriculture, water resources, health and sanitation, forests, coastal zone infrastructure and extreme events being specific areas of concern.

11.67 As part of its international obligations under the UNFCCC, India periodically prepares the National Communication (NATCOM) that gives an inventory of the greenhouse gases (GHG) emissions in India, and assesses the vulnerability and impacts and makes appropriate recommendations regarding

social, economic and technological measures for addressing climate change. NATCOM I was presented in 2004. The Government is engaged in preparing NATCOM II, which will be presented to the UNFCCC in 2011. An expert committee set up by the Government of India has studied the impact of anthropogenic climate change on India and has come out with its first set of findings and the research agenda that the ministries need to follow and implement in order to address India's vulnerability to anthropogenic climate change impacts.

11.68 India has prepared a comprehensive National Action Plan on Climate Change (NAPCC) with a view to achieving sustainable development with co-benefit in terms of climate change. Eight national missions in the areas of solar energy, enhanced energy efficiency, sustainable agriculture, sustainable habitat, water, Himalayan eco-system, increasing the forest cover, and strategic knowledge for climate change form the core of the National Action Plan. Besides, there are several initiatives envisaged in the sectors pertaining to energy generation, transport, renewable energy, disaster management and capacity building that are to be integrated with the development plans of the ministries. The Prime Minister's Council on Climate Change, set up in June 2007 monitors the preparation of the national Missions and coordination and implementation of climate change-related actions in India.

11.69 India's Five Year Plans include a strategy for sustainable growth resulting in low-carbon sustainable development. The Eleventh Five Year Plan includes an indicative target of increasing energy efficiency by 20 per cent by 2016-17. The National Mission on Enhanced Energy Efficiency implemented by the Ministry of Power through the Bureau of Energy Efficiency seeks to pursue this goal. Planning Commission estimates suggest that India's emission intensity has declined by 17.6 per cent between 1990 and 2005 and that a 20 to 25 per cent reduction in emission intensity between 2005 and 2020 is possible. This will require that necessary actions in specific sectors are undertaken to reduce emission intensity with necessary provisions of financial and technological resources including domestic and international support for achieving low-carbon sustainable development.

## CHALLENGES AND OUTLOOK

11.70 The Government strategy of inclusive growth in recent years is reflected in programmes like Bharat Nirman aimed at improving the quality of life of people



living in rural areas. Besides, schemes like the NREGS have ensured that the rural poor are left with sufficient purchasing power for their basic requirements, especially food, through guaranteed employment. The recent revamp of the SJSRY reflects the Government commitment towards alleviation of urban poverty also. However, the Government needs to look into further convergence of schemes. There is also need to reduce the overlap between schemes being implemented by different departments at the Centre and in the States as well as between those implemented by the Centre and States.

11.71 In spite of increased Government outlays in the social sector in recent years, lack of identity

proof results in harassment and denial of services to the poor and marginalized. As a result, there are still leakages in the programmes/schemes and the benefits do not reach the intended target groups of individuals/people in full. Providing identity proof to the poor and the marginalized through the UIDAI will enhance their access to Government services, both at State and Central levels, and will enable smoother delivery of direct benefits to the poor and underserved. Specifically, it will improve the delivery of the flagship schemes of the Central Government. This will also prevent leakages as well as wastages in the implementation of these schemes. Success in reaching this objective can be further assured through involvement of local communities and PRIs.

