

Social Sectors

The impact of the development strategy of the last two decades on social sector- a sector of high priority- as measured in indicators such as poverty, demographics, education and health indicate significant improvements. Yet there is a need to accelerate improvements in the quality of life and human well-being through enhanced availability of public services, and development of economic and social opportunities.

10.2 The need for rapid improvement in the social sector is manifest from India's rank of 127 among 175 countries in terms of the UNDP Human Development Index (HDI) with an HDI of 0.590 for the year 2001 (Table 10.1). The ranking however is down from 124 among 173 countries in 2000 partly because of a change in the composition of countries in the calculation for 2000 and 2001. The HDI measures the overall achievements in a country in three basic dimensions of human development – longevity and health, education

Box 10.1 : Major initiatives announced for social sector in 2003-04

- Antyodaya Anna Yojana expanded, from April 1, 2003, to cover an additional 50 lakh families raising the total coverage to more than a quarter of all BPL families in 2003-04.
- A community based Universal Health Insurance Scheme launched in July 2003.
- A special pension policy , Varishtha Pension Bima Yojana, guaranteeing an annual return of 9 per cent, in the form of a monthly pension scheme launched in July 2003.
- National Programme for Education of Girls at Elementary Level (NPEGEL) launched in 2003-04 for providing additional components for education of girls at elementary level.
- Pradhan Mantri Swasthya Suraksha Yojana (PMSSY) designed with an objective, to provide AIIMS like institutions in six backward states of Bihar, Chattisgarh, Madhya Pradesh, Orissa, Rajasthan, and Uttaranchal.
- Unorganised sector workers' social security scheme launched in Jan., 2004 on a pilot basis in 50 districts in the country.

Table 10.1 : India's global position on human and gender development

Country	Human development index (HDI)		Gender development index (GDI)		Gender empowerment measures (GEM)	
	2001	1990	2001	1992*	2001	1992*
Norway	0.944	0.9	0.941	0.911	0.837	0.752
Australia	0.939	0.886	0.938	0.901	0.754	0.568
Sri Lanka	0.73	0.692	0.726	0.66	0.272	0.288
China	0.721	0.624	0.718	0.578	0.483@	0.474
Indonesia	0.682	0.619	0.677	0.591	0.362@	0.362
India	0.59	0.519	0.574	0.401	0.240@	0.226
Pakistan	0.499	0.44	0.469	0.36	0.414	0.153
Bangladesh	0.502	0.414	0.495	0.334	0.218	0.287
Nepal	0.499	0.413	0.479	0.31	N.A	0.315
Mozambique	0.356	0.317	0.341	0.229	0.428@	0.35
Niger	0.292	0.264	0.279	0.196	N.A	0.205

Source: UNDP Human Development Report (HDR) 1995 & 2003.
 Note: @ relates to HDR 1999
 * GDI & GEM were estimated for the first time for 1992.

and knowledge and a decent standard of living. The HDI and the Gender Development Index (GDI) have improved in the last decade, but these continue to be low compared to even some countries in the region.

10.3 Plan and Non-Plan expenditure of the Central Government for social services such as education, health, family welfare, water supply, housing, social welfare, nutrition, and rural development has more than doubled from Rs.11,631 crore in 1995-96 to Rs. 35,478 crore in 2003-04 (RE). As a ratio of total expenditure, the combined plan and non-plan expenditure of the Centre in the social sector rose from 10.2 per cent in 1995-96 to 11 per cent in 2003-04(RE). Expressed as a ratio of GDP at current market prices expenditure on social services increased from 1.5 per cent in 1995-96 to 1.9 per cent in 2003-04 (RE) (Table 10.2).

10.4 Most social sector programs in health, rural sanitation, education, and social welfare, are implemented by State Governments and require focused action at the State level. The Central Government has been supplementing efforts of the States through release of additional funds for specific programs. The Central Plan allocation has been enhanced for almost all segments of the social sectors. As per the Revised estimates of 2003-04, the actual expenditure in education and health increased by 19.4 per cent and 4.4 per cent respectively over 2002-03 (RE) (Table 10.3).

10.5 Trends witnessed in the total plan and non-plan expenditure on the social sectors by both Centre and States given in Table 10.4 indicate that there had been a continuous decline of the share of Social Sector in total expenditure since 2000-01.

Table 10.2 : Central Government expenditure (Plan and Non-Plan) on social sectors and rural development

(Rs. Crore)

Social Service	1995-96	2000-01	2001-02	2002-03	2003-04 (RE)
1. Social Services					
a. Education, Sports, Youth Affairs	3,630	7,696	8,642	9,045	11,063
b. Health & Family Welfare	2,542	5,291	5,977	6,075	6,846
c. Water Supply, Housing etc.	1,756	4,932	5,989	6,346	7,235
d. Information & Broadcasting	596	1,317	1,284	1,386	1,302
e. Welfare of SC/ST and OBC	800	968	1,093	1,117	1,164
f. Labour & Employment	507	894	847	777	841
g. Social welfare & Nutrition	1,270	2,409	2,620	2,089	2,203
h. North-Eastern areas				4,179	4,251
i. Other Social Services	530	1,715	2,010	1,330	573
Total	11,631	25,222	28,462	32,344	35,478
2. Rural Development	6,609	4,449	6,241	10,991	11,537
3. i) Pradhan Mantri Gramodaya Yojana (PMGY) [@]		2,350	2,533	2,600	2,766
ii) Pradhan Mantri Gram Sadak Yojana (PMGSY) [@]		2,500	2,500	2,230	2,329
4. Social Service, Rural Dev. and PMGY (1+2+3)	18,240	34,521	39,736	48,165	52,110
5. Total Central Government expenditure as percentage of GDP at current market prices	15.0	15.6	15.9	16.2	17.2
6. Social Service, Rural Dev. & PMGY as a percentage of Total Expenditure	10.2	10.6	11.0	12.0	11.0
7. Social Service, Rural Dev. and PMGY as a percentage of GDP at market price	1.5	1.7	1.7	2.0	1.9
Total Expenditure	1,78,275	3,25,592	3,62,310	4,00,396	4,74,255
[@] : Launched in 2000-01 (BE) as a new initiative for basic rural needs.					
Source : Budget documents.					

Table 10.3 : Central plan outlay for major schemes of social sectors and rural development

(Rs. crore)

Ministry/Department	2000-01		2001-02		2002-03		2003-04	
	(BE)	(RE)	(BE)	(RE)	(BE)	(RE)	(BE)	(RE)
1 Education	5,449	4,950	5,920	5,570	7,025	6,242	7,025	7,450
of which								
a) Elementary education	3,609	3,150	3,800	3,575	4,302	4,067	4,667	5,217
b) Adult education	120	100	200	175	210	233	233	233
2 Health including Indian System of Medicine and Homoeopathy	1,378	1,250	1,553	1,418	1,700	1,480	1,700	1,546
3 Family welfare	3,520	3,200	4,210	3,700	4,930	4,150	4,930	4,700
4 Women and Child Development of which Integrated Child Development Services	1,460	1,350	1,650	1,650	2,200	2,085	2,600	2,150
5 Welfare (Social Justice and Empowerment)	1,334	1,158	1,333	1,240	1,410	1,225	1,370	1,250
6 Rural Development and Rural Employment & Poverty Alleviation# of which	9,760	9,270	9,765	11,067	13,670	18,376	14,070	19,249
a) Jawahar Gram Samridhi Yojana (SGRY-II)*	1,650	1,494	1,650	1,875	2,220	3,993	2,063	2,063
b) Employment Assurance Scheme (SGRY-I)*	1,300	1,600	1,600	1,875	2,220	3,993	2,063	2,063
c) Food grain component of (SGRY)**	715	715	835	635	600	860	736	1,116 ^L
d) Special component of SGRY	-	-	-	-	0	11	39	4,889 ^{LL}
e) IRDP (Swarnajayanti Gram Swarozgar Yojana (SGSY)**	1,000	470	500	550	710	710	800	800
f) Rural water supply and sanitation	2,100	2,100	2,160	2,110	2,400	2,250	2,750	2,770
g) Rural housing (including Indira Awas Yojana)^	1,710	1,656	1,527	1,991	1,725	1,725	1,900	1,900
7 Other programmes								
a) Prime Minister's Rozgar Yojana (PMRY)	201	201	193	194	169	169	169	169
b) Swarna Jayanti Shahari Rozgar Yojana (SJSRY)@@	168	95	168	46	105	105	95	95
c) Accelerated Urban Water Supply Programme (AUWSP)	88	64	95	95	143	122	140	140
(A) Total Central plan outlay on major schemes on social sectors (1 to 7)	23,358	21,538	24,887	24,980	31,352	33,954	32,099	36,749
(B) Total plan expenditure	88,100	86,238	1,00,100	99,154	1,13,500	1,14,089	1,20,974	1,21,507
(C) (A) as percentage of (B)	26.5	25.0	24.9	25.2	27.6	29.8	26.5	30.2
(D) A as percentage of GDP at current market prices	1.1	1.0	1.1	1.1	1.3	1.4	1.16	1.3

From 1999-2000, it includes allocation for three departments viz. Rural Development, Land resources and Drinking water supply.
* JGSY and EAS discontinued and new scheme Sampoorna Grameen Rozgar Yojana (SGRY-I & SGRY-II) launched w.e.f. Sept 2001.
** IRDP has been renamed as Swarnajayanti Gram Swarozgar Yojana (SGSY) from April 1999 and its allied programmes viz. TRYSEM, DWCRA, SITRA, GKY and MWS merged with it.
^ The Indira Awas Yojana (IAY), earlier a subscheme of JRY has become a separate scheme from 1.1.1996.
@@ is a rationalized version of the erstwhile schemes of Urban Basic Services, NRY and PM's Integrated Urban Poverty Eradication Programme.
L Rs. 380.0 crore obtained through second batch of supplementary grants 2003-04.
LL Rs. 3,650.24 crore obtained through first batch and Rs. 1,199.75 crore obtained through second batch of supplementary grants 2003-04

Table 10.4 : Total expenditure of general government on social services (Combined Centre and States)							
Items	1986-87	1990-91	1995-96	2000-01	2001-02	2002-03(RE)	2003-04(BE)
Absolute Amounts in Rs. Crore							
Total Expenditure	1,00,470	1,63,673	3,03,586	5,95,598	6,52,928	7,51,950	8,23,642
Social Services	18,967	33,254	65,465	1,31,016	1,37,286	1,52,191	1,63,464
Education	8,650	17,093	35,289	65,718	68,071	74,709	80,987
Health	3,049	5,317	10,179	27,903	29,799	34,358	36,803
Others	7,268	10,844	19,997	37,395	39,417	43,124	45,673
As % of total expenditure							
Social Services	18.9	20.3	21.6	22.0	21.0	20.2	19.8
Education	8.6	10.4	11.6	11.0	10.4	9.9	9.8
Health	3.0	3.2	3.4	4.7	4.6	4.6	4.5
Others	7.2	6.6	6.6	6.3	6.0	5.7	5.5
As % of expenditure on social services							
Education	45.6	51.4	53.9	50.2	49.6	49.1	49.5
Health	16.1	16.0	15.5	21.3	21.7	22.6	22.5
Others	38.3	32.6	30.5	28.5	28.7	28.3	27.9
Source : Budget Documents of the Centre and the State Governments							

Poverty

10.6 As per the latest estimates of poverty by the Planning Commission, based on the 55th round of NSSO covering the period July 1999 to June 2000, in the last two decades there was a significant decline in proportion of people living below poverty line, from 51.3 per cent in 1977-78 to 26.1 per cent in 1999-2000. In absolute terms, the number of the poor declined from 328.9 million in 1977-78 to 260.3 million in 1999-2000 (Table 10.5).

10.7 Results of two annual surveys of household consumer expenditure conducted

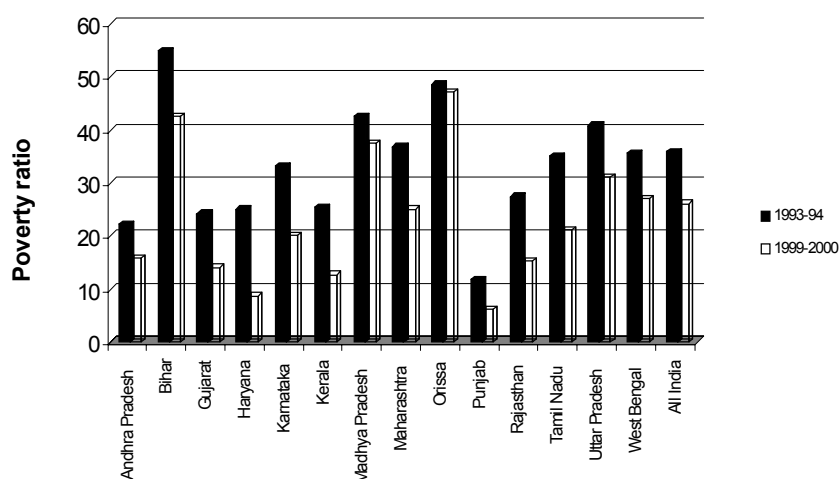
by NSSO for 2000-2001 and 2001-2002 have also become available. As per the results of the 57th NSS round, at the all-India level the proportion of chronically hungry households (not getting enough to eat during any month of the year) has declined to 0.5 per cent in rural areas and 0.1 per cent in urban areas. As for seasonal hunger, 16 per thousand households in rural areas and 3 per thousand households in urban areas reported getting enough food only in some months of the year.

