

# Human Development, Poverty and Public Programmes

## 10 CHAPTER

*Social welfare aimed at human development or improvement in the well-being of the people is an important objective of development planning. While economic growth is extremely important, it has to be accompanied by improvement in the quality of life of the people for the development process to be sustainable in the medium to long run. More importantly, it has to be inclusive in nature. The notion of inclusive growth relates essentially to equality of opportunity to all for a productive and meaningful life with freedom and dignity. It is much broader than the objective of poverty alleviation. It encompasses human development and economic and social mobility for all sections of the society, and in particular, for the disadvantaged and marginalized population groups of the society. These population groups have not only to be brought into the economic and social mainstream but made active participants and legitimate beneficiaries of the development process. Ultimately, a healthy, educated and an empowered population contributes to improved productivity which, in turn sustains economic growth.*

10.2 This chapter brings together some evidence on the relationship between human development, poverty, hunger and employment followed by a brief overview of the trends in social sector spending by the Central and State Governments. The chapter highlights issues and public programmes in social sector, including in rural infrastructure and development, education, health, women and child development, welfare and development of weaker sections and persons with disabilities, social security and other related issues. The chapter also discusses briefly issues relating to climate change and its impact on development.

### HUMAN DEVELOPMENT AND GENDER SITUATION

10.3 The United Nations Development Program (UNDP) Statistical Update 2008 indicates the human development index (HDI) for India at 0.609 in 2006, placing it at 132 out of 179 countries of the world. In terms of gender development index (GDI), India ranks 116 out of 157 countries on the basis of their GDI

value with an index value of 0.591. A negative count of (-1) for HDI rank minus GDI rank for India is indicative of almost equal status of ranking in terms of gender development and human development. The HDI index is based on GDP per capita (PPP), life expectancy at birth, and education as measured by adult literacy rate and gross enrolment ratio. India's HDI rank at 132 is lower than its per capita GDP rank of 126, largely because of its low ranking on education (Table 10.1). There is therefore a need for special emphasis on policy and the institutional reforms in the education sector.

### POVERTY AND INCLUSIVE GROWTH

10.4 Incidence of poverty is estimated by the Planning Commission on the basis of the large sample surveys on household consumer expenditure conducted by the National Sample Survey Organisation (NSSO) on a quinquennial basis. The Uniform Recall Period (URP) Consumption distribution data of NSS 61st Round places the poverty ratio at 28.3 per cent in rural

**Table 10.1 : India's global position on human development, 2006**

Country	HDI Index	GDP per capita (US \$PPP)	Life expectancy at birth (yrs)	Adult literacy rate (% aged 15 yrs & above)	Combined gross enrol. ratio in education (%)
Poland	0.875(39)	14,675(50)	75.3(46)	99.3(15)	87.7(38)
Brazil	0.807(70)	8,949(77)	72.0(81)	89.6(98)	87.2(39)
Russia	0.806(73)	13,205(55)	65.2(121)	99.5(12)	81.9(49)
Turkey	0.798(76)	11,535(61)	71.6(87)	88.1(103)	71.1(106)
Thailand	0.786(81)	7,613(80)	70.0(102)	93.9(75)	78.0(68)
China	0.762(94)	4,682(104)	72.7(71)	93.0(81)	68.7(113)
Sri Lanka	0.742(104)	3,896(115)	71.9(83)	90.8(91)	68.7(114)
Indonesia	0.726(109)	3,455(121)	70.1(101)	91.0(90)	68.2(116)
Vietnam	0.718(114)	2,363(129)	74.0(56)	90.3(92)	62.3(127)
Egypt	0.716(116)	4,953(99)	71.0(97)	71.4(139)	76.4(78)
<b>India</b>	<b>0.609(132)</b>	<b>2,489(126)</b>	<b>64.1(127)</b>	<b>65.2(148)</b>	<b>61.0(134)</b>

Source : UNDP Statistical Update 2008

Figures in parentheses give ranking among 179 countries

Adult literacy rates for 32 countries were not given and data for these countries is either assumed or is based on outdated census or survey information. Hence, rankings so derived are approximate and should be interpreted with caution.

areas, 25.7 per cent in urban areas and 27.5 per cent for the country as a whole in 2004-05. The corresponding poverty ratios from the Mixed Recall Period (MRP) consumption distribution data are 21.8 per cent for rural areas, 21.7 per cent for urban areas and 21.8 per cent for the country as a whole. While the former consumption data uses 30-day recall/reference period for all items of consumption, the latter uses 365-day recall/reference period for five infrequently purchased non-food items, namely, clothing, footwear, durable goods, education and institutional medical expenses and 30-day recall/reference period for remaining items. The percentage of poor in 2004-05 estimated from URP consumption distribution of NSS 61st Round of consumer expenditure data are comparable with the poverty estimates of 1993-94 (50th Round) which was 36 per cent for the country as a whole. The percentage of poor in 2004-05 estimated from MRP consumption distribution of NSS 61st Round of consumer expenditure data are roughly comparable with the poverty estimates of 1999-2000 (55th Round) which was 26.1 per cent for the country as a whole (Table 10.2). Published estimates based on NSSO thin sample data and broadly similar methodology for 2005-06 indicate sizeable reduction in poverty between 2004-05 and 2005-06. This reduction is significantly higher (at 1.4 per cent or 1.6 per cent)

**Table 10.2 : Incidence of poverty (per cent)**

Sl. No.	Category	1993-94	2004-05
By Uniform Recall Period (URP) Method			
1	Rural	37.3	28.3
2	Urban	32.4	25.7
3	All-India	36.0	27.5
By Mixed Recall Period (MRP) Method			
		1999-2000	2004-05
4	Rural	27.1	21.8
5	Urban	23.6	21.7
6	All-India	26.1	21.8

Source : Planning Commission

than the trend rate of decline of 0.8 per cent observed between 1993-94 and 2004-05 from the estimates made by the Planning Commission [Datta, EPW (2008)].