10.8 Though poverty has declined at the macro-level, there are wide rural-urban and

Table 10.5 : Estimates of incidence of poverty in India						
Year	Poverty ratio (per cent)			Number of poor (million)		
	Rural	Urban	Combined	Rural	Urban	Combined
1977-78	53.1	45.2	51.3	264.3	64.6	328.9
1983	45.7	40.8	44.5	252.0	70.9	322.9
1987-88	39.1	38.2	38.9	231.9	75.2	307.1
1993-94	37.3	32.4	36.0	244.0	76.3	320.3
1999-00	27.1	23.6	26.1	193.2	67.1	260.3
2007*	21.1	15.1	19.3	170.5	49.6	220.1
* Poverty projection for 2007 Source : Tenth Five-Year Plan						

Fig. 10.1

Poverty ratio at the State level



inter-state disparities in the improvement pattern (Figure 10.1). In 1999-2000 Bihar and Orissa continued to be the two poorest States. In 1999-2000, 20 States and Union territories had poverty ratios below the national average. Significant declines in the incidence of poverty were witnessed in Andhra Pradesh, Gujarat, Haryana, Karnataka, Kerala, Maharashtra, Punjab and West Bengal. Haryana and Punjab have been successful in reducing the incidence of poverty by following a strategy of high agricultural growth, Andhra Pradesh succeeded in implementing its public distribution programme for food grains, West Bengal's success came from empowerment of Panchayats and implementation of land reforms, and poverty was impacted in Kerala by a clear focus on human resource development. The Tenth Plan (2002-07) has set a target of reduction in poverty ratio by five percentage points to 19.3 per cent by 2007 and by 15 percentage points by 2012. The targets for rural and urban poverty in 2007 are 21.1 per cent and 15.1 per cent respectively.

Poverty alleviation programmes

10.9 The growth oriented approach for poverty alleviation has been reinforced in the Tenth Plan by focusing on specific sectors which provide greater opportunities for the poor to participate in the growth process. Plan allocations have been enhanced in areas of health, education, sanitation and other facilities

in order to promote capacity building and well-being of the poor. Anti-poverty programmes have been strengthened and restructured through special programmes for the weaker sections of the society. For the Ministry of Rural Development, for rural development and rural employment and poverty alleviation programs for the year 2003-04 (BE) an outlay of Rs 14,070 crore was provided under plan provisions compared to Rs.13,670 crore in 2002-03 (BE) (excluding Pradhan Mantri Gram Sadak Yojana for which Rs 2,325 crore were provided in 2003-04). The performance of major anti-poverty and employment generation programmes is given in Table 10.6. Details of some selected programmes are in Box 10.2. The National Common Minimum programme of the UPA government makes commitments to enact a National Employment Guarantee Act and to start a massive food-for-work programme.

Labour and employment

10.10 Data on the labour force and unemployment are collected by the National Sample Survey Organisation (NSSO) through, quinquennial surveys. As per the results of the 55th NSSO Round (1999-2000), the rate of growth of employment, on Current Daily Status (CDS) basis, declined from 2.7 per cent per annum in 1983-1994 to 1.07 per cent per annum in 1994-2000 (Table 10.7). The decline in the rate of growth of employment during the 1990s was associated with a comparatively

Box 10.2: Major poverty alleviation and employment generation programmes

Pradhan Mantri Gramodaya Yojana (PMGY)

PMGY was launched in 2000-2001 in all States and Union Territories (UTs) in order to achieve the objective of sustainable human development at the village level. The PMGY envisages allocation of Additional Central Assistance (ACA) to the States and UTs for selected basic minimum services in order to focus on certain priority areas. PMGY initially had five components viz., primary health, primary education, rural shelter, rural drinking water and nutrition. Rural electrification was added as an additional component from 2001-02. For 2002-03 as well as 2003-04, the allocation of ACA for PMGY was Rs.2,800 crore. Both financial and physical monitoring of the programme is being carried out by the Planning Commission.

Swarnajayanti Gram Swarozgar Yojana (SGSY)

After a review and restructuring of the erstwhile Integrated Rural Development Program and allied schemes, SGSY was launched in April, 1999 and is the only self employment Programme currently being implemented. 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 75:25 cost sharing of between the Centre and the States. Since its inception, and up to April 2004, a total allocation of Rs. 6,734 crore was made available by the Centre and States. Rs. 4,980 crore, have been utilized up to April 2004, benefiting 45.67 lakh Swarozgaris.

Sampoorna Grameen Rozgar Yojana (SGRY)

The SGRY was launched in September 2001, by merging the ongoing Schemes of Jawahar Gram Samridhi Yojana (JGSY) and Employment Assurance Scheme (EAS). The objective of the programme is to provide additional wage employment in the rural areas as also food security, along with the creation of durable community, social and economic infrastructure in rural areas. The SGRY is open to all rural poor who are in need of wage employment and desire to do manual and unskilled work in and around the village/habitat. The Scheme is implemented through Panchyati Raj Institutions. The scheme envisages generation of 100 crore man-days of employment in a year. The cost of each component of the programme is shared by the Centre and States in the ratio of 75:25. During the year 2003-04 an amount of Rs. 4,121 crore as cash component and 49.97 lakh tones of food grain were released to the States/UTs and 76.45 crore man-days (Provisional) have been generated as reported by the States/UTs. Under the Special Component of the SGRY, 65.84 lakh tonnes of foodgrain have been released to 12 calamity affected States during 2003-04.

Rural Housing Schemes

Rural housing schemes such as **Indira Awaas Yojana (IAY)** aim at providing dwelling units, free of cost, to the poor families of the Scheduled Castes (SCs), Scheduled Tribes (STs), freed bonded laborers and also the non-SC/ST persons Below Poverty Line (BPL) in the rural areas. The Scheme is funded on a cost-sharing basis of 75:25 between the Center and States. Till the end of 2003-04, the ceiling on construction assistance under IAY was Rs. 20,000/- in plain areas and Rs. 22,000/- in hilly areas, which has been increased to Rs. 25,000/- per unit for plain areas and Rs. 27,500/- for hilly areas from April 1, 2004. Twenty per cent of the allocation is allowed for upgradation of unserviceable Kutcha houses for which ceiling of Rs. 12,500 per unit applies since April 2004. **Credit-cum-Subsidy Scheme** for rural housing targeting rural families having annual income up to Rs.32,000 was launched on April 4, 1999. An amount of Rs. 10 crore as equity support was provided to Housing and Urban Development Corporation (HUDCO) during 2003-04 by Ministry of Rural Development. In addition, the innovative scheme of **Rural Housing and Habitat Development and Rural Building Centres (RBCs)** was introduced to encourage innovative, cost effective and environment friendly solutions in building/housing sectors in rural areas. A **National Mission for Rural Housing and Habitat** has also been set up to address the critical issues of 'housing gap' and induction of science and technology inputs into the housing/construction sector in rural areas. Since inception (up to June 1, 2004) 113.96 lakh houses have been constructed/upgraded by incurring an expenditure of Rs. 19,869 crore. During 2003-04, against the target of 14.84 lakh, 12.54 lakh (provisional) houses have been constructed/upgraded.

Pradhan Mantri Gram Sadak Yojana (PMGSY)

The PMGSY, was launched in December, 2000, to provide road connectivity to 1.6 lakh unconnected habitations with population of 500 persons or more (250 in case of hilly, desert and tribal areas) in the rural areas by the end of the Tenth Plan period. It is being executed in all the States and six UTs. Although the initial estimates indicated

a requirement of Rs. 60,000 crore for the program, the present indications are that about Rs.1,30,000 crore will be needed for achieving the intended connectivity. As per the Budget announcements of 2003-04, the diesel cess which is the source for funding the programme, was increased from Re. 1 per litre to Rs. 1.50 per litre, in order to provide additional funds for the programme. Since the inception of the program, project proposals for Rs. 14,417 crore have been cleared and 88,685 Kms. of rural roads have been taken up under this program. 20,740 road works had been completed till March 2004, and an expenditure of over Rs. 6,547 crore has been incurred by the States/UTs. The National Rural Roads Development Agency (NRRDA), registered under the Societies Registration Act, provides Operations and Management support for the program.

The Asian Development Bank (ADB) has agreed to support the development of rural roads in Madhya Pradesh and Chhattisgarh, which have been identified as recipient States for the first tranche. The ADB Board has approved a loan of \$400 million (in a project size of \$571 million). The States of Assam, Orissa and West Bengal have been identified for the second tranche of ADB assistance, of the order of US \$500million. A first tranche of \$400 million for funding projects in Himachal Pradesh, Jharkhand, Rajasthan and Uttar Pradesh is likely to be available from the World Bank by the end of 2004-05

Drought Prone Areas Program (DPAP), Desert Development Program (DDP) and Integrated Wastelands Development Program (IWDP) are being implemented for the development of wastelands/degraded lands. DPAP was launched in 1973-74 to tackle the special problems faced by those areas constantly affected by drought conditions. DDP was launched in 1977-78 to mitigate the adverse effects of desertification. IWDP has been under implementation since 1989-90. These programs were implemented on a sectoral basis till 1994-95. Since April 1995, these programs are being implemented on watershed basis. For the project DPAP, total number of the projects sanctioned were 2,535, with funds released by the Centre at Rs 295 crore. Under DDP, 1,562 projects have been sanctioned with funds of amount Rs.215 crore; and under IWDP, 190 projects with funding of Rs. 306 crore, were sanctioned.

The cost norms for all the three schemes have been revised to Rs.6,000 per hectare. Under DPAP and DDP, the cost is shared between the Centre and the States in the ratio of 75:25, while in the case of IWDP, Rs.5,500 is borne by the Central Government and Rs.500 is shared by the States.

Antyodaya Anna Yojana (AAY)

AAY was launched in December 2000. Under the scheme 1 crore of the poorest among the BPL families covered under the targeted public distribution system are identified. Twenty five kilograms (kg) of food grains were made available to each eligible family at a highly subsidized rate of Rs. 2 per kg for wheat and Rs.3 per kg for rice. This quantity has been enhanced from 25 to 35 kgs with effect from April, 2002. The scheme has been further expanded in June 2003 by adding another 50 lakh BPL families. Under the scheme, during 2002-03, against an allocation of 41.27 lakh tonnes of foodgrain, 35.39 lakh tonnes have been lifted by State Governments, and during 2003-04, 38.24 lakh tonnes of food-grain have been lifted against an allocation of 45.56 lakh tonnes.

Swarna Jayanti Shahari Rozgar Yojana (SJSRY)

The Urban Self-Employment Program and the Urban Wage Employment Program are two special schemes of the SJSRY initiated in December 1997, which replaced various programs operated earlier for urban poverty alleviation. Between the Centre and the States, SJSRY is funded on a 75:25 basis. During 2002-03, the full allocation of Rs.105 crore provided for various components of this program was released. For 2003-04, an allocation of Rs.94.50 crore plus Rs. 10.5 crore for North East and Sikkim was provided for various components of this program. The expenditure during 2003-04 was Rs. 105 crore.

Valmiki Ambedkar Awas Yojana (VAMBAY)

The VAMBAY was launched in December 2001 to ameliorate the conditions of the urban slum dwellers living below the poverty line without adequate shelter. The scheme has the primary objective of facilitating the construction and up-gradation of dwelling units for slum dwellers and providing a healthy and enabling urban environment through community toilets under Nirmal Bharat Abhiyan, a component of the scheme. The Central Government provides a subsidy of 50 per cent, the balance 50 per cent being arranged by the State Government. There are prescribed ceilings on costs both for dwelling units and community toilets. During 2003-04, Central subsidy to the extent of Rs. 239 crore has been released. Since inception up to May 2004, Rs. 522 crore have been released as Government of India subsidy for the construction/upgradation of 2,46,035 dwelling units and 29,263 toilet seats under the scheme.

Table 10.6 : Physical Performance of Special Employment and Poverty Alleviation Programmes (in million)

Programmes in rural areas	2001-02		2002-03		2003-04	
	Target	Achieve	Target	Achieve	Target	Achieve
1) JGSY / SGRY-II - Mandays of employment generated*	-	262.42	-	297.97	-	391.65 ^P
2) EAS/SGRY-I – Mandays of employment generated**	339.19	260.55	-	306.67	-	372.83 ^P
3) SGSY – Total Swarozgaris assisted	-	0.94	-	0.6	-	0.86
4) IAY – Dwelling Units	1.29	1.17	1.39	1.06	1.48	1.25 ^P
5) ARWSP-Habitation/villages	0.05	0.02	0.06	0.03 ^{*^}	1.42	1.33
6) CRSP- (No. of Sanitary latrines)	-	0.05	-	N.A.	-	4.63
7) NSAP						
a) NOAPS – Beneficiaries \$	5.06	5.43	-	N.A.	-	N.A.
b) NFBS – Beneficiaries \$	0.16	0.16	-	N.A.	-	N.A.
c) NMBS – Beneficiaries***	-	N.A.	-	N.A.	-	N.A.
B. Programmes in urban areas						
1) PMRY – (I) Micro enterprises@	0.22	0.19	0.22	0.19	0.22	0.12 ^P
(II) Employment generated \$	0.30	0.28	0.30	0.29	0.30	0.18 ^P
2) SJSRY\$\$ of which	-	0.10	-	0.08	-	0.10 ⁺
I USEP-(i) Beneficiaries	-	0.09	-	0.11	-	0.10 ⁺
(ii) Persons trained	-	15.87	-	3.63	-	2.65 ⁺
II UWEP – mandays of employment generated.	-	28.73 [^]	-	29.59 [^]	-	31.65 ^{+^}
3) Beneficiaries covered under community structure component	0.01	N.A.	0.18	N.A.	0.27	N.A.
4) Beneficiaries assisted under DWCUA						
- Targets are not fixed. N.A. : Not Available.						
* JGSY has been merged into SGRY with effect from 2001-02 and is now SGRY-II, SGRY is self-targeting scheme.						
** EAS has been merged into SGRY with effect from 2001-02 and is now SGRY-I, SGRY is self-targeting scheme.						
*** Transferred to Ministry of Health & family Welfare with effect from 2001-02						
*^ Upto, January 2003.						
\$ Transferred to State Plan with effect from 2002-03.						
# upto November 4, 2003						
^ Cumulative information since it is a continuous process						
+ As on March 31, 2003						
P Provisional						
Source: Ministry of Rural Development (MORD)						

higher growth in GDP, indicating a decline in the labour intensity of production.

10.11 Some of the other important findings emerging from the 55th Round (1999-2000) are:

- (i) The decline in the rate of growth of employment was associated with a sharp decline in the rate of growth of the labour force.
- (ii) The absolute number of unemployed increased from 20 million in 1993-94 to 27 million in 1999-2000. Also, the incidence of unemployment, (expressed in terms of unemployed as

a percentage of the labour force) increased from 5.99 per cent in 1993-94 to 7.32 per cent in 1999-2000.