10.5 The National Commission on Enterprises in the Unorganised Sector (NCEUS), in its report, suggested that 77 per cent of the total population of the country in 2004-05, had per capita consumption

expenditure of less than Rs. 20 per day. However, it has been observed, based upon calculations on data for 1999-2000 (NSS 55th Round) and 2004-05 (NSS 61st Round) that per capita consumption expenditure of 78.3 per cent of the rural population and 42.5 per cent of the urban population was less than Rs. 20 per day in 1999-2000. For the country as a whole, the per capita consumption expenditure of 68.1 per cent of the population was less than Rs. 20 per day. Per capita consumption expenditure of 71.9 per cent of the rural population and 32.3 per cent of the urban population was less than Rs. 20 per day in 2004-05. For the country as a whole the per capita consumption expenditure of 60.5 per cent of population was less than Rs. 20 per day.

10.6 There is a direct relationship between aggregate poverty and average consumption (Figure 10.1). Growth of aggregate income/consumption is therefore a sufficient condition for reduction of overall or aggregate poverty.

10.7 NSS consumption data relating to monthly per capita expenditure (MPCE) for three years between 2004-05 and 2006-07 indicates improvement in consumption pattern both across all MPCE levels as well as in rural and urban areas (Table 10.3). This is indicative not only of favourable poverty reduction trends but also of the inclusive nature of growth as consumption has improved across the entire distribution in 2005-06 and 2006-07, both for urban and rural population and more so for the latter (Figure 10.2). However, further research needs to be done to convert the current prices series into that based on constant prices to confirm if the results are replicated.

**Table 10.3 : All-India percentage of rural and urban population by MPCE levels 2004-07**

MPCE level (Rs.)	% population below the level		
	2006-07	2005-06	2004-05
<b>(Rural)</b>			
<b>(at current prices)</b>			
235	1.2	2.0	2.8
270	3.2	4.5	6.1
320	7.5	11.4	14.4
365	12.7	18.7	23.9
410	20.8	27.9	33.9
455	29.1	36.5	43.6
510	39.0	46.6	54.4
580	50.3	58.9	65.3
690	64.9	72.3	77.5
890	80.3	86.1	88.8
1155	90.6	93.2	94.7
<b>(Urban)</b>			
335	1.5	3.0	3.5
395	3.9	6.3	7.4
485	9.5	13.3	15.9
580	17.4	21.8	25.8
675	25.8	30.6	35.7
790	35.0	41.6	45.8
930	46.1	52.3	56.1
1100	57.2	62.7	65.9
1380	70.3	75.7	77.4
1880	82.9	86.5	87.8
2540	91.4	93.5	93.9

Source : NSS Report No. 527: Household Consumer Expenditure in India, 2006-07.