- (iii) The decline in the overall growth rate of employment in 1994-2000 was largely attributable to a near stagnation of employment in agriculture. As a result, the share of agriculture in total employment dropped substantially from 60 per cent in 1993-94 to 57 per cent in 1999-2000.
- (iv) On the other hand, employment growth in all the sub-sectors within services, such as trade, hotels,

Table 10.7 : Employment and unemployment (CDS Basis)*(person years)*

	(Million)			Growth per annum (%)	
	1983	1993-94	1999-2000	1983 to 1993-94	1993-94 to 1999-2000
All India					
Population	718.20	894.01	1003.97	2.00	1.95
Labour Force	261.33	335.97	363.33	2.43	1.31
Workforce	239.57	315.84	336.75	2.70	1.07
Unemployment rate (%)	8.30	5.99	7.32		
No. of unemployed	21.76	20.13	26.58	-0.08	4.74
Rural					
Population	546.61	658.83	727.50	1.79	1.67
Labour Force	204.18	255.38	270.39	2.15	0.96
Workforce	187.92	241.04	250.89	2.40	0.67
Unemployment rate (%)	7.96	5.61	7.21		
No. of unemployed	16.26	14.34	19.50	-1.19	5.26
Urban					
Population	171.59	234.98	276.47	3.04	2.74
Labour Force	57.15	80.60	92.95	3.33	2.40
Workforce	51.64	74.80	85.84	3.59	2.32
Unemployment rate (%)	9.64	7.19	7.65		
No. of unemployed	5.51	5.80	7.11	0.49	3.45

Source : Planning Commission.

restaurant, transport, storage, communication and financial and business services, (except community, social and personal services having negative growth rate) exceeded 5 per cent per annum (Table 10.8).

- (v) As has been the trend in the past, the share of casual labour in total employment went up.

10.12 Some estimates of employment available from the Annual Rounds of NSSO for July-December 2002, indicate that on a usual status basis employment in the country increased at the rate of 2.07 per cent per annum during 2000 to 2002 (July-December) as compared to 1.07 per cent per annum during 1994-2000. During 2000 to 2002 (July-December) in absolute terms, again on usual status basis, employment increased by 84 lakh per year, on an average, as against the target of creating approximately 5 crore employment opportunities over the Tenth Plan period i.e. 1 crore employment opportunities

per year. However, these estimates are based on thin samples which suffer from large sampling errors.

10.13 A Special Group constituted by the Planning Commission on targeting ten million employment opportunities per year over the Tenth Plan period had noted the decline in the rate of growth of population, labour force and workforce, but an increase in the unemployment rate during 1993-94 and 1999-2000 (Table 10.7) in spite of the improvement in the overall growth performance of the economy from the previous decade.

10.14 In view of the declining employment elasticity of growth, observed during 1994-2000, the Special Group has recommended that over and above the employment generated in the process of present structure of growth, there is a need to promote certain identified labour intensive activities. These sectors are agriculture and allied activities, small and medium industries, information technology, construction, tourism, financial sector,

Table 10.8 : Sectoral employment growth (CDS basis)

Sector	Employment (in million)				Annual growth (%)			
	1983	1987-88	1993-94	1999-2000	1983 to 1987-88	1987-88 to 1993-94	1983 to 1993-94	1993-94 to 1999-2000
Agriculture	151.35	163.82	190.72	190.94	1.77	2.57	2.23	0.02
Industry								
Mining & quarrying	1.74	2.40	2.54	2.26	7.35	1.00	3.68	-1.91
Manufacturing	27.69	32.53	35.00	40.79	3.64	1.23	2.26	2.58
Electricity, gas and water supply	0.83	0.94	1.43	1.15	2.87	7.19	5.31	-3.55
Construction	7.17	11.98	11.02	14.95	12.08	-1.38	4.18	5.21
Services								
Trade, hotels and restaurant	18.17	22.53	26.88	37.54	4.89	2.99	3.80	5.72
Transport, storage and communication	6.99	8.05	9.88	13.65	3.21	3.46	3.35	5.53
Financial, insurance, real estate and business services	2.10	2.59	3.37	4.62	4.72	4.50	4.60	5.40
Community, social and personal services	23.52	27.55	34.98	30.84	3.57	4.06	3.85	-2.08
All sectors	239.57	272.39	315.84	336.75	2.89	2.50	2.67	1.07
Source : NSSO-Different rounds.								

education and health etc. With proper policy initiatives taken in these labour intensive sectors, an additional 20 million jobs could be created during the Tenth Plan. The Report also identified programs/targets for achieving the ten million employment opportunities per year. Another Task Force on Employment Strategies and Employment Monitoring at state level was set up by Planning Commission under the Chairmanship of the then Member, Planning Commission (Dr.S.P.Gupta), with representatives from states and major central Ministries/ Departments.

10.15 There are large inter-state differentials in unemployment (Table 10.9). During the period 1993-94 to 1999-2000, growth in employment was the highest in Haryana (2.43 per cent) followed by Gujarat (2.31 per cent), while Kerala recorded the least growth of only .07 per cent.

Employment in the organized sector

10.16 Only a small percentage (8 to 9 percent) of the total workforce of the country is employed in the organized sector. Organized sector employment on March 31,

2002 was 27.2 million of which 69 per cent or 18.8 million was in the public sector (Appendix Table 3.3). With public sector employment declining by 1.9 per cent in 2002 over 2001, there was a corresponding decrease of 2.1 per cent in employment in the organized sector in 2002. The decline in public sector employment, reflecting a conscious policy decision, was compounded by a decline in organized private sector employment.

10.17 The data available from the 945 employment exchanges in the country indicates that in February 2004, the number of jobseekers registered with the employment exchanges (all of whom are not necessarily unemployed), was of the order of 4.11 crore out of which, approximately 70 per cent are educated (10th standard and above). The number of women job seekers registered was of the order of 1.07 crore (26 per cent of total job seekers). The maximum number of job seekers awaiting employment were in West Bengal (67.5 lakh). The placement was maximum in Gujarat, whereas the registration was maximum in Maharashtra. The placement effected by the employment exchanges at all-

Table 10.9 : Employment scenario in States*(CDS basis)*

Sl. No.	Selected States	Employment ('000) 1999-00	Employment growth 1993-94 to 1999-00 (% p.a.)	Unemployment rate		Employment elasticity 1993-94 to 1999-00	GDP growth (% per annum) 1993-94 to 1999-00
				1999-00 (%)	1993-94 (%)		
1.	Andhra Pradesh	30614	0.35	8.03	6.69	0.067	5.2
2.	Assam	7647	1.99	8.03	8.03	0.737	2.7
3.	Bihar	30355	1.59	7.32	6.34	0.353	4.5
4.	Gujarat	18545	2.31	4.55	5.70	0.316	7.3
5.	Haryana	5982	2.43	4.77	6.51	0.420	5.8
6.	Himachal Pradesh	2371	0.37	2.96	1.80	0.052	7.1
7.	Karnataka	20333	1.43	4.57	4.94	0.188	7.6
8.	Kerala	8902	0.07	20.97	15.51	0.013	5.5
9.	Madhya Pradesh	28725	1.28	4.45	3.56	0.272	4.7
10.	Maharashtra	34979	1.25	7.16	5.09	0.216	5.8
11.	Orissa	11928	1.05	7.34	7.30	0.262	4.0
12.	Punjab	8013	1.96	4.03	3.10	0.426	4.6
13.	Rajasthan	19930	0.73	3.13	1.31	0.104	7.0
14.	Tamil Nadu	23143	0.37	11.78	11.41	0.052	7.1
15.	Uttar Pradesh	49387	1.02	4.08	3.45	0.185	5.5
16.	West Bengal	22656	0.41	14.99	10.06	0.056	7.3
All India		336736	1.07	7.32	5.99	0.160	6.7

Source : Planning Commission.

India level during 2003 was of the order of 1.55 lakh as against 2.56 lakh vacancies notified during this period.

Women in the workforce

10.18 Women constitute a significant proportion of the labour force. Female participation in the workforce, however, varies across rural-urban areas. According to the 58th Round (July-December 2004) Survey of NSSO, the female Workforce participation rate in rural areas declined to 281 per thousand compared to 299 in the 55th Round (July 1999-2000). In Urban areas, it increased marginally from 139 to 140. In rural areas, 85 per cent of women workers are engaged primarily in agricultural activities, and related sectors such as animal husbandry. In urban areas, a significant proportion of women workers are employed in the unorganized sectors such as household industries, petty trade and services and building and construction activities.

According to a National Institute of Public Finance & Policy (NIPFP) study on Gender Budgeting the average female wage is almost 80 per cent of the male average in urban areas, while it is less than 60 per cent of the corresponding male rate in rural areas.

10.19 Employment of women in the organized sector (both public and private) as on March 31, 2002 at 4.95 million, constituted 18.1 per cent of the total organized sector employment in the country, compared to 17.9 per cent in 2001. The distribution of women employees across industries reveals that community, social and personnel services sectors employed 56.5 per cent of women workers followed by manufacturing (20.6 per cent), agriculture and allied occupation (9.4 per cent) and finance, insurance, real and business (5.2 per cent). The proportion of women in organized sector employment is higher in States with higher female literacy rates.

10.20 Improvement in the quality of women's employment depends upon increased access to education and skill-development training. Several initiatives have been taken to provide training for women. There are about 776 Institutes (224 Women Industrial Training Institutes and 552 Women Wings in General Industrial Training Institutes (ITI)/Private ITI) providing about 47,472 training seats for vocational training facilities for women at craftsman level.

Child Labour

10.21 Concern of children and the elimination of child labour continues to be an area of great concern and article of faith for successive governments. According to the census 2001 figures, there are 1.25 crore working children in the age group of 5-14 as compared to the total child population of 25.2 crore of which 1.07 crore working children are in the age group of 10-14.

10.22 Existing laws prohibit the employment of children below 14 years of age in factories, mines and hazardous employment and regulate the working conditions of children in other non-hazardous areas of employment. The Government of India adopted a National Policy on Child Labour in 1987 with a three-fold strategy; legal action plan, general developmental programs and project-based action plan. Under the project-based action plan, the Government of India has adopted two schemes, namely, National Child Labour Project Scheme (NCLP) and Grant-in-Aid to voluntary organizations for taking up action-oriented programs in the field of rehabilitation of child labour. There are currently 100 NCLPs covering 2.11 lakh working children. Government has approved the continuation of the above schemes during the tenth plan. It has also been decided to sanction additional 150 NCLPs during the Tenth plan. Action is already underway for sanctioning these new NCLPs. Under the Grant-in-Aid Scheme, voluntary organizations involved in rehabilitation of child labour have been provided financial assistance for the projects undertaken by them in areas not covered by the scheme of NCLP.

Education

10.23 Literacy rates in India have risen dramatically from only 18.3 per cent in 1951, to 64.8 per cent in 2001. However, India continues to lag behind several other developing countries in the region (Table 10.10).

Table 10.10 : India's global position on adult and youth literacy rates

Country	Adult Literacy Rate (per cent 15 yrs & above)		Youth Literacy Rate (per cent 15 - 24 yrs & above)	
	1990	2001	1990	2001
China	78.3	85.8	95.3	97.9
India	49.3	58.0	64.3	73.3
Nepal	30.4	42.9	46.6	61.6
Pakistan	35.4	44.0	47.4	57.8
Sri Lanka	88.7	91.9	95.1	96.9
Bangladesh	34.2	40.6	42.0	49.1

Source : UNDP, Human Development Report 2003.

10.24 Census data from 1981 to 2001 indicate that the increase in population of the age-group 7 years and over has been 26-27 per cent during each decade. The number of literates grew by 52 per cent in 1981-91 and 59 per cent in 1991-2001. The absolute number of illiterates increased during 1981-91 but substantially declined during 1991-2001. Literacy improved by 8.6 percentage points during 1981-91 while the increase during 1991-2001 was by 12.6 percentage points (Table 10.11). For the first time,

Table 10.11 : Literacy rates in India (1951-2001)

Census Year	Persons	Males	Females	Male-Female gap in literacy rate
1951	18.33	27.16	8.86	18.30
1961	28.30	40.40	15.35	25.05
1971	34.45	45.96	21.97	23.98
1981	43.57	56.38	29.76	26.62
1991	52.21	64.13	39.29	24.84
2001	64.84	75.85	54.16	21.69

Source : Census of India.

education efforts have overtaken the growth in population and the absolute number of illiterates has started declining.

10.25 In the five decades after Independence, the increase in literacy rate during the decade 1991-2001 has been the highest, i.e., from 52.2 to 64.8 per cent, which is an increase of 12.6 percentage points. For the first time, the country witnessed a faster growth in female literacy i.e., 14.9 percentage points (from 39 to 54 per cent) compared to that of males, which increased by only 11.7 percentage points (from 64 to 75 per cent). Through this there was a narrowing of the gender gap in literacy, which was 25 per cent in 1991 and to 22 per cent in 2001. There is also, for the first time, a converging trend in the rural-urban literacy gap. Between 1991 and 2001 rural literacy increased by 7 per cent, thereby reducing the urban-rural gap from 28.4 per cent in 1991 to 20.9 per cent in 2001.

10.26 The National Policy on Education (1986) provides a broad policy framework for eradication of illiteracy and sets a goal of expenditure on education at 6 per cent of the GDP. As against the goal of 6 per cent, the total expenditure on education by both central and state governments was only 3 per cent of GDP in 2002-03 (RE). A high priority has been accorded to this sector in the Tenth Five Year Plan (2002-07), with an allocation of Rs.43,825 crore as against Rs.24,908 crore made available in the Ninth Plan, representing an increase of 76 per cent. Out of this, Rs.28,750 crore has been allocated for elementary education in the Plan. The total Central Plan allocation for education in 2003-04 (BE) has been kept at Rs.7,025 crore, the same as in 2002-03 (BE), out of which the allocation for elementary education is Rs.4,667 crore, while for Adult Education, there is a provision of Rs.233 crore, and for Secondary & Higher Education it is Rs. 2,125 crore.

Elementary education

10.27 In order to fulfil the goal of universal elementary education, Constitutional (86th Amendment) Act, 2002 has been passed by the Parliament. A Central Bill containing the detailed mechanism to implement the

Constitutional Amendment has been drafted and circulated to States and Members of Parliament of leading political parties for their comments. The Bill will be introduced in Parliament once the consultative process is completed. Once enacted, this legislation would be a milestone in the country's march towards Universal Elementary Education.

10.28 A comprehensive program called Sarva Shiksha Abhiyan (SSA) was launched in November 2000 in partnership with the States. The program aims to improve the performance of the school system through a community-owned approach and to impart quality elementary education to all children in the age group of 6-14 by 2010. It seeks to bridge gender and social disparities at the elementary level. It subsumes all existing programs, including externally aided programs, within its overall framework, with the district as the unit of implementation. National Program for Education of Girls at Elementary Level (NPEGEL) has been launched in 2003-04 for providing additional components for education of girls at elementary level under SSA (Box 10.3).

10.29 The number of primary schools increased from 6.39 lakh in 2000-01 to 6.64 lakh in 2001-02. The number of upper primary schools increased from 2.06 lakh in 2000-01 to 2.19 lakh in 2001-02. The ratio of upper

Box : 10.3 National Program for Education of Girls at Elementary Level (NPEGEL)

The Objective of the scheme is to provide additional support to education of girls at the elementary level through the following additional initiatives: (i) to develop a school, as a model girl-child friendly school, at the cluster level; (ii) to provide additional incentives such as stationery, slates, work books, and uniforms and to meet any other locally-felt need within the existing ceiling of Rs.150 per child per annum; (iii) additional interventions like awards to schools/teachers, student evaluation, remedial teaching, bridge courses alternative schools, learning through open schools, teacher training and child care centers at the cluster level within a ceiling of Rs.60,000 per annum; (iv) mobilization and community monitoring within a ceiling of Rs.95,000 per cluster over a five-year period; (v) development of materials; and (vi) planning, training and management support.

primary school to primary school was 1:3 in 2001-02 as well as in 2000-01. The total enrolment at primary and upper primary school levels in India witnessed a steady increase (Table 10.12). During 2000-01 and 2001-02 the growth rate of enrolment for girls at the elementary level was higher than that of boys. Participation of girls at all levels of school education has improved appreciably over the years, but vast disparities amongst the States in Gross Enrolment Ratio (GER) at primary/upper primary level persist with States in the North-East performing better than others (Appendix 9.2). The GER at Primary and Upper Primary levels improved in 2001-02 over the previous year (Table 10.12).

10.30 Of the estimated population of 193 million in the age group of 6-14 years in 2001-02, nearly 82.2 per cent was enrolled in schools, compared with 81.6 per cent in 2000-01. The student retention at the primary school stage was about 59 per cent (1992-97). At the primary level, the drop out rate decreased from 40.7 per cent in 2000-01 to 39.03 in 2001-02. At the upper primary level, the drop out rate increased marginally from 53.7 per cent in 2000-01 to 54.6 in 2001-02. Though the drop out rate at the elementary education stage has declined over the years, it is still relatively high,

specially in the case of girl students for whom the rates in 2001-02 were 39.9 per cent and 56.9 per cent at the primary and upper primary levels respectively. In absolute terms, the number of teachers registered at the elementary level was 3.4 million in 2001-02. The percentage share of female teachers in the total number of teachers was 37.2 per cent in 2001-02. Despite the increase in the number of teachers over the decades the Pupil Teacher Ratio (PTR) at the primary level has remained more or less constant at 43:1 during 2001-02, while there is an improvement in PTR at the upper primary level to 34:1 in 2001-02.

10.31 Within the education sector, elementary education has been given priority in terms of sub-sectoral allocations. A number of schemes have been launched by the Central Government to meet the needs of the educationally disadvantaged groups (Box 10.4).

Adult Education

10.32 The National Literacy Mission was launched on May 5, 1988 as a Technology Mission to impart functional literacy to non-literates in the country in the age group of 15-35 years in a time bound manner. This age-group has been the focus of attention because

Table 10.12 Gross Enrolment Ratios (GER) (in per cent)

Year	Primary (I-V)			Upper Primary (VI-VIII)			Elementary (I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1950-51	60.6	24.8	42.6	20.6	4.6	12.7	46.4	17.7	32.1
1960-61	82.6	41.4	62.4	33.2	11.3	22.5	65.2	30.9	48.7
1970-71	95.5	60.5	78.6	46.5	20.8	33.4	75.5	44.4	61.9
1980-81	95.8	64.1	80.5	54.3	28.6	41.9	82.2	52.1	67.5
1990-91	114.0	85.5	100.1	76.6	47.0	62.1	100.0	70.8	86.0
1991-92	112.8	86.9	100.2	75.1	49.6	61.4	101.2	73.2	87.7
1992-93	95.0	73.5	84.6	72.5	48.9	67.5	87.7	65.7	77.2
1993-94	90.0	73.1	81.9	62.1	45.4	54.2	80.2	63.7	72.3
1994-95	96.6	78.2	87.7	68.9	50.0	60.0	87.2	68.8	78.4
1995-96	97.1	79.4	88.6	67.8	49.8	59.3	86.9	69.4	78.5
1996-97	97.0	80.1	88.8	65.8	49.2	58.0	85.9	69.4	78.0
1997-98	99.3	82.2	91.1	66.3	49.7	58.5	87.4	70.7	79.4
1998-99 *	100.9	82.9	92.1	65.3	49.1	57.6	87.6	70.6	79.4
1999-2000 *	104.1	85.2	94.9	67.2	49.7	58.8	90.1	72.0	81.3
2000-2001*	104.9	85.9	95.7	66.7	49.9	58.6	90.3	72.4	81.6
2001-2002*	105.3	86.9	96.3	67.8	52.1	60.2	90.7	73.6	82.4

*Provisional

Source: Selected Educational Statistics 2001-2002, Ministry of Human Resource Development.

Box 10.4 : Initiatives to encourage elementary education

District Primary Education Programme

Launched in 1994 in 42 districts, this is a Centrally Sponsored Scheme aimed at providing access to primary education for all children, reducing primary dropout rates to less than 10 per cent, increasing learning achievement of primary school students by at least 25 per cent and reducing gender and social gaps to less than 5 per cent. The programme is presently continuing in 129 districts of 9 States namely; Andhra Pradesh, Bihar, Gujarat, Jharkhand, Orissa, Rajasthan, Uttar Pradesh, Uttaranchal and West Bengal. Rs.1,200 crore was allocated in the budget for 2003-04.

National Programme of Nutritional Support to Primary Education (Mid-Day-Meal Scheme)

The National Programme of Nutritional Support to Primary Education commonly known as the Mid -Day Meals Scheme was launched in August, 1995 with the objective of boosting universal primary education by increasing enrolment, attendance and retention, while simultaneously impacting on nutritional status of children in primary classes. Presently, 29 States/UTs are providing meals fully/partially to about 5.78 crore children which is 54.8 per cent of the targeted 10.57 crore children. The total allocation in the budget for 2003-04 was Rs.1,375 crore.

Mahila Samakhya

The Mahila Samakhya scheme was started in 1989 for the education and empowerment of women in rural areas, particularly those from socially and economically marginalized groups. It focuses on enabling a greater access to education, generating a demand for education, building capabilities and strengthening women's abilities to effectively participate in village-level processes for educational development. The scheme is being implemented in nine States: Andhra Pradesh, Assam, Bihar, Gujarat, Jharkhand, Karnataka, Kerala, Uttar Pradesh and Uttaranchal. The programme covers over 12,000 villages in 59 districts.

they are in the productive and reproductive period of life. The National Education Policy – 1986, as modified in 1992, also has recognized the National Literacy Mission as one of the three instruments to eradicate illiteracy from the country, the other two being Universalisation of Elementary Education and Non-formal Education.

10.33 The Mission objective is to attain a sustainable threshold literacy rate of 75 per cent by 2007. The Total Literacy Campaign (TLC) has been the principal strategy of National Literacy Mission for eradication of illiteracy in the target age-group. These campaigns are area-specific, time-bound, volunteer-based, cost effective and outcome-oriented. They are implemented by Zilla Saksharata Samities (District Level Literacy Societies).

10.34 The objectives of the literacy movement are broadly two fold. One, imparting functional literacy in the initial TLC phase, its consolidation and upgradation to a self-reliant level in the post-literacy phase, and self-directed learning and its application through continuing education, towards a learning society. The second objective relates to improvement not only through the ability to

approach literacy skills, but also through the upgradation of life and occupational skills.

Secondary Education

10.35 The Secondary Education sector prepares students in the age group of 14-18 years for entry into higher education as well as for the world of work. The number of secondary and senior secondary schools during 2001-02 is 1.33 lakh with an enrolment of students of 30.5 million.

University & Higher Education

10.36 There has been an impressive growth in the area of university and higher education. Accreditation of all Universities and Colleges has been made mandatory. The University Grants Commission (UGC) guidelines for grant of Deemed University status have been revised and simplified to provide for grant of provisional status of Deemed University to de-novo institutions as well in the emerging areas and for opening of centers of Deemed Universities anywhere in India and abroad. Student enrolment in higher education rose from 7.26 million in 1997-98 to 9.2 million in 2002-03. Enrolment of women students rose to 3.69 million with women constituting 40 per

cent of the total in 2002-03. The Open University System is a step towards diversification of courses offered for focusing on the educational needs of women, the rural segment as also for professional training of in-service personnel. There has been a significant increase in the students' enrolment under Open and Distance Education System.

Technical and Professional Education

10.37 Technical and professional education in the country has played a significant role in economic and technical development by producing quality manpower. There are 1,265 approved engineering colleges at the degree level. Apart from this, 1,034 institutes offer a Master of Computer Application (MCA) programme. There are 958 approved Management Institutes imparting MBA courses. All India Council for Technical Education (AICTE) has delegated the powers of approval of diploma level technical institutes to the State Governments. Strong linkages have been developed between technical institutions and the industry.

Health

10.38 Achieving an acceptable standard of good health amongst the general population of the country is the main objective of the National Health Policy, 2002 (NHP). Improvement in the health status of the

population is sought to be achieved through improvement in health services in the country with a special focus on underserved and underprivileged segments of the population. Larger investment in health will be needed even to maintain the current health situation, as the technology required for tackling resistant infections and non-communicable diseases are expensive and result in escalation of health care costs. The NHP-2002 envisages increasing public health investment from the current level of 0.9 per cent of GDP to 2 per cent of GDP by 2010.

10.39 A vast health care delivery system has been created in the country by the government, voluntary and private sectors (Box 10.5). The health care delivery system, however, has created a paradoxical situation with a plethora of hospitals but few located in areas with high morbidity. Moreover, there are many hospitals in the public, voluntary and private sectors without appropriate manpower, diagnostic and therapeutic services and drugs. There are massive interstate/inter-district/urban-rural differences in performance, availability and utilization of services. Facilities are poorest in the most needy remote rural areas in the states. There are unused diagnostic facilities and drugs in some places while others suffer from shortages mainly because of defined norms for care at each level and referral. Overcrowding in some

Box 10.5 : Time trends (1951-2003) in health care.

	1951	1981	2003	(Period/Source)
SC/PHC/CHC*	725	57,363	1,63,195	(March 2001-RHS**)
Dispensaries and Hospitals (all)	9,209	23,555	38,031	(January 1, 2002-CBHI***)
Beds (Private and Public)	1,17,198	5,69,495	9,14,543	(January 1, 2002-CBHI)
Nursing Personnel	18,054	1,43,887	8,32,000	(December 31,2001-INC@)
Doctors (Modern System)	61,800	2,68,700	6,05,840	(December 31,2002-MCI@@)
Malaria (Cases in million)	75	2.7	1.65	(2003) provisional
Leprosy (Cases/ 10,000 population)	38.1	57.3	2.4	(2004) provisional
Polio (no. of cases)	29,709	225	214	(December 31, 2003)

* **SC/PHC/CHC : Sub Centres/Primary Health Centres/Community Health Centres.**

** **RHS : Rural Health Statistics.**

*** **CBHI: Central Bureau of Health Intelligence.**

@ **INC : Indian Nursing Council.**

@@ **MCI : Medical Council of India.**

Source : Planning Commission, Ministry of Health and Family Welfare.

hospitals coexists with under utilisation in others. Most secondary and tertiary care institutions have good facilities with skilled staff, but they face difficulty in running institutions because of changing health care needs, rapid advances in technology, obsolescence of equipment and rapid turn over of staff. Pradhan Mantri Swasthya Suraksha Yojana (PMSSY) has been designed to reduce these gaps (Box 10.6).

Box 10.6 : Pradhan Mantri Swasthya Suraksha Yojana (PMSSY)

PMSSY has been designed with an objective, to reduce the gaps that remain in the availability of tertiary care hospitals/medical colleges providing speciality/super speciality services across various states and to mitigate the difficulties of people from under developed states who have to travel to institutions like AIIMS, New Delhi leading to inconvenience and high cost to patients. Under the scheme, AIIMS like institutions are proposed to be set up in six backward states of Bihar, Chattisgarh, Madhya Pradesh, Orissa, Rajasthan and Uttaranchal. The scheme will also provide one time assistance to one institution in each of six other states of Andhra Pradesh, Jammu and Kashmir, Jharkhand, Tamil Nadu, Uttar Pradesh and West Bengal to enable these institutions to upgrade their facilities to AIIMS level.

10.40 In order to reduce these imbalances in the health care delivery system, the focus areas of Tenth Five Year Plan (2002-07) inter-alia includes the reorganization and restructuring of existing healthcare infrastructure at primary, secondary and tertiary levels so that they have the capacity to render health care services to the population residing in well defined geographical areas and have appropriate referral linkages with each other. Other focus areas of the Tenth Plan include appropriate delegation of powers to Panchayati Raj Institutions (PRI) to ensure local accountability of public healthcare providers; horizontal integration of all aspects of the current vertical disease control programs, building up an effective system of disease surveillance; effective implementation of the provisions for food and drugs safety; building up a fully functional, accurate Health

Management Information System (HMIS) utilizing currently available information technology (IT) tools; developing capabilities at all levels for emergency and disaster management, and exploring alternative systems of healthcare financing including health insurance so that essential, need based and affordable healthcare is available to all. The approach during the Tenth Plan is to provide essential primary healthcare, emergency life saving services, services under the National Disease Control Programs free of cost to all individuals and essential healthcare service to people below poverty line.

10.41 The Plan outlay for the Central Health Sector Schemes during 2003-04 is pegged at Rs.1,550 crore, which is same as that for 2002-03. About 55 per cent of the Plan outlay continues to be spent on centrally sponsored disease control programs for major communicable and non-communicable diseases like malaria, tuberculosis (TB), leprosy, AIDS, blindness, cancer and mental disorders.