**Figure 10.1 : Average MPCE (Rs.) in 2004-05 across states(rural) and corresponding popln. below poverty line( BPL)**

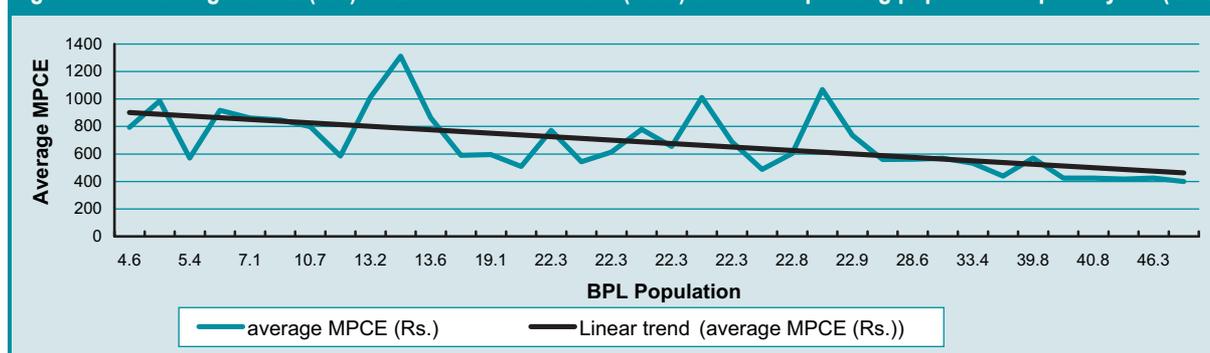


Figure 10.2(i) : Percentage of rural population below MPCE levels

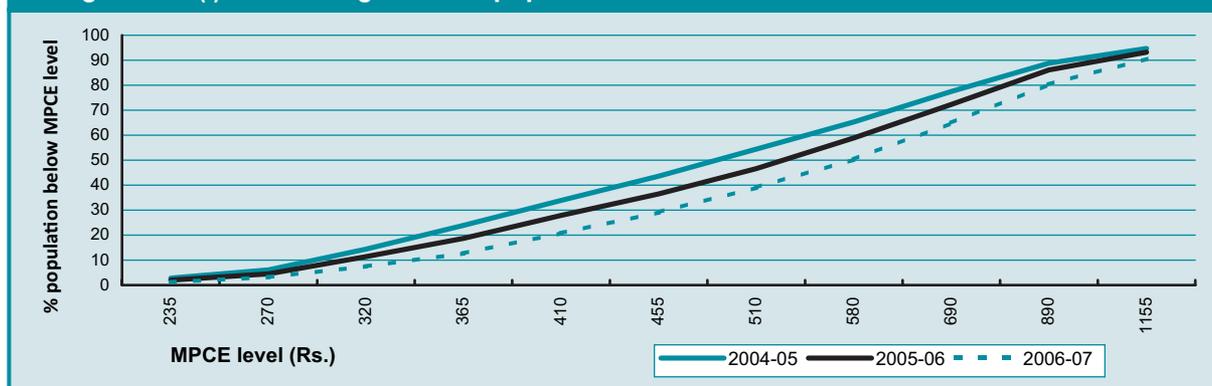


Figure 10.2(ii) : Percentage of urban population below MPCE levels



## HUNGER AND MALNUTRITION

10.8 An attempt to assess the food security status and the relative position of states can often be misleading in the absence of a clear understanding of the relationship between the notion of hunger, poverty and malnutrition. Incidence of hunger, estimated from NSS data for 2004-05 in terms of households having inadequate food, is seen to be only affecting a small percentage of households at all-India level at 1.9 per cent (Table 10.4). It also is concentrated in states like West Bengal, Orissa and Assam though again in small dimension. Inadequacy of food is being addressed through the public distribution system (PDS). PDS is a major state intervention to ensure food security to people especially the poor. The Eleventh Five Year Plan has observed that PDS seems to have failed in making foodgrain available to the poor as is evident from falling levels of cereal consumption over the last two decades. PDS was redesigned as Targeted PDS (TPDS) where higher rates of subsidies were given to the poor and the poorest among poor. However, some major deficiencies were also identified in TPDS. These included high exclusion and inclusion errors,

non-viability of fair price shops, leakages and failure in price stabilization. In this situation, it may be useful to introduce food stamps/coupons which may be valid outside the PDS outlets once the markets get better integrated. Food coupons will allow the consumers a wider choice. However, their value needs to be indexed to the food inflation. Multi-application smart cards will also enhance the efficiency of administering various schemes. In PDS system, the smart card will reduce the incidence of bogus ration cards or diversion of foodgrains. Leakages can also be restricted by redirecting subsidies currently under PDS to better funding of other schemes like Mid-Day Meal scheme or the ICDS.

10.9 While poverty rates have declined significantly, malnutrition has remained stubbornly high. Malnutrition, as measured by underweight children below 3 years, constituting 45.9 per cent in children under 3 years of age as per the National Family Health Survey 2005-06 (NFHS 3) has still remained much higher. It has also not significantly declined from its level of 47 per cent in 1998-99 (NFHS 2). Malnutrition reflects an imbalance of both macro and

micro-nutrients that may be due to inappropriate intake and/or inefficient biological utilization due to the internal/external environment. Poor feeding practices in infancy and early childhood, resulting in malnutrition contribute to impaired cognitive and social development, poor school performance, and reduced productivity in later life. Malnutrition therefore is a major threat to social and economic development as it is among the most serious obstacles to attaining and maintaining health of this important age group. It is evident that existing policies and programmes are not making a significant dent on malnutrition and need to be modified. While per capita consumption of cereals has declined, the share of non-cereals in food consumption has not grown to compensate for the decline in cereal availability.

10.10 It may be observed that malnutrition cannot entirely be explained by poverty though it is an important determinant (Table 10.4). Even Punjab with poverty ratio of only 8.4 per cent has 27 per cent children below 3 years as underweight. Andhra Pradesh, Assam, Gujarat and Haryana are some other examples of high malnutrition among children

with lower levels of poverty. Hence, there is need to focus on the malnutrition issue in our policies and programmes. While the ability to access such food items depends on household income and is addressed through programmes like NREGS, there are other factors which are equally important but are ignored. Household/family knowledge and information about the locally available food is useful from the nutrition perspective. This knowledge is based on traditional knowledge, ability to read coupled with availability of appropriate reading material on nutrition, access to media such as newspapers, radio and TV, along with propagation of such information on the radio and special programmes that directly educate mothers about child rearing and nutrition such as ICDS. The ICDS programme seems to have helped in providing public health education to mothers and thus contributed to the outcome in states like Tamil Nadu and Himachal Pradesh. However, in order to have larger impact beyond nutrition to other health outcomes, a comprehensive programme for improving civic amenities of a public health nature to a defined standard is necessary to remove visible symbols of divide between rich and

**Table 10.4 : Incidence of hunger, poverty, malnutrition and availability of public health facilities in major States**

States	Inadequate food (%) 2004-05	Poverty % of population (URP) 2004-05	Malnutrition under 3 yrs. underweight children (%) 2005-06	Public health % of households drinking water facilities (2001)*	Public health % of households access to toilet facility 2005-06
A.P.	0.5	15.8	36.5	80.1(67.8)	42.4
Assam	5.0	19.7	40.4	58.8(11.6)	76.4
Bihar	2.7	41.4	58.4	86.6(4.2)	25.2
Gujarat	0.2	16.8	47.4	84.1(72.7)	54.6
Haryana	0.1	14.0	41.9	86.1(61.1)	52.3
H.P.	0.0	10.0	36.2	88.6(65.1)	45.6
Karnataka	0.2	25.0	41.1	84.6(57.4)	46.5
Kerala	2.3	15.0	28.8	23.4(24.6)	96.0
M.P.	1.6	38.3	60.3	68.4(25.0)	27.0
Maharashtra	0.8	30.7	39.7	79.8(78.6)	53.0
Orissa	5.3	46.4	44.0	64.2(10.2)	19.3
Punjab	0.7	8.4	27.0	97.6(54.6)	70.8
Rajasthan	0.0	22.1	44.0	68.2(45.4)	30.8
T.N.	0.3	22.5	33.2	85.6(84.2)	42.9
U.P.	1.5	32.8	47.3	87.8(10.3)	33.1
W.Bengal	9.0	24.7	43.5	88.5(27.9)	59.5
Chhattisgarh	2.2	40.9	52.1	70.5(16.8)	18.7
Jharkhand	0.6	40.3	59.2	42.6(11.3)	22.6
All-India	1.9	27.5	45.9	77.9(42.0)	44.5

Source : NFHS 3, NSSO, Planning Commission, O/O RGI.