Malaria

10.42 The malaria situation after 1984 has remained more or less static (annual malaria cases and Pf cases over 2 million and 1 million respectively) with marginal fluctuations. However, the number of malaria cases has gone down to less than 2 million in 2002 and 2003. National Filaria Control Program (NFCP) and Kala-azar Control Program had been operative in the country till 2002-03. In pursuance of the concept of convergence, a National Vector Borne Disease Control Program (NVBCP) has been started from 2003-04 through convergence of three ongoing programs and inclusion of Japanese Encephalitis and Dengue/DHF. The main objective of the program is the prevention and efficient control of vector borne diseases to pursue the goals set under the NHP-2002. The NHP-2002 has envisaged kala-azar elimination by the year 2010, filarial elimination by the year 2015 and reduction in mortality on account of malaria and other vector borne diseases by 50 per cent by the year 2010.

Tuberculosis

10.43 Tuberculosis (TB) is a serious public health problem in India. Approximately 18 lakh new cases of which about 8 lakh are highly infectious smear positive are reported every year. About 4.17 lakh persons die of TB every year in the country. The Revised National TB Control Programme (RNTCP) using Directly Observed Treatment, Short course (DOTS) strategy, with the objective of curing at least 85 per cent of new sputum positive patients and detecting at least 70 per cent of such patients was evolved. It is presently being implemented in a phased manner since 1997 with assistance from World Bank, DANIDA, DFID, USAID, GDF and GFATM. Till date, the RNTCP has placed more than 25 lakh patients on treatment, averting more than 4.5 lakh deaths. Overall performance of RNTCP has been excellent with cure/treatment completion rate consistently above 80 per cent, and death rate reduced to less than 5 per cent. The aim is to extend RNTCP which presently covers population of 870 million to the entire country by 2005.

Leprosy

10.44 The leprosy prevalence rate for the country as a whole is estimated at 2.4 per 10,000 population during 2004. The World Bank assisted National Leprosy Elimination Programme, which is presently under implementation in the country, has been decentralized to State/District Leprosy Societies and services under the programme have been integrated with general health care services for greater reach of Leprosy services.

HIV/AIDS

10.45 As compared to 3.5 million in 1998, an estimated 4.58 million men, women and children were living with HIV/AIDS in the country at the end of 2002, with an adult (15-49 years) prevalence rate of 0.8 per cent. India accounts for 10 per cent of the global HIV burden. These figures are a cause of increasing concern as persons infected with HIV will progress to AIDS, resulting in a steep increase in number of AIDS patients in the country with consequent medical, economic

and social implications. Presently HIV infection in India is being traced among the general population in all states across urban and rural areas. The States of Andhra Pradesh, Karnataka, Maharashtra, Manipur, Nagaland and Tamil Nadu are categorized as high prevalence states. Gujarat, Goa and Pondicherry are categorized as moderate prevalence states with the remaining States/UTs. are categorized as low prevalence states. In order to prevent and control the spread of HIV/AIDS in India a comprehensive National AIDS Control Programme is under implementation throughout the country.

10.46 Government support is available for treatment of opportunistic infections among people living with HIV/AIDS who access public sector hospitals. A single dose of anti-retroviral (nevirapine) is also provided to the HIV positive mother and baby pairs in the centers established for Prevention of Parent to Child Transmission (PPTCT). Government is committed to providing Anti-Retroviral treatment free of cost in a phased manner to the priority segment of people living with HIV/AIDS, such as women covered under PPTCT, children with AIDS under 15 years of age and AIDS cases seeking treatment in public sector hospitals in the six high-prevalence states. Recently WHO and UNAIDS have announced an initiative which seeks to provide access to Anti-Retroviral treatment for three million people living with HIV/AIDS by the year 2005.

Control of non-communicable diseases (NCD)

10.47 Non-communicable diseases cover a wide range of heterogeneous conditions affecting different organs and systems in different age and socio-economic groups. Over the last two decades, morbidity and mortality due to cardio-vascular diseases, mental disorders, cancers and trauma have been rising with increases in the number of senior citizens with higher prevalence of non-communicable diseases, prevalence of non-communicable diseases in younger people because of life-style changes, obesity and stress, and exposure to environmental risk factors and use of tobacco. During the Tenth Plan, efforts will be made to improve

preventive, curative and rehabilitative services for non-communicable diseases throughout the country at all levels of care. Some of the areas of major thrust are a well-structured Information, Education, Communication and Monitoring (IEC&M) for primary and secondary prevention of non-communicable diseases; re-orientation and skill up-gradation of health care providers in diagnosis and management of non-communicable diseases at different levels of care, establishment of referral linkages among primary, secondary and tertiary institutions, and creation of an epidemiological database on non-communicable diseases especially Cardiovascular Deaths (CVDs), stroke and diabetes. The National Program for Control of Blindness, National Cancer Control Program, National Mental Health Program and Iodine Deficiency Disorders (IDD) control Programs are continuing in the Tenth Plan.

Blindness

10.48 Due to the large population base and increased life expectancy, the number of cataract cases is expected to increase in the coming years. The World Bank assisted Cataract Blindness Control Project, which was successfully completed in June, 2002, resulted in an increase in number of cataract surgeries to 38.57 lakh in 2002-03 and 40.75 lakh during 2003-04. Government is implementing the National Blindness Control Program. During the Tenth Plan, attempts will be made to clear the backlog of blindness due to cataracts by performing 4.5 million cataracts operation per year up to 2007. New initiatives will be taken during the Tenth Plan to control childhood blindness, corneal blindness and emerging causes of blindness like diabetic retinopathy and glaucoma.

Cancer

10.49 Cancer has become a major public health problem due to increase in life expectancy and changing life styles. There are about 20-25 lakh cases of cancer in the country at any given point of time and approximately 7-9 lakh cases come up every year. During the Tenth Plan, the National Cancer Control Program has been made a Centrally Sponsored Scheme. Primary

prevention of cancers by health education, secondary prevention by early detection and diagnosis of common cancer and tertiary prevention by strengthening the existing institutions are the objectives of this program.

Indian Systems of Medicine and Homoeopathy (ISM&H)

10.50 Globally, there has been a revival of interest in a complementary system of healthcare, especially in the prevention and management of chronic lifestyle-related non-communicable diseases and diseases for which there are no effective drugs in the modern system of medicine. India is currently undergoing a demographic and lifestyle transition which will result in the increasing prevalence of non-communicable diseases and lifestyle related disorders. ISM&H, which includes Ayurveda, Siddha, Unani, Homoeopathy, Yoga and Naturopathy, can play an important role in the prevention and management of these disorders. A vast infrastructure has been created under ISM&H, which includes 3,005 hospitals, 60,681 beds and 23,028 dispensaries. During the Tenth Plan, a major thrust will be given to mainstream the ISM&H system, with focus on improvement and upgradation of standards of education in Ayurveda, Yoga, Unani, Siddha, and Homeopathy, standardisation of drugs and quality control, ensuring sustained availability of raw materials, i.e. medicinal plants, metals, minerals and materials of animal origin, Research and Development, participation of ISM&H in the National Health Delivery System, National Health and Family Welfare Programs, Information, Education and Communication (IEC) including building awareness about efficacy of the systems domestically and internationally. The Tenth Plan allocation for ISM&H is Rs.775 crore. The budgetary allocation for the year 2003-04 is Rs.145 crores under plan and Rs.51 crore under non-plan.

Health Insurance

10.51 The public sector general insurance companies were encouraged to design a community-based universal health insurance scheme during 2003-04. Under this scheme,

a premium equivalent to Re 1 per day (or Rs. 365 per year) for an individual, Rs. 1.50 per day for a family of five, and Rs. 2 per day for a family of seven, entitle eligibility to reimbursement of medical expenses up to Rs. 30,000 towards hospitalization, a cover for death due to accident of Rs.25,000 and compensation due to loss of earning at the rate of Rs. 50 per day up to a maximum of 15 days. To make the scheme affordable to the BPL families, the Government has announced a subsidy of Rs.100 per year towards their annual premium. A Community-based 'Universal Health Insurance Scheme' was launched by the four public sector general insurance companies in July 2003. Up to March 31, 2004, 4.17 lakh families involving 11.62 lakh persons have been covered under the scheme. Some of the State Governments have taken initiatives to formulate health insurance for people below poverty line (Box 10.7).

10.52 On a pilot basis in 50 districts in the country, on January 23, 2004, the Government launched a social security scheme for workers drawing pay/wages/income not more than Rs.6, 500 per month in the unorganized sector. The scheme will be funded by contributions at a rate of Rs. 50 per month by eligible

workers in the age group of 18-35 years and of Rs.100 per month by those in the age group of 36-50 years. The employers, wherever identifiable, in both cases will contribute at a rate of Rs.100 per month. The government will contribute at the rate of 1.16 per cent of the monthly wages of the worker taking as base the average national floor level wages as notified by the Government from time to time. The scheme will be implemented by the Employees Provident Fund Organisation (EPFO), which will provide single window service to the workers for all the three components of the scheme. EPFO will be assisted by the Workers Facilitation Centres (WFCs), Centre and State Labour machinery, Panchayati Raj Institutions, Local bodies, SHGs and NGOs.

Population and Family Welfare

10.53 India supports about 16 per cent of world population. According to United Nations Population Fund (UNFPA) estimates, out of an annual increase of 76 million in world population, India alone accounts for as much as 16 million, marking a sizeable (21 per cent) contribution. With the risk of achieving the dubious distinction of becoming the most populous country in the world by about 2050, designing appropriate and effective steps to address the problem of population growth is an important challenge facing the nation.

10.54 The current high population growth rate is due to the large size of the population in the reproductive age-group (estimated contribution 60 per cent), higher fertility due to unmet need for contraception (estimated contribution 20 per cent) and a high wanted fertility due to prevailing high Infant Mortality Rate (IMR) (estimated contribution 20 per cent). The population under 15 years is expected to increase only marginally over the next 20 years. The largest growth of population will be in the 15-64 year age group, which will expand by about 46 percent by 2020. The elderly population is also expected to rise sharply by 2.6 per cent per annum, from 45 to 76 million, and their share in total population will rise from 4.5 to 5.7 per cent. As a consequence of these changes in the age

Box 10.7: Ongoing initiatives by States for health insurance

- For meeting hospitalisation cost of BPL families, Kerala has proposed a Health Insurance Scheme with contribution from the individual, State and the PRI administered through the Kutumbashree self-help group.
- In Delhi, a government funded health insurance scheme 'Arogya Nidhi' is being taken up. For secondary care in government institutions, the state plans to initiate a pilot project on health insurance for people below the poverty line.
- In Andhra Pradesh a health insurance scheme is being implemented, under which a cover of Rs 20,000 towards hospitalisation charges for a period of five years is assured for the acceptor of sterilization and his/ her two children, subject to a maximum of Rs. 4,000 per year
- Madhya Pradesh and Himachal Pradesh are in the process of launching Community Health Insurance Schemes.

Year	2000	2005	2010	2015	2020
Total	1,010	1,093	1,175	1,256	1,331
Under 15	361	368	370	372	373
15-64	604	673	747	819	882
65+	45	51	58	65	76

Source : Report of India Vision 2020 Committee, Planning Commission

structure, the dependency ratio- the ratio of the old (people above the age 64 years) and young (below the age of 15 years) to people in the working age group of 15-64 years, is expected to fall from 67 per cent in 2000 to 46 per cent in 2020 (Table 10.13).

10.55 As per the Population Census of India, 2001, the population of India in March 2001, was 1,027 million, with 531 million males and 496 million females. India is following the demographic transition pattern of all developing countries from initial levels of “high birth rate – high death rate” phase to the

intermediate stage of “high birth rate – low death rate” with high rates of population growth, before graduating to the “low birth rate – low death rate” phase. Over the last two decades, while the crude birth rate declined from 33.9 per thousand persons in 1981 to 25 per thousand persons in 2002, the crude death rate also declined from 12.5 per thousand persons in 1981 to 8.1 per thousand persons in 2002 (Table 10.14).

10.56 In socio-demographic parameters, in spite of considerable progress over the last two decades the country continues to lag behind several other countries in the region (Table 10.15). To correct this deficiency, the Tenth Plan envisages a reduction in Infant Mortality Rate (IMR) to 45 per 1,000 by 2007 and 28 per 1,000 by 2012, reduction in Maternal Mortality Rate (MMR) to 2 per 1,000 live births by 2007 and 1 per 1,000 live births by 2012 and reduction in decadal growth rate of the population between 2001-2011 to 16.2 per cent. As against the allocation of Rs. 15,120

Sl.No.	Parameter	1951	1981	1991	Current level
1	Crude Birth Rate (Per 1000 Population)	40.8	33.9	29.5	25.0 (2002*)
2	Crude Death Rate (Per 1000 Population)	25.1	12.5	9.8	8.1 (2002*)
3	Total Fertility Rate (TFR) (Per woman)	6.0	4.5	3.6	3.2 (1999)
4	Maternal Mortality Rate (MMR) (per 100,000 live births) NFHS	NA	NA	437 (1992-93)	407 (1998)
5	Infant Mortality Rate (IMR) (Per 1000 live births)	146 (1951-61)	110	80	64 (2002*)
6	Child (0-4 years) Mortality Rate , per 1000 children	57.3 (1972)	41.2	26.5	19.5 (2000)
7	Couple protection Rate (per cent)	10.4 (1971)	22.8	44.1	48.2 (1998-99) NFHS
8	Life Expectancy at Birth Male	37.2	54.1	59.7 (1991-95)	63.9 (2001-06)
	Female	36.2	54.7	60.9 (1991-95)	66.9 (2001-06)

Note : The dates in the brackets indicate years for which latest information is available.
NFHS : National Family Health Survey **NA :** Not Available * Provisional
Source : Ministry of Health & Family Welfare.

crore for the Ninth Five Year Plan, the allocation for the Department of Family Welfare is Rs. 27,125 crore for the Tenth Plan. For the Annual Plan 2003-2004, the allocation increased to Rs. 4,930 crore from Rs. 4,150 crore in 2002-03 (RE).

10.57 The National Population Policy, 2000 provides a policy framework for advancing goals and prioritizing strategies during the next decade, to meet the reproductive and child health needs of the people of India, and to achieve net replacement levels of total fertility rate by 2010. The immediate objective of the National Population Policy, 2000 is to address the unmet needs of contraception, health infrastructure, health personnel and to provide integrated service delivery for basic reproductive and child health care. The medium-term objective is to bring the TFR to replacement level by 2010 through vigorous implementation of inter-sectoral operational strategies. The long-term objective is to achieve population stabilisation by 2045, at a level consistent with the requirements of sustainable economic growth, social development and environment protection.

10.58 The goal of population stabilization can be achieved only when child survival, maternal health and contraception issues are addressed simultaneously and effectively. Actual success in containing the growth of population will, however, depend inter-alia upon factors such as publicly stated support by the

community leaders, resources available for the family welfare programs, efficiency and accountability in the state health system for ensuring effective delivery of services to citizens, as also womens' education and status in the family. All these inputs have so far not been uniformly available to the required extent for the family welfare program, thereby not allowing the optimal and best possible benefits to be reaped from the same.

10.59 A National Level Resource Committee has been constituted to guide the States in the formulation of their population policies. Some State Governments have formulated their own State Population Policies with specific strategies, goals and programs. These States are Andhra Pradesh (1997), Rajasthan (December 1999), Madhya Pradesh (January 2000), Uttar Pradesh (July 2000) and Gujarat (April 2002).

10.60 Among the major states, the states of Kerala and Tamil Nadu have already achieved the replacement level of fertility viz. TFR of 2.1, while the states of Andhra Pradesh, Gujarat, Karnataka, Maharashtra, Orissa, Punjab and West Bengal, having a TFR in the range, of 2.2 to 3.0 are in the direction of achieving the replacement level of fertility. There are a few states, namely, Assam, Haryana and Madhya Pradesh, which are having a TFR in the range of 3.1 to 4.0 while the States of Bihar, Rajasthan and Uttar Pradesh have recorded TFRs in the range of

Table 10.15 : India's global position in terms of socio-demographic parameters

Country	Life expectancy at birth (years)	Under-five mortality rate (per 1,000 live births)		Infant mortality rate (per 1,000 live births)		Maternal mortality ratio (per 100,000 live births)
	2001	1990	2001	1990	2001	1995
China	70.6	49	39	38	31	60
India	63.3	123	93	80	67	440
Nepal	59.1	145	91	100	66	830
Pakistan	60.4	128	109	96	84	200
Sri Lanka	72.3	23	19	19	17	60
Bangladesh	60.5	144	77	96	51	600
South Asia	62.8	126	96	84	69	427

Source: UNDP, Human Development Report 2003

4.1 to 4.7 as per the Sample Registration System, 1999.

10.61 The National Population Stabilisation Fund (NPSF) was renamed and registered as Janasankhya Sthirata Kosh (JSK) in June 2003. The objective of JSK is to facilitate the attainment of the goals of National Population Policy (NPP) 2000. The Fund will support projects, schemes, initiatives and innovative ideas, designed to help population stabilisation both in the Government and voluntary sectors, and provide a window for canalising monies through voluntary contributions from individuals, industry, trade organisations and other legal entities in furtherance of this national cause. A contribution of Rs.100 crores has been made out of plan budget.

10.62 The Empowered Action Group (EAG) is a high powered, one window clearance mechanism for approving schemes, to finalise strategies, address the gaps in the on-going programmes, and also to facilitate inter-sectoral convergence, as required. It will provide a specific focus on the concerned States and help them to plan, implement and monitor interventions, aimed at raising performance indicators to attain the goals set for the Tenth Plan, and in the NPP 2000. The EAG states are Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Orissa, Rajasthan, Uttaranchal and Uttar Pradesh. One of the most important goals is attainment of TFR of 2.1 by 2010 for the country. For attaining the goal, special efforts are being taken on an immediate basis in the EAG States where TFR is currently between 4 to 4.8, and crude birth rates and death rates are high. These States account for more than 50 per cent of the eligible couples having 3 or more children. The performance of these States will decide the timing and size of the population for attainment of population stabilization. The declining sex ratio has been a cause of worry for some time now. The Pre-Natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act 1994 was enacted in an attempt to reduce the imbalance in sex ratio. Keeping in view the emerging technologies and slow implementation of the Act, it has been amended in February 2003. The Act is now

renamed as Pre-Conception and Pre-Natal Diagnostic Techniques (Prohibition of Sex Selection) Act.

10.63 The Mother NGO (MNGO) program of the Department of Family Welfare has been recognized by the Planning Commission as a model scheme for adoption by other Ministries/ Departments of the Govt. of India, for funding NGOs. The scheme has been revised extensively to make it more user-friendly, comprehensive and flexible. Four regional resource centres for capacity building of NGOs have also been set up. The Reproductive and Child Health (RCH) Program was launched on October 10, 1997 and combines fertility regulation, safe motherhood, child survival and Reproductive Tract Infections (RTI)/Sexually Transmitted Infections (STI) under one program. This program is primarily implemented through the primary health care infrastructure. The overall goals of the program are to reduce maternal and infant mortality and morbidity and assure reproductive health and choice to citizens and contribute thereby to stabilization of population.

10.64 The National Maternity Benefit Scheme (NMBS) was transferred to the Department of Family Welfare from the Ministry of Rural Development in April 2001. The scheme provided for 100 per cent Central Assistance to the States/UTs for extending financial benefit of Rs.500 per pregnancy for first two live births to women who belong to households below poverty line and have attained 19 years of age or above. The Central Assistance is released directly to the districts for disbursement to the beneficiaries 12-8 weeks prior to the delivery. However, in exceptional cases, the benefit can be given even after delivery. Based on the experience gained during the last two years, it has been decided to introduce a modified scheme. "Janani Suraksha Yojana", in replacement of the present scheme, from 2004-05.

10.65 The goal of the Universal Immunisation Program is to achieve 100 per cent coverage of all eligible children and pregnant women. To strengthen the outreach services in 151 weaker districts of 28 States, a scheme of RCH Outreach Services has

been implemented to increase coverage and improve the quality of immunization. Kerala, Maharashtra, Punjab and Tamil Nadu have improved their immunization coverage. Under the Pulse Polio Immunization Program National Polio Surveillance Project (NPSP) was launched in October 1997 with a network of 9,000 reporting units supervised by over 258 Surveillance Medical Officers. The number of reported polio cases declined considerably from 28,257 reported in 1987 to 268 in 2001. However, during 2002, there was an increase in the number of polio cases to 1,600 with as many as 1,242 cases reported from Uttar Pradesh. During the year 2003, facilitated by a high quality of immunization activities, the number of cases has declined drastically to 214 cases as on December 31, 2003.

Rural water supply and sanitation

10.66 The objectives set for the rural water supply in the National Agenda for Governance (NAG) envisage provision of safe drinking water to all rural habitations by 2004. Safe drinking water and improved sanitation play a major role in the overall well being of the people, with a significant bearing on infant mortality rate, death rate, longevity and productivity. The poor, both in rural and urban areas, bear a disproportionately higher burden of the non-availability of water, as well as its poor quality. Moreover, 70-80 per cent of illnesses are related to water contamination and poor sanitation. Women and children are particularly vulnerable to the effects of water contamination. Seasonal disruption of water supply is common, especially during summer months.

10.67 As per Census of India 2001(excluding Jammu & Kashmir), the coverage of households having access to safe drinking water was 77.9 per cent comprising 90 per cent of urban households and around 73 per cent of rural households. Forty nine per cent of rural households were served by tube well/ hand pump, 22 per cent by wells and 24 per cent by taps.

10.68 To achieve the objective of providing safe drinking water in all rural habitations, programs like the Accelerated Rural Water Supply Drinking Water (ARWSP), the Pradhan

Mantri Gramodaya Yojana – Rural Drinking Water (PMGY-RDW) are being implemented. Considerable success has been achieved in meeting the drinking water needs of the rural population. With an investment of over Rs. 45,000 crore (March 31, 2004) considerable success has been achieved in meeting the drinking water needs of the rural population. There are more than 3.7 million hand pumps and 1.73 lakh piped water schemes installed in the rural areas. As on March 2004, 95 per cent of rural habitations have been fully covered (FC) and 5 per cent are partially covered (PC) and 0.4 per cent are not covered (NC) with drinking water facilities. The State wise coverage of habitations under Rural Water Supply is at Table 10.16.

10.69 The ARWSP currently implemented through the Rajiv Gandhi National Drinking Water Mission in the Department of Drinking Water Supply, has been in operation since 1972-73 and focuses on the coverage of all rural habitations, specially the un-reached ones, to ensure suitability of the systems and sources, to tackle the problem of water quality, and to institutionalize water quality monitoring and surveillance through a Catchments Area Approach.

10.70 It was felt that in order to sustain the huge infrastructure of water supply system already created, there is need to invest heavily on operation and maintenance (O&M). The total estimated cost for O&M at the present value would be around Rs.2,000 crore per year. It is a well-established fact that Government alone can not take up the responsibility of meeting the heavy cost of O&M. Peoples' involvement enhances not only the economic viability of O&M, but also leads to better upkeep and increases the life span of the system created. In order to install a sense of ownership amongst the community, their participation in planning, designing, implementing, operating and maintaining the rural water supply schemes is essential. People can choose schemes that are affordable and adoptable to them. With this goal, a reform process was initiated in 1999 to gradually replace the Government oriented, centralized and supply-driven programs by

Table 10.16: Status of coverage of habitations under rural water supply (till May 28, 2004)				
State/UT	Status of habitations			
	NC	PC	FC	Total
Andhra Pradesh	0	732	69,000	69,732
Arunachal Pradesh	263	742	3,293	4,298
Assam*	305	11,625	58,625	70,555
Bihar	0	0	1,05,340	1,05,340
Chhattisgarh	0	0	50,379	50,379
Goa	3	29	363	395
Gujarat	14	569	29,686	30,269
Haryana	0	0	6,745	6,745
Himachal Pradesh	0	7,800	37,567	45,367
Jammu & Kashmir	925	2,829	7,430	11,184
Jharkhand	0	0	100,096	1,00,096
Karnataka	0	10,394	46,288	56,682
Kerala	0	7651	2112	9763
Madhya Pradesh	0	0	1,09,489	1,09,489
Maharashtra	409	25,447	60,074	85,930
Manipur	0	86	2,705	2,791
Meghalaya	13	419	8,204	8,636
Mizoram	0	152	655	807
Nagaland	40	726	759	1,525
Orissa	0	0	1,14,099	1,14,099
Punjab	927	1,324	11,198	13,449
Rajasthan	2,974	0	90,972	93,946
Sikkim	0	198	1,481	1,679
Tamil Nadu	0	0	66,631	66,631
Tripura	0	0	7,412	7,412
Uttar Pradesh**	0	0	2,43,508	2,43,508
Uttaranchal	44	471	30,469	30,984
West Bengal	0	0	79,036	79,036
A&N Islands	0	110	394	504
Dadar Nagar Haveli	19	41	456	516
Daman & Diu	0	0	32	32
Delhi	0	0	219	219
Lakshadweep	0	10	0	10
Pondicherry	0	108	159	267
Chandigarh	0	0	18	18
Total	5,936	71,463	13,44,894	14,22,293
NC: Not Covered, PC: Partially Covered, FC: Fully Covered.				
* In the case of Assam FC habitations include 114 habitations which are not in existence.				
** In the case of Uttar Pradesh FC habitations include 125 habitations merged in urban areas.				
Source : Office of Registrar General of India.				

people-oriented, decentralized, demand-driven and community-based programmes. To begin with, this reform initiative was implemented in 67 selected pilot districts across the country. With the experience gained from the pilot districts, the program has been scaled up as Swajaldhara launched in December 2002, to cover the entire country. The special feature of Swajaldhara scheme is that this will be implemented, maintained and owned by the community. In these projects, the participation of the community is

a major factor, with 10 per cent contribution made by the community and 90 per cent of the funds provided by the Government of India. It is envisaged that gradually the entire rural water supply sector will switch over to the Swajaldhara mode with prime focus being sustainability of the water supply systems. The paradigm shift will enable the Government to play the role of a facilitator rather than being the service provider.

10.71 The Central funding for the ARWSP was Rs 2,101 crore in 2002-03. The allocation

has been stepped up to Rs 2,565 in 2003-04 and the amount released by the Centre is Rs. 2,565 crore during 2003-04. An area of concern is the re-emergence of uncovered villages in view of non-involvement of people in design/operation/maintenance of assets and fast depletion of ground water leading to problems of enhanced arsenic and fluoride content. This underscores the necessity of addressing the issues of regulating ground water withdrawal, encouraging water harvesting, soil and water conservation, and community participation in management of drinking water as an economic asset.

10.72 The Central Government supplements the efforts of the States in the field of rural sanitation under the Central Rural Sanitation Program (CRSP). This program was restructured in 1999 and Total Sanitation Campaign (TSC) introduced. The TSC envisages a synergised interaction between the Government, people and active NGO participation, besides intensive Information, Education and Communication (IEC) campaigns, provision of an alternative delivery system and more flexible, demand-oriented construction norms. The revised Tenth Five Year Plan strategy envisages a shift from allocation-based program to a demand-based project mode. Besides, the paradigm shift envisages a greater household involvement, intensive IEC campaigns, and stress on software and emphasis on school sanitation. Projects at a total cost of Rs.3, 375 crore have been sanctioned for 350 identified districts. Under TSC, projects in 398 districts covering 29 States/UTs have so far been sanctioned with an approved outlay of Rs.3,744 crore.

Urban water supply and sanitation

10.73 According to the Report of Census of India 2001, out of a total of 53.69 million urban households, 36.86 million households had tap water sources, with the remaining households procuring water from other sources such as hand pumps, and tube wells. Out of 36.86 million households with tap water source, 26.67 million had the source within the premises, 8.08 million near the premises and 2.09 million away from the premises. The

Accelerated Urban Water Supply Program (AUWSP) was launched in 1993-94 for providing water supply to 2,151 towns with a population of less than 20,000 as per the 1991 Census. As on March 31, 2004, 1,037 towns at an estimated cost of Rs.1, 398 crore had been approved. As against this, the Government of India had released Rs.623 crore since launching of this program in March 1994.