\* Figures in parentheses give corresponding position regarding households using piped drinking water as per NFHS 3 (2005-06).

poor, that slums and other neighbourhoods with poor drainage and sewerage create.

10.11 Improvement of public health education and public health facilities also have an important and positive link with nutrition outcomes. Social welfare, while giving additional weight to the income/consumption of the poor, must also give importance to the access of the poor to public goods. This is due to the fact that individual welfare depends not only on the private consumption but also on public goods and services supplied by the state. Public health and literacy are interlinked, higher literacy levels lead to quality public health. Longevity and mortality reduction are more related to public health than to treatment of individual diseases. Public health includes better drainage and sewerage system (sewage treatment plants) that provides solid waste disposal management and drinking water system that delivers disease-free water. The current position is illustrated by the low proportion of the population with access to improved sanitation facilities across many states especially Bihar, M.P., Orissa, Rajasthan, Uttar Pradesh, Chhattisgarh and Jharkhand (Table 10.4). Public health also includes public education about nutrition, hygiene and disease to reduce the problem of asymmetric information. Literacy and primary education aids in this process and contributes to the general well-being. Together these can contribute immensely to the quality of life of all citizens, particularly the poor. Hence, quasi-public goods are of critical importance to the poor. The Government must ensure that every citizen has access to education and also making it more relevant by providing information on matters that will improve their lives (health, hygiene, nutrition). Public health initiatives such as clean drinking water, sanitation, sewerage, control of communicable and epidemic diseases and public health education play an important role in reducing mortality rates at every age and across the gender. These should be the focus of the Government as part of its strategy to promote inclusive growth.

## EMPLOYMENT

10.12 The Economic Surveys of the previous two years have given the estimates of employment and unemployment on the basis of Usual Principal Status (UPS) and Current Daily Status (CDS) respectively. A comparison between the different estimates (Table 10.5) indicates that CDS estimate of unemployment rate is the highest being the broadest measure.

**Table 10.5 : All-India rural & urban unemployment rates\* for NSS 61st Round—different estimates (2004-05)**

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

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

\* As per cent of labour force

\*\*UPS-Usual Principal Status, US (adj.)-Usually unemployed excl. Subsidiary Status workers, CWS-Current Weekly Status & CDS- Current Daily Status.

## Employment in the Eleventh Five Year Plan

10.13 The projected increase in total labour force during the Eleventh Five Year Plan is estimated at 45 million. It is also projected that 58 million employment opportunities would be created in the Eleventh Five Year Plan. This would be greater than the projected increase in labour force leading to a reduction in the unemployment rate to below 5 per cent by the terminal year of the plan. It is expected that agriculture sector may not contribute towards any increase in employment during the Eleventh Five Year Plan period. Hence, the employment generation strategy of the Eleventh Five Year Plan is based on the reduction of underemployment and movement of surplus labour in agriculture sector to higher wage and more gainful employment in non-agriculture sector. The Eleventh Five Year Plan has especially identified labour intensive manufacturing and services sectors with employment potential like food processing, leather products, footwear, textiles, wood and bamboo products, gems and jewellery, handicrafts, handlooms, tourism and construction, for this purpose.

## Employment in organized sector

10.14 The employment growth in organized sector, public and private combined, has declined during the period between 1994 and 2006. This has primarily happened due to decline of employment in organized public sector. Employment in establishments covered by Employment Market Information System of the Ministry of Labour grew at 1.20 per cent per annum during 1983-94 but decelerated to 0.12 per cent per annum during 1994-2006. However, the latter decline was mainly due to a decrease in employment in public sector establishments, whereas the private sector had shown acceleration in the pace of growth

**Table 10.6 : Rate of growth of employment in organized sector**

	(% per annum)	
	1983-94	1994-2006
Public Sector	1.53	-0.54
Private Sector	0.44	0.92
Total Organized	1.20	0.12

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

in employment from 0.44 per cent to 0.92 per cent per annum (Table 10.6).

### *Effect of global financial crisis and economic slowdown*

10.15 Employment opportunities in the financial year 2008-09 have been affected by the global financial crisis and economic slowdown in the major markets of India. While comprehensive employment data for current financial year is not available, some sample surveys have indicated employment losses in the wake of the global financial crisis and economic slowdown (Box 10.1). The Government is concerned about the possible impact of global financial crisis on the Indian economy, including employment, and

several measures, financial and fiscal, have been taken. A large number of measures have been taken to help the industry in general and more affected labour intensive export sectors in particular since October 7, 2008. The most recent measures were those announced on December 7, 2008 and January 2, 2009. In the interim budget of February 16, 2009, the Government has announced continuation of interest subvention of 2 per cent on pre- and post-shipment credit for most employment-oriented sectors such as textiles, carpets, leather, gems and jewellery, marine products and SMEs beyond March 31, 2009 till September 30, 2009.

### **Employment in unorganized sector**

10.16 As per the National Commission for Enterprises in the Unorganised Sector (NCEUS), based on data from NSS 55th Round Survey on Employment and Unemployment, the estimated total employment in the country during 1999-2000 was 396.8 million and among them the estimated informal sector workers were 342.6 million. The estimates of total employment and employment of informal sector workers as per 61st Round Survey during 2004-05 were 457.5 million and 394.9 million respectively

### **Box 10.1 : Estimates of job losses in the wake of global financial crisis and economic slowdown**

#### **Labour Bureau, Ministry of Labour and Employment**

According to the report on "Effect of Economic Slowdown on Employment in India," which is based on a sample survey of 2,581 units conducted by the Labour Bureau, Ministry of Labour and Employment, during October-December 2008, there was decrease in employment of about half a million workers during the period. The most affected sectors were gems and jewellery, transport and automobiles where employment has declined by 8.58 per cent, 4.03 per cent and 2.42 per cent respectively during the period. In textile sector, 0.91 per cent of workers have lost their jobs. Another thin sample survey conducted to assess the employment situation in January 2009 over December 2008 indicated a loss of about 1 lakh jobs in the month of January 2009. However, it may be possible that the unemployment indicated is seasonal in nature since the employment estimated in the reference period of the study is not in comparison with the same period in previous year and the employment in period October to December 2008 is compared to that in September 2008 and later January 2009 against December 2008. The survey conducted by the Labour Bureau for the period January to March 2009 covering 3,192 units in 21 centres, however, indicated improvement in the selected sectors with employment rising by a quarter million. Sectors registering increased employment were gems and jewellery (3.08 per cent), textiles (0.96 per cent), IT-BPO (0.82 per cent), handloom-powerloom (0.56 per cent) and automobile (0.10 per cent).

#### **Department of Commerce, Ministry of Commerce and Industry**

A sample survey conducted by the Department of Commerce for 402 exporting units revealed job loss (direct and indirect) to the tune of 1,09,513 persons during August 2008 to mid-January 2009. Another sample study conducted earlier (for the period August-October 2008) by the Department of Commerce for 121 export-related companies belonging to several sectors, primarily employment-oriented sectors like textiles including garments, leather, engineering, gems and jewellery, handicrafts, food and food processing, minerals, marine products has revealed loss in export orders to the tune of Rs. 1,792 crore and loss of jobs of around 65,507. Two other surveys for the period August 2008 to February 09, 2009, and August, 2008 to February 28, 2009 revealed job losses (direct and indirect) of 1,17,602 and 1,19,159 persons respectively.

**Table 10.7 : Informal sector employment (million)**

NSS Round/year	Total employment	Informal sector workers
55th Round (1999-00)	396.8	342.6
61st Round (2004-05)	457.5	395.0

Source : NCEUS

(Table 10.7). As per both surveys more than 86 per cent of total employment was in the informal sector.

10.17 NCEUS was of the view that given the serious repercussions of the global economic crisis on the economy and especially the poor who are the unorganized workers, a major response was required; this response should be in the form of a major fiscal stimulus comprising of: (i) Programmes to boost pro-poor public investment in physical and social infrastructure, (ii) Programmes/schemes which protect and promote incomes of the poor, (iii) Expansion in scope and coverage of social security schemes for the unorganized workers so that they were immediately assured of a minimum level of social protection. Many of the measures taken by the Government of India were along these lines.

### Skill development

10.18 In the Eleventh Five Year Plan, the thrust will be on creating a pool of skilled personnel in appropriate numbers with adequate skills, in consonance with the requirements of the ultimate users such as the industry, trade and service sectors. Such an effort is necessary to support the employment expansion envisaged as a result of inclusive growth including in particular the shift of surplus labour from agriculture to non-agriculture. A comprehensive skill development programme with wide coverage throughout the country has been initiated by the Government.

10.19 The institutional structure for coordinated action for skill development involves Prime Minister's Council on Skill Development for policy direction to be supported by the National Skill Development Coordination Board (NSDCB) chaired by the Deputy Chairman of the Planning Commission. To promote private sector initiative for skill development, an institutional arrangement in the form of a non-profit corporation called the National Skill Development Corporation (NSDC) has been set up in the Ministry of Finance. NSDC was registered on July 31, 2008,

as a Section 25 company under the Companies Act, 1956. The NSDCB is given the responsibility of coordination and harmonization of the Government's initiatives for skill development spread across 17 Central Ministries and the State Governments with the initiatives of NSDC. The institutional framework has been put in place and the State Governments are encouraged to set up a similar State-level coordination body for skill development.

### TREND IN SOCIAL SECTOR EXPENDITURE

10.20 Central Government expenditure on social services and rural development has gone up consistently over the years (Table 10.8). The share of Central Government expenditure on social services including rural development in total expenditure (plan and non-plan) has increased from 11.23 per cent in 2002-03 to 19.44 per cent in 2008-09 (RE). Central support for social programmes has continued to expand in various forms although most social sector subjects fall within the purview of the States. Major programme specific funding is available to the states through the Centrally-sponsored schemes.

10.21 Expenditure on social services including education, sports, art and culture, medical and public health, family welfare, water supply and sanitation, housing, urban development; welfare of SCs, STs and OBCs, labour and labour welfare, social security and welfare, nutrition, relief for natural calamities etc. by the General Government (Centre and States combined) has shown increase in recent years (Table 10.9) reflecting higher priority to social services. Expenditure on social services as a proportion of total expenditure increased from 19.3 per cent in 2003-04 to 21.6 per cent in 2006-07 and further to 22.4 per cent in 2007-08 (RE) and 24.1 per cent in 2008-09 (BE). Expenditure on education as a proportion of total expenditure has increased from 9.5 per cent in 2003-04 to 10.8 per cent in 2008-09 (BE). Share of health in total expenditure has also increased from 4.3 per cent in 2003-04 to 5.1 per cent in 2008-09 (BE).