10.74 The low cost sanitation scheme was envisaged to convert the existing dry latrines into low cost pour flush latrines to totally eliminate manual scavenging. Under the scheme, a loan and subsidy is extended simultaneously by the HUDCO. The Central subsidy is routed through the HUDCO. Up to March 31, 2004, 866 schemes in 1,534 towns had been sanctioned at a project cost of Rs. 2,043 crore involving government subsidy of Rs. 568 crore and HUDCO loan of Rs. 776 crore for construction/ conversion of 51.70 lakh individual units and 3,966 community toilets. Rs 294 crore had been released to the States as government subsidy and Rs.479 crore had been released as loan from HUDCO. Five hundred and eighty six towns have been declared scavenger free. A National Action Plan for total eradication of manual scavenging by 2007 has been drawn up by the Planning Commission.

Development of Women and Children

Empowerment of Women

10.75 Women constitute about 48 per cent of the total population of the country as per the 2001 census, they suffer many disadvantages as compared to men in terms of literacy rates, labour participation rates and earnings. In order to address issues relating to social and economic advancement of women, the Department of Women and Child Development under the Ministry of Human Resource Development has been implementing various schemes, the details of which are given in Box 10.8. The 'National Policy for Empowerment of Women' was adopted in the country in 2001 with the ultimate objective of ensuring women their rightful

Box 10.8: Initiatives for empowerment of women

- **Swayamsidha** - is an integrated project for the development and empowerment of women through Self Help Groups (SHGs) with emphasis on covering services, developing access to micro-credit and promoting micro-enterprises. The most important component of the programme is formulation, implementation and monitoring of block specific composite projects of four to five years' duration through Project Implementing Agencies (PIA), which may be any appropriate government or non-government agency, nominated by the State Governments. So far 52,016 SHGs have been formed under the project out of 650 blocks allotted so far.
- **Swa-Shakti Project** - earlier known as the Rural Women's Development and Empowerment Project, was sanctioned in October 1998 as a centrally sponsored scheme to be implemented in the states of Bihar, Chattisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Madhya Pradesh, Uttaranchal and Uttar Pradesh for a duration of five years with an outlay of Rs.186 crore. An additional amount of Rs.5 crore has been provided in the project for facilitating setting up of revolving funds for giving interest-bearing loans to beneficiary groups, primarily during the formative stages. The project aims at enhancing women's access to resources for better quality of life through the use of drudgery and time reduction devices, health, literacy and imparting skills for confidence enhancement and income generating activities. So far 17,647 Self Help Groups have been formed under the project against the target of 16,000 SHGs. The project is supported jointly by the World Bank and the International Fund for Agricultural Development (IFAD).
- **Support to Training and Employment Programme for Women (STEP)** - The programme seeks to provide updated skills and new knowledge to poor assetless women in eight traditional sectors of employment, namely, agriculture, animal husbandry, dairying, fisheries, handlooms, handicrafts, Khadi and village industry, and sericulture. The scheme is being implemented through public sector organizations, state corporations, cooperatives, federations and voluntary organizations, which have been in existence for a minimum period of three years. Eleven projects were sanctioned during 2003-04, which is estimated to benefit 16,350 women.
- **Swalamban** - The objective of this scheme is to provide training and skills to women to facilitate them to obtain employment or self-employment on a sustainable basis. Some of the trades where training is imparted include computer programming, medical transcription, electronic assembling, consumer electronics repair, radio and television repairs, garment making, handloom weaving, handicrafts, secretarial practice, community health work and embroidery. During 2003-04, 463 proposals were approved, benefitting 71,240 women.
- **Creches/Day Care Centres for the Children of Working and Ailing Mothers** - This scheme aims to provide day care services to children (0-5 years) of parents whose income does not exceed Rs.1,800 per month. The facilities provided to children under the scheme include sleeping and day care facilities, supplementary nutrition, immunization, medicine and recreation. The scheme is being implemented through the Central Social Welfare Board and two other national level voluntary organizations namely, the Indian Council for Child Welfare and the Bhartiya Adim Jati Sevek Sangh all over the country. About 33.11 lakh children were benefited under the scheme during 2003-04.
- **Hostels for Working Women** - The scheme of assistance for construction and expansion of hostel buildings for working women, with day care centres, is being implemented since 1972. Under this scheme financial assistance is provided to NGOs, cooperative bodies and other agencies engaged in women's social welfare, women's education, public sector undertakings, women development corporations, local bodies, universities and state governments for construction of buildings for working women hostels. The scheme envisages provisions for safe and affordable accommodation to working women (single working women, women working at places away from their hometowns, working but husband out of town etc.) women being trained for employment and girl students studying in post school professional courses. During 2003-04, thirteen new hostels were sanctioned under the scheme, benefitting 1,188 women.
- **Swadhar** - This scheme was launched in 2001-02 as a central sector scheme for providing holistic and integrated services to women in difficult circumstances such as destitute widows deserted by their families in religious places like Vrindavan and Kashi; women prisoners released from jail and without family support; women survivors of natural disasters who have been rendered homeless and are without social and economic support; trafficked women/girls rescued or run away from brothels and other places or victims of sexual crimes who are disowned by family or who do not want to go back to their respective families for various reasons. The package of services made available under the scheme include provision of food, clothing, shelter, health care counseling and legal support; social and economic rehabilitation through education, awareness generation, skill up-gradation and behavioral training. The scheme also supports a help line for women in distress. Presently 31 projects are being funded under the scheme.
- **Rashtrya Mahila Kosh (RMK)** - also known as the National Credit Fund for Women was set up as a registered society under the Societies Registration Act, 1860 on March 30, 1993 with a view to facilitate credit support or micro-finance to poor women to start income generating activities such as in dairy, agriculture, shop-keeping, vending and handicrafts. In 2003-04, an amount of Rs. 25 crore was sanctioned through RMK benefitting about 32,765 women.

place in society by empowering them 'as agents of socio-economic change and development'. 'Empowerment of Women', is, therefore, an important approach adopted in the Tenth Five Year Plan (2002-07) for development of women. To this effect a National Plan of Action for Empowerment of Women, with a view to translating the National Policy of Empowerment of Women in to action in a time bound manner, was adopted as a priority agenda for action during 2003-04 for the DWCD.

10.76 The major strategies of women empowerment include – social empowerment, economic empowerment and gender justice i.e. to eliminate all types of discrimination against women and the girl child. Social empowerment of women is designed to create an enabling environment by adopting various affirmative policies and programs for development of women, besides providing them easy and equal access to all the basic minimum services to enable them to realize their full potential. Education being an important tool for social empowerment of women, specific schemes to provide incentives to promote education, especially amongst girl children and reduce the school dropout rates is being implemented. Two important schemes viz. 'Saarva Shiksha Abhiyan' and 'Mahila Samakhya' are being implemented by Department of Education as a special effort to stretch the reach of education especially to the girl child. In addition the DWCD implements the schemes of 'Condensed courses for education and vocational training' and 'Distance Education Program for Women' supplementing the efforts of the Department of Education.

Development of Children

10.77 The Integrated Child Services (ICDS) scheme is the world's largest publicly funded programme for early childhood. It was first launched in 33 selected blocks in 1975, and continues to be the flagship scheme towards promoting the overall development of the young children (0-6 years) – especially the girl child, and expectant and nursing mothers all over the country through its holistic package of six

basic services – health check up, immunization, referral services, supplementary nutrition, pre-school education and health and nutritional education through a single window delivery. Services under the scheme are presently being made available to about 378.16 lakh beneficiaries comprising about 315.25 lakh children (0-6 years) and 62.91 lakh pregnant and lactating mothers through a network of 6.41 lakh Anganwadi Centres. Under the Scheme, States are responsible for providing supplementary nutrition. As a part of the ICDS programme, Kishori Shakti Yojana was launched in 2000-01 for adolescent girls in the age group of 11-18 years. The scheme aims at breaking the inter-generational life cycle of nutritional and gender disadvantages and providing a supportive environment for self development by promoting awareness on health, hygiene, nutrition, home management, child care and training to improve/upgrade vocational skills. The scheme is currently being implemented in 2,000 ICDS projects.

10.78 A National Crèche Fund was set up by the Government of India in the year 1993-94 as a corpus fund with a view to meet the growing need for opening more crèches. Assistance under the scheme is being made available to registered voluntary organizations/ Mahila Mandals to convert existing Anganwadi Centres into Anganwadi-Cum-Crèche Centres out of the interest earned from the corpus fund. The scheme covers 4,286 general crèches and 599 Anganwadi-Cum-Crèche Centres benefiting 1.22 lakh children.

10.79 A Bill to constitute the National Commission for Children was framed and laid in Lok Sabha in December, 2003. Similarly, the National Charter for Children highlighting the roles and responsibilities of both the Government and the community towards children and duties of children towards their families, societies and country has been notified in the Official Gazette of India on February 9, 2004.

Empowerment of socially disadvantaged

10.80 Socially disadvantaged groups viz. the Scheduled Castes (SCs), the Other Backward

Classes (OBCs), and the Minorities, continue to lag behind the rest of the society. They constitute a sizable proportion of the country's population with the SCs (179.7 million) accounting for 17.5 per cent and Minorities (188.9 million) representing 18.4 per cent of the population in 2001 (projected in the absence of Census data). The Ministry of Social Justice & Empowerment is the nodal agency which implements the programs for ensuring social justice and empowerment to these groups. The Ministry also undertakes programs for persons with disabilities, victims of alcoholism and drug abuse, children in need of care and protection and welfare of the aged.

10.81 The Tenth Plan, focuses on goals to achieve social empowerment, economic empowerment and social justice, for the socially disadvantaged group, with an ultimate aim to fulfill the Constitutional commitment of raising their status on par with the rest of the society. For the Tenth Plan an allocation of Rs.6,526 crore has been made for this purpose. As against an allocation of Rs.1,049 crore (comprising Rs. 470 crore for Central Scheme and Rs.579 crore for Centrally Sponsored Scheme) under Plan schemes in 2002-03 (BE), an allocation of Rs.1, 023 crore (comprising Rs. 508 crore for Central Scheme and Rs.515 crore for Centrally Sponsored Scheme) has been provided for the welfare of SCs, OBCs and Minorities.

Scheduled Castes

10.82 Special Central Assistance (SCA) for the Special Component Plan is a major scheme for the welfare and development of the SCs. Under the scheme, 100 per cent Central Assistance is extended to supplement the efforts of the States/UTs for ensuring rapid socio-economic development among SCs, especially those living below the poverty line. During 2003-04, an allocation of Rs.377 crore was made under this scheme and Rs.384 crore, benefiting 25 lakh persons was utilized up to March 2004.

10.83 As education is the prime requirement for the social empowerment of SCs, efforts are being made to arrest the school dropout rates and improve enrolment and retention

rates through provision of incentives viz. scholarships, hostel facilities and other educational aids and support. Under the Centrally Sponsored scheme of Post Matric Scholarships (PMS) to SC students, allowances were enhanced and the income ceiling was revised to cover more number of students. By March 2004, Rs. 265 crore, benefiting 38 lakh SC students, had been released under PMS. The Scheme of Pre-Matric Scholarships for children of families engaged in unclean occupation is being implemented with the objective to promote education and wean these children away from these occupations. During 2003-04, Rs. 14.6 crore was released to benefit 5.27 lakh students. The rate of scholarships for day-scholars and hostellers, and ad hoc grants to the students at the beginning of the academic year, have also been revised during 2003-04. To reduce the high school drop out rates and increase retention rates amongst the SCs, OBCs and Minorities, a major support service in the form of hostel facilities have been provided to boys and girls belonging to these groups. Construction of as many of 339 SC Boys/Girls Hostels were taken up during 2003-04, for which an amount of Rs.55.75 crore has been released.

10.84 For economic development of disadvantaged groups through income generating schemes, four special financial institutions have been set-up: i) National Schedule Castes Finance and Development Corporation (NSCFDC), ii) National Safai Karamchari Finance and Development Corporation (NSKFDC), iii) National Backward Classes Finance and Development Corporation (NBCFDC) and iv) National Minorities Development and Finance Corporation (NMDFC). As per the decision of the Core Committee on Zero Based Budget Exercise in the Planning Commission, the Ministry of Social Justice & Empowerment was advised to undertake a quick evaluation of the functioning of these Corporations and take necessary remedial measures to improve their functioning as self-sustaining and independent supporting mechanisms. The Ministry has conducted evaluation of these Corporations

(NSCFDC by Administrative Staff College of India, Hyderabad and NSKFDC by Institute of Social Science, New Delhi). The findings and recommendations of these studies will be made use of in bringing forth revisions in the functioning of these corporations.

10.85 There are about 6.76 lakh scavengers in the country. Under the National Scheme for Liberation and Rehabilitation of Scavengers, Rs.40 crore has been allocated. Up to 2001-02, 18,000 scavengers were trained and 4,08,644 were rehabilitated. Towards accomplishing the national commitment for complete eradication of manual scavenging, a draft national Plan of Action for total eradication of manual scavenging by 2007 has been prepared.

Backward Classes

10.86 Out of a total allocation of Rs.62 crore for the year 2003-04, Rs.61 crore was released in 2003-04, to the State Governments under various schemes for welfare of the backward classes. Towards socio-economic development of OBCs, the NBFDC has launched a scheme "New Swarnima" for women belonging to backward classes living below the poverty line. The Ministry provides central assistance to State Governments/UT Administrations for educational development of OBCs. The NBFDC have launched a new scheme "Swayam Saksham Scheme" for economic development of OBCs in 2003-04.

Minorities

10.87 Allocation of Rs.48 crore for 2003-04 was made for welfare and development activities of minorities. This includes Rs.30 crore for the scheme of Maulana Azad Education Foundation. A significant proportion of the minority communities are engaged in traditional arts and crafts like handlooms, handicrafts, glass works, metal works: priority has been given for up-gradation of the technical know-how of these trades. NMDFC has been extending financial assistance and other technical support to minority entrepreneurs.

10.88 According to some studies carried out by National Council for Applied Economic

Research, the Neo-Buddhists are the most poverty stricken group and Muslims come next compared to the all-India average. The work participation rate amongst Muslim women is 10 per cent compared to the all India average of 18 per cent. A scheme "Mahila Samridhi Yojana" for providing micro-financing for training to women belonging to the minority communities in tailoring, knitting, embroidery and allied trades has been launched by the NMDFC. The Corporation has also introduced a scheme for providing educational loans up to Rs.75,000 at concessional rates to students for pursuing job oriented, professional and technical courses.