10.22 The Government in recent years has increased its outlays in the social sector. However, the reach of public and quasi-public goods and services supplied by the state to people still leave a lot of scope for improvement. There are still leakages in the schemes and the benefits in full do not reach the intended target groups of people. At the same time, some innovative measures have been initiated in NREGS to bring in more transparency in

**Table 10.8 : Central Government expenditure (Plan and non-Plan) on social services and rural development**

(as per cent of total expenditure)

ITEM	2002-03 Actual	2003-04 Actual	2004-05 Actual	2005-06 Actual	2006-07 Actual	2007-08 Actual	2008-09 RE
1. Social Service							
a. Education, Sports, Youth affairs	2.39	2.32	2.81	3.71	4.28	4.24	4.07
b. Health & Family welfare	1.58	1.53	1.64	1.89	1.87	2.08	1.86
c. Water Supply, Housing etc.	1.65	1.67	1.81	2.08	1.72	2.06	2.34
d. Information & Broadcasting	0.34	0.28	0.26	0.30	0.25	0.22	0.21
e. Welfare of SC/ST and OBC	0.28	0.24	0.27	0.33	0.34	0.38	0.35
f. Labour & Employment	0.19	0.18	0.20	0.25	0.32	0.27	0.27
g. Social Welfare & Nutrition	0.57	0.50	0.52	0.84	0.85	0.84	0.73
h. North-Eastern areas	0.00	0.00	0.00	0.00	0.00	0.00	1.58
i. Other Social Services	0.11	0.15	0.34	0.40	-0.17	1.29	1.79
Total	7.10	6.86	7.85	9.79	9.47	11.39	13.19
2. Rural Development	2.89	2.59	1.91	3.12	2.84	2.56	4.55
3. I) Pradhan Mantri Gramodaya Yojana (PMGY) <sup>a</sup>	0.63	0.51	0.56	0.00	0.00	0.00	0.00
II) Pradhan Mantri Gram Sadak Yojana (PMGSY)	0.60	0.49	0.49	0.83	1.08	1.54*	1.70*
4. Social Services, Rural Dev., PMGY and PMGSY	11.23	10.46	10.81	13.75	13.38	15.48	19.44
5. Total Central Government Expenditure	100.00	100.00	100.00	100.00	100.00	100.00	100.00

Source : Budget documents and Ministry of Rural Development.

<sup>a</sup> Launched in 2000-01 as a new initiative for basic rural needs. However, PMGY has been discontinued from 2005-06.

\* Includes Rs. 7,000 crore and Rs. 7,500 crore as loans taken from RIDF Window of NABARD during 2007-08 (actual) and 2008-09 (RE) respectively.

**Table 10.9 : Social services expenditure (Centre and State Governments combined)**

ITEMS	2003-04 Actual	2004-05 Actual	2005-06 Actual	2006-07 Actual	2007-08 RE	2008-09 BE
<b>Total Expenditure</b>	7,96,384	8,69,757	9,59,855	11,09,174	13,55,831	14,85,536
<b>Expenditure on Social Services</b>	1,53,454	1,72,812	2,02,672	2,39,340	3,03,490	3,57,381
<b>of which:</b>						
i) Education	75,607	84,111	96,365	1,14,744	1,35,679	1,60,642
ii) Health	34,066	37,535	45,428	52,126	66,423	75,055
iii) Others	43,781	51,166	60,879	72,470	1,01,388	1,21,684
	<b>As percentage of GDP</b>					
<b>Total Expenditure</b>	28.91	27.62	26.76	26.86	28.70	27.91
<b>Expenditure on Social Services</b>	5.57	5.49	5.65	5.80	6.43	6.72
<b>of which:</b>						
i) Education	2.74	2.67	2.69	2.78	2.87	3.02
ii) Health	1.24	1.19	1.27	1.26	1.41	1.41
iii) Others	1.59	1.62	1.70	1.76	2.15	2.29
	<b>As percentage of total expenditure</b>					
<b>Expenditure on Social Services</b>	19.3	19.9	21.1	21.6	22.4	24.1
<b>of which:</b>						
i) Education	9.5	9.7	10.0	10.3	10.0	10.8
ii) Health	4.3	4.3	4.7	4.7	4.9	5.1
iii) Others	5.5	5.9	6.3	6.5	7.5	8.2
	<b>As percentage of social services expenditure</b>					
i) Education	49.3	48.7	47.5	47.9	44.7	44.9
ii) Health	22.2	21.7	22.4	21.8	21.9	21.0
iii) Others	28.5	29.6	30.0	30.3	33.4	34.0

Source : Budget Documents of the Union and State Governments, RBI.

disbursements of funds and prevent leakages. However, it is necessary that for every programme, an Internet accessible public accountability information system (PAIS) should be available. This system would provide information about the funds allocated and the expenditure made along with the name of the beneficiaries. This system should be accompanied by an integrated smart card system which empowers the citizen to demand approved/budgeted entitlements as right. The system needs to be built on the identification and issue of unique ID number to all residents. Based on this Unique ID number (UID) and associated information all residents should be entitled to a smart card containing specified unchangeable data. Entitlements would then need to be based upon the data contained in the smart card and services/subsidies/entitlements received would also be recorded against this card. This system would help in proper targeting and ensuring services reaching the intended beneficiaries of the Government programmes and hence serve as the basis of efficient delivery of services. UID scheme is a Planning Commission initiative and the initial UID database would be created using the electoral rolls database of the Election Commission of India. This database would be then enriched through linkages with partner databases. Initially, the linkages would be made with ration card database of the Department of Food and Public Distribution and the Below Poverty Line database created from the socio-economic household survey conducted by the Ministry of Rural Development. The Government of India has approved the constitution of UID Authority of India (UIDAI) as an attached office of the Planning Commission with an initial core team of 115 positions. The Planning Commission is in the process of positioning the core team.

## SOCIAL SECTOR INITIATIVES

10.23 In consonance with the commitment to inclusive growth and faster social sector development to remove disparities under the Eleventh Five Year Plan, substantial progress has been made by the Central Government on some of the major social sector initiatives during the year as described below.

### Rural Infrastructure and development *Bharat Nirman*

10.24 This programme, launched in 2005-06 for building infrastructure and basic amenities in rural areas, has six components, namely, rural housing, irrigation potential, drinking water, rural roads, electrification and rural telephony. Bharat Nirman has received an outlay of Rs. 40,900 crore in the interim budget for 2009-10 as against Rs. 31,280 crore (including NER component) in 2008-09. Up to March 2009, a total length of 2,14,281.45 kilometres of roadworks has been completed under the Pradhan Mantri Gram Sadak Yojana (PMGSY) with a cumulative expenditure of Rs. 46,807.21 crore. During 2008-09, against the total allocation of Rs. 5,645.77 crore earmarked for District Rural Development Agencies (DRDAs) under the Indira Awaas Yojana (IAY) for construction of 21.27 lakh houses, Rs. 8,795.79 crore has been released till March 31 2009 and 21.05 lakh houses have been constructed during 2008-09. During Bharat Nirman period, 55,067 uncovered and about 3.31 lakh slipped-back habitations are to be covered with provision of drinking water facilities and 2.17 lakh quality affected habitations are to be addressed for water quality problems (Table 10.10). Under Bharat Nirman for rural water supply, Rs. 4,098 crore in 2005-06, Rs. 4,560 crore in 2006-07 and Rs. 6,441.69 crore in 2007-08 has been utilized. In 2008-09, a

**Table 10.10 : Bharat Nirman - Rural drinking water-cumulative achievements**

Component	Target (2005-09)	Cumulative achievements
Uncovered habitations to be provided with potable water	55,067	54,430
Slipped-back habitations to be provided with potable water	3,31,604	3,54,015 <sup>a</sup>
Quality-affected habitations to be addressed with potable water	2,16,968	2,03,800 <sup>b</sup>
<b>Total</b>	<b>6,03,639</b>	<b>6,12,245</b>

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

<sup>b</sup> Projects completed: 36,800; Ongoing projects: 1,67,000

budgetary provision of Rs. 7,300 crore had been made out of which Rs. 7,276.29 crore (almost 100 per cent) has been utilized. In order to give effect to the policy initiatives mentioned in the Eleventh Five Year Plan document, the guidelines for rural water supply programme have been revised. The revised programme is called the National Rural Drinking Water Programme.

### *Rural sanitation*

10.25 There has also been tremendous increase in the access to sanitation facilities by rural households. The sanitation coverage among rural households has increased from 21.9 per cent in 2001 to 27.3 per cent in 2004 and has more than doubled since then to 63.91 per cent (of 2001 Census households) as on May 20, 2009. The Total Sanitation Campaign (TSC) is one of the eight flagship programmes of the Government. TSC projects have been sanctioned in 593 rural districts of the country at a total outlay of Rs. 17,885 crore, with a Central share of Rs. 11,094 crore. The Central outlay for the Eleventh Five Year Plan has been approved at Rs. 7,816 crore for TSC including Rs. 1,100 crore for the Nirmal Gram Puraskar. The annual budgetary support was gradually increased from Rs. 202 crore in 2003-04 to Rs. 1,200 crore in 2008-09.

10.26 To encourage the Panchayati Raj Institutions (PRIs) to take up sanitation promotion, the incentive scheme of Nirmal Gram Puraskar (NGP) has been launched. The award is given to those PRIs which attain 100 per cent open defecation free environment. With the scaling up of TSC, combined with higher resources allocation, the programme implementation has improved substantially. As per the Census 2001 data, only 21.9 per cent rural households had access to latrines. Since 1999, over 5.56 crore toilets have been provided for rural households under TSC. A significant achievement has also been the construction of 8.71 lakh school toilets and 2.72 lakh Anganwadi toilets. With increasing budgetary allocations, and focus on rural areas, the number of households being provided with toilets annually has increased from only 24.41 lakh in 2002-03 to 98.7 lakh in 2006-07. In 2007-08, more than 1.15 crore toilets were provided to rural households, crossing the mark of 1 crore for the first time. During 2008-09, the total number of toilets constructed under TSC was 1.16 crore.

10.27 TSC has now turned into an inclusive programme, with participation of all sections of society. The active participation of women and

adolescent girls in the sanitation programme has been encouraged with special components for them. The programme includes items like training of women SHGs for sanitaryware and sanitary pad production, training of women as masons, provision of incinerators for sanitary napkin disposal in schools, publication of books and technical notes especially for women and adolescent girls.

### *Poverty alleviation and employment generation programmes*

10.28 Poverty reduction has been an important goal of development policy since the inception of planning in India. Various anti-poverty, employment generation and basic services programmes which are being implemented are as following :

- *Pradhan Mantri Gram Sadak Yojana*: PMGSY was launched on December 25, 2000 as a 100 per cent Centrally-sponsored scheme with the primary objective to provide all-weather connectivity to all the eligible unconnected habitations in the rural areas. The programme is funded mainly from the accruals of diesel cess in the Central Road Fund. In addition, support of the multilateral funding agencies and the domestic financial institutions are being obtained to meet the financial requirements of the programme. Up to March 2009, a total length of about 2,14,281.45 kilometres of roadworks has been completed with cumulative expenditure of Rs. 46,807.21 crore.
- *Indira Awaas Yojana*: The objective of IAY is to provide financial assistance for construction/upgradation of houses to BPL rural households belonging to the Scheduled Castes and Scheduled Tribes, freed bonded labourers, non-SC/ST rural households, widows and physically handicapped persons living in the rural areas. The scheme is funded on a cost-sharing basis of 75:25 between the Centre and the States. However, in the case of NE States, the funding pattern has recently been revised to 90:10. During 2008-09, against the total allocation of Rs. 5,645.77 crore earmarked for release to DRDAs under IAY for construction of 21.27 lakh houses, Rs. 8,795.79 crore including Rs. 3,050 crore given under stimulus package has been released till March 31, 2009 and 21.05 lakh houses had been constructed during 2008-09.
- *National Rural Employment Guarantee Scheme*: NREGS, which was launched on February 2, 2006, in 200 most backward districts in the first phase, was expanded to 330 districts in the second phase during 2007-08. The remaining 266 districts were notified on September 28, 2008, and the scheme has now