Scheduled Tribes

10.89 The population of Scheduled Tribes (ST) in the country was estimated at 88.8 million in 2001, representing 8.6 per cent of the country's total population. Against an expenditure of Rs.1,006 crore during 2002-03, Rs.1,087 crore was made available for various schemes/programs during Annual Plan 2003-04. An amount of Rs.497 crore was provided under the scheme of Special Central Assistance (SCA) to Tribal Sub-Plan (TSP) focusing on income generating activities in the tribal areas and creating critical infrastructure incidental thereto. During 2003-04, guidelines for funding under SCA to TSP were revised with a view to meet the changing needs of the tribals and to extend financial benefits to not only individual beneficiaries who are Below Poverty Line (BPL) but also to SHGs especially focusing tribal women. Besides this, grant-in-aid was also being provided under Article 275(1) of the Constitution to the States not only towards raising the level of administration in the Scheduled Areas at par with the rest of the States but also to take special projects for the welfare and development of STs. An amount of Rs.300 crore was made available in 2003-04, which was revised to Rs. 253 crore at the RE stage and released during 2003-04.

10.90 The Annual Plan (2003-04) emphasized social empowerment of STs through the support of educational and hostel schemes for improving the enrolment ratio as

well as retention of ST students. These schemes include Post-Matric Scholarship, Hostels for ST girls and boys, and Ashram school. Under PMS, Book-Banks and Up-gradation of Merit of ST Students, 100 per cent central assistance is provided to the States/UTs over and above their committed liabilities. Total outlay for the scheme during 2003-04 was Rs.56.5 crore. A sum of Rs. 66 crore was, however, released under this scheme during 2003-04, which included Rs. 16 crore released from North East pool.

10.91 The scheme of Village Grain Bank is under implementation since 1996-97 with an aim to prevent starvation deaths of STs in general and children in particular in remote and backward areas. This scheme provides grain banks in the village itself, operated by a managing committee of members. Since inception, 1,483 banks have been set up so far. Against Rs. 1.5 crore at RE stage, an amount of Rs. 1.1 crore was released under the scheme during 2003-04. The Grain Bank Scheme is under consideration for revision with a view to cover large areas and for effective implementation. The allocation under the scheme is Rs. 32.5 crore for 2004-05 to set up 3,648 Village Grain Banks. The Annual Plan 2003-04 laid emphasis on expansion of the programs of special nutrition program through ICDS, Mid-day Meal Scheme and Targeted Public Distribution System.

10.92 For ensuring remunerative price for tribal produce, marketing and employment opportunities and towards preventing exploitation of STs by the middle men, the Ministry provides 100 per cent grant in-aid to State Tribal Development Cooperative Corporations (STDCC), Forest Development Corporation (FDC), Minor Forest produce (Trading and Development) Federation (MFTDF) for Minor Forest produce (MFLP) operations. Allocation under Tribal Co-operative marketing Development Federation of India Ltd. (TRIFED) during 2002-03 was Rs. 6 crore against which Rs.6 crore was released, and allocation for 2003-04 was also Rs. 6 crore. An amount of Rs.15 crore was disbursed to TDCCs/FDCs, MFTDFs during 2002-03, against an amount of Rs.14 crore

and Rs.18 crore was allocated in Annual Plan 2003-04, which was brought down to Rs. 4.5 crore at the RE stage. An amount of Rs. 4.5 crore was accordingly released during 2003-04.

10.93 A Commission under Article 339 of the Constitution of India has been appointed to report on the administration of the Scheduled Areas and the welfare of the STs. Since the needs of the ST population are quite distinct due to their special characteristics, a National Scheduled Tribes Commission has been set up by bifurcating the erstwhile joint National Commission for Scheduled Castes and Scheduled Tribes.

10.94 In April 2001, in order to give focused attention to STs, National Scheduled Caste and Tribes Finance Development Corporation was bifurcated and an exclusive Corporation for STs, namely, the National Scheduled Tribes Finance and Development Corporation (NSTFDC) was incorporated. The Corporation has an authorized share capital of Rs.500 crore. Rs.37.5 crore was provided during 2003-04 as Central Assistance towards share capital of the NSTFDC and the State Tribal Development Corporations (STDC). An exclusive scheme for women – 'Adivasi Mahila Sashaktikaran Yojana', was launched to promote economic development amongst the tribal women in a more focused manner. Under the scheme, the NSTFDC provides term loan through the State Channelising Agencies (SCAs) for the schemes/projects costing up to Rs.50,000 per unit at a concessional interest rate of 4 per cent.

10.95 The Protection of Civil Rights (PCR) Act, 1955 and the SC and ST Prevention of Atrocities (POA) Act 1989 are the two important legal instruments to prevent and curb social discrimination and atrocities committed against STs and SCs. This is a common scheme for SCs and STs and is implemented through the Ministry of Social Justice & Empowerment. Voluntary Organisation (VOs) and Non-Governmental Organizations (NGOs) are playing a vital role in the socio-economic development of tribals including primitive tribal groups, especially

living in difficult and unreachable terrains. A new Central Sector Scheme titled "Exchange of visits by tribal" was launched for providing wider exposure and experience sharing to the tribal by visits to the more developed areas of the country. Under this scheme, Scheduled Tribe Members can visit another State for a period of 10-12 days, thereby enhancing exposure of the tribal population to more advanced and developed areas of the country, and enabling them to reap the benefits of sharing of experiences during such visits.

Welfare of Physically/Mentally Challenged

10.96 An outlay of Rs.274 crore (BE) was provided for the Social Welfare Sector in the Annual Plan (2003-04) under the Central Sector consisting of Rs.198 crore for the implementation of the policies programmes and schemes for the Disabled and Rs.86 for Social Defence and other disadvantaged group. An expenditure of Rs.248 crore has been incurred in 2003-04.

10.97 Over 130 districts have been identified for providing comprehensive rehabilitation services at the doorsteps of disabled persons. One hundred and seven District Disability Rehabilitation Centres (DDRCs) have started functioning. The Expert Committee on Social Welfare has identified 120 jobs at the supervisory, executive and managerial levels and 945 jobs at the level of skilled/semi-skilled suitable for persons with disabilities, in the private sector. Five Composite Regional Centres (CRCs) at Bhopal, Guwahati, Lucknow, Srinagar and Sundernagar, to expand facilities for manpower development and ensuring availability of rehabilitation services for all categories of persons with disabilities have been set up. Four Regional Rehabilitation Centres (RRCs) at Bareilly, Cuttack, Jabalpur, and Mohali, have been set up to provide services to persons with spinal injuries.

10.98 For assisting disabled persons in procuring durable, sophisticated and scientifically manufactured aids and appliances, financial assistance is being provided to the various agencies such as

NGOs, National Institutes (NIs), Artificial Limbs Manufacturing Corporation (ALIMCO) under a scheme called 'Assistance to persons with Disabilities for Purchase/Fitting of Aids and Appliances (ADIP)'. In 2003-04, 152 implementing agencies were assisted for this purpose with an anticipated expenditure of Rs.55 crore. Another scheme being implemented is Science & Technology Project for application of technology in development and utilization of suitable and cost effective aids and appliances such as functional mechanical hand, inter-pointing Braille slate, Braille micrometer, training module for prevention and early detection of childhood disabilities, electronic guide cane, low cost STD/PCO speech card, software for mentally challenged children for learning and teaching and motorized wheel chair.

10.99 The National Handicapped Finance Development Corporation (NHFDC) provides concessional loans to the disabled with an annual income of less than Rs.1 lakh per annum in the urban areas and Rs.80,000 per annum in the rural areas for undertaking income generation activities. Under its micro-financing scheme, the Corporation has also assisted individual beneficiaries as well as the SHGs. The Voluntary Sector has traditionally played an important role in delivering community-based services to the disabled. The scheme 'Promote Voluntary Action for Persons with Disability' has been supported to widen its operations like providing legal aid, recreation, research etc. and to introduce new innovative components in their services. In 2003-04, an amount of Rs.71.50 crore was released to 657 organizations for implementing various schemes.

10.100 The rehabilitation and empowerment of disabled persons is also now a statutory responsibility of the Government as per the enactment of the Person With Disability (PWD) Act, 1995. Deen Dayal Disabled Rehabilitation scheme (earlier known as Scheme to Promote Voluntary Action for Persons with Disabilities) provides financial assistance to voluntary organizations for running, rehabilitation centers for leprosy cured persons, for manpower development in the

field of mental retardation and cerebral palsy, and establishment and development of special schools for the major areas of orthopedic, speech, hearing, visual and mental disability. During 2003-04, 657 voluntary organizations got Rs 71.50 crore for implementing the scheme. A Scheme of National Scholarship for Persons with Disabilities was introduced from the year 2002-2003. 250 awards each for male students and female students in different categories of disabilities are being given for pursuing higher and technical education above graduate level.

Reforming Social Deviants

10.101 The Annual Plan 2003-04 advocated reform and rehabilitation of the social deviants such as juvenile delinquents, alcoholics and drug addicts in a humane manner, with a view of transforming today's social deviants into tomorrow's responsible citizens. The 'Program of Juvenile Justice' assists 38,000 juvenile inmates in over 550 mandatory homes. The Annual Plan 2003-04 envisaged an integrated and comprehensive community based approach to curb the growing problems of alcoholism and drug abuse in the country. Ninety Counseling Centres and 369 Treatment cum Rehabilitation Centres are being supported under the scheme of Prevention of alcoholism and substance (Drugs) Abuse.

Caring for the other Disadvantaged

10.102 The Other Disadvantaged include the aged, the orphaned, abandoned, destitute and street children, who, in the wake of declining family support system and other socio-economic circumstances are left helpless and require the support and protection from the State. To fulfill the commitments of the National Policy on Older Persons, special emphasis is being placed on expanding the on-going programs of old age homes, day care centers, mobile medicare units and medicare centers being implemented under the scheme of 'Integrated Program for Older Persons'. Financial assistance has been extended to 451 NGOs for running 222 Old Age Homes, 201-Day Care Centers and 27 Mobile Medicare Units.

10.103 A special pension policy - **Varishtha Pension Bima Yojana** for persons aged 55 years and above was also launched on July 14, 2003 by the Life Insurance Corporation of India. The policy guarantees an annual return of 9 percent in the form of monthly payment. Minimum pension is Rs.250 per month and maximum Rs.2, 000 per month. For monthly pension a single premium is payable in lump sum. The minimum premium is Rs.33, 335 and the maximum is Rs.2, 66,665.

10.104 With the objective of weaning away the street children from a life of deprivation and vagrancy and rehabilitating them, 'An Integrated Programmed for Street Children' is being implemented with a wide range of initiatives like 24 hour drop in shelters, night shelters, nutrition, health care, sanitation, hygiene, safe drinking water, education, recreational facilities and protection against abuse and exploitation. Currently, 190 organizations have been operating in 22 States benefiting 1.58 lakh street children. The special initiative of the CHILDLINE service, a toll free telephone service is available to children in distress, responds to the emergency needs of the children and provides referral service. This facility is now operating in 34 cities.

10.105 The National Institute of Social Defence is being strengthened professionally, technically and financially to enable it to broaden its activities in the field of social defence and for the other disadvantaged groups. In the Tenth Five Year Plan period an allocation of Rs. 550 crore has been made for various schemes in social defence division.

Outlook

10.106 Various studies on poverty indicate that while growth in per capita income is a necessary condition for poverty reduction, it is by no means sufficient. It is also important to focus on creating an enabling environment for the poor to participate in, and benefit from, the growth process. The pro-poor public policies include creation of employment opportunities and enhancing the level of health, education and skill of the poor.

10.107 Most evaluations of poverty alleviation programs, done by the government or others, conclude that these programs are not very effective in reducing poverty. They suffer from ill defined and multiple objectives, limited targeting, under-funding, complex administration, high administrative costs and leakage, lack of proper accountability and adequate monitoring. A study of the Public Distribution System (PDS) suggested that only 25 percent of food grains actually reach the poorest 40 percent of the population, and administrative costs accounting for 85 percent of the total expenditure far outweigh the income gains to the poor.

10.108 One of the better-targeted programs is the Integrated Child Development Services. Food for work program is also more successful at targeting the poor and improving their living standards at a relatively low cost.

10.109 Low productivity of small landholders leads to poverty, low energy in-take and under nutrition, which in turn prevents the development and creates a vicious circle. In most of the States, non-farm employment in rural areas has not grown very much and cannot absorb the growing labour force due to high population growth. Those who are getting educated specially beyond the primary level do not wish to do manual agricultural work. They would like better opportunities and more remunerative employment in rural areas. This can be done by developing agro-based and rural resource-based enterprises.

10.110 International experience indicates that the cost recovery for basic social services does not generate much revenue and adversely affects the utilization rates, especially by the poor. Therefore, any attempt to raise the services charges to cover full cost for the provision of basic services will be counter-productive and is to be avoided to the

maximum extent possible. When imposed, cost recovery should improve quality and exempt the poor. When cost recovery occurs, revenues should go to a special fund to be reinvested in the social sectors.

10.111 In the education sector, at the higher level, there is a case for greater cost recovery, but the political economy constraints may go against the enhancement of user charges. In countries like Malaysia and Sri Lanka, lower level services have been delivered free of charge for decades on the principle of universality, and even the World Bank was persuaded against the imposition of user charges.

10.112 While the level, efficiency and equity of social expenditure matter, there is need to ensure effective utilization of existing resources. Expenditure levels cannot be increased without improved absorptive capacity. In this respect, the involvement of the community appears to be extremely important in order to improve absorptive capacity, transparency and the appropriate monitoring of expenditures.

10.113 There is a wide scope for strengthening the public-private partnership in the delivery of health care services. There is also a wider scope for more involvement of India's several thousand Non-Government Organisations (NGOs) for implementation of many government schemes in social sectors.

10.114 In sum, India needs to reformulate an anti-poverty strategy that is fiscally sustainable and more finely targeted to those who cannot benefit from the opportunities offered by growth. Safety nets should focus on those who either cannot participate in the growth process (for reasons of extreme deprivation or vulnerability combined with poverty) or face continuing exposure to risks.