been extended to all the districts of the country. More than 4.47 crore households were provided employment in 2008-09. This is a significant jump over the 3.39 crore households covered under the scheme during 2007-08. Out of the 215.63 crore person-days created under the scheme during this period, 29 per cent and 25 per cent were in favour of SC and ST population, respectively and 48 per cent of the total person-days created went in favour of women. An allocation of Rs. 30,100 crore has been made in the interim budget for 2009-10 as against Rs. 16,000 crore in 2008-09 for NREGS.

- **Swarnjayanti Gram Swarozgar Yojana:** SGSY was launched in April 1999 after restructuring of the Integrated Rural Development Programme (IRDP) and allied programmes. It is the only self-employment programme currently being implemented for the rural poor. The objective of the SGSY is to bring the assisted swarozgaris above the poverty line by providing them income generating assets through bank credit and Government subsidy. The scheme is being implemented on cost sharing basis of 75:25 between the Centre and states. Up to March 2009, 34 lakh self-help groups (SHGs) had been formed and 120.89 lakh swarozgaris have been assisted with a total outlay of Rs. 27,183.03 crore.
- **Swarna Jayanti Shahari Rozgar Yojana:** In December 1997, the Urban Self-Employment Programme (USEP) and the Urban Wage Employment Programme (UWEP), which are the two special components of SJSRY, substituted for various programmes operated earlier for urban poverty alleviation. The fund allocation for the scheme was Rs. 515 crore during 2008-09 and Rs. 540.67 crore has been released up to March 31, 2009. With regard to the number of beneficiaries during 2008-09, 9,47,390 urban poor were assisted to set up individual/group micro enterprises and 14,84,209 urban poor were imparted skill training under SJSRY as per the progress reports received up to the end of March 31, 2009.

## EDUCATION

### Primary education

10.29 The 86th Constitutional Amendment Act, 2002 led to insertion of a new Article 21-A in Part III of the Constitution that made Free and Compulsory Education to all children of 6 to 14 years of age a Fundamental Right. However, a suitable follow-up legislation is necessary to give effect to the 86th Constitutional Amendment.

10.30 The progress made in some of the important primary education schemes is given below :

- **Sarva Shiksha Abhiyan:** SSA is being implemented in partnership with State Governments to address the needs of children in age group of 6-14 years. The achievements of SSA till December 2008 are opening of 2,76,903 new schools, construction of 2,25,383 school buildings, construction of 9,18,981 additional classrooms, 1,82,019 drinking water facilities, construction of 2,51,023 toilets, supply of free textbooks to 8.40 crore children, appointment of 9.66 lakh teachers and in-service training for 23.82 lakh teachers. There has been a significant reduction in the number of out-of-school children on account of SSA interventions.
- **National Programme for Education of Girls at Elementary Education:** NPEGEL is being implemented in educationally backward blocks (EBBs) where the level of rural female literacy is less than the national average and the gender gap is more than the national average and blocks having at least 5 per cent SC/ST population with SC/ST female literacy below 10 per cent. It is also being implemented in select urban slums. About 3,286 educationally backward blocks are covered under the scheme in 25 states. Under NPEGEL, 39,852 model schools have been opened in addition to supporting 11,261 Early Childhood Care and Education (ECCE) centres. Besides, 27,282 additional classrooms have been constructed, and 2,11,215 teachers have been given training on gender sensitization. Remedial teaching has also been provided to 11,44,370 girls apart from holding bridge courses covering 89,462 girls and additional incentives like uniforms etc. to about 1,60,73,048 girls (up to January 31, 2009).
- **National Programme of Mid-Day Meals in Schools:** The programme provides a mid-day meal of 450 calories and 12 grams of protein to children at the primary stage. For children at the upper primary stage, the nutritional value is fixed at 700 calories and 20 grams of protein. Adequate quantities of micro-nutrients like iron, folic acid and vitamin-A are also recommended under the programme. Since April 1, 2008, it covers all children studying in government, local body and government-aided primary and upper primary schools and the Education Guarantee Scheme/Alternative & Innovative Education centres of all areas across the country. During 2008-09, 11.74 crore children (8.24 crore of primary stage, i.e. Class I-V and 3.50 crore of upper primary stage i.e. Class VI-VIII) were to be benefitted under the scheme. The scheme was provided an outlay of Rs. 8,000 crore in the interim budget for 2009-10 compared to the same level of allocation in 2008-09.

- **Kasturba Gandhi Balika Vidyalaya:** KGBV: scheme was launched in July 2004 for setting up residential schools at upper primary level for girls belonging predominantly to SC, ST, OBC and minority communities. The KGBV scheme was merged with the Sarva Shiksha Abhiyan (SSA) as of April 1, 2007. 2,573 KGBVs were sanctioned by Government of India up to March 31, 2009. As on March 31, 2009, 2,460 KGBVs are reported to be functional (i.e. 95.61 per cent) in the states and 2,15,269 girls enrolled in them – 53,503 SC girls (24.85 per cent); 74,487 ST girls (34.60 per cent); 54,201 OBC girls (25.18 per cent); 18,647 BPL girls (8.66 per cent), and 14,431 minority girls (6.7 per cent).
- The Government of India has launched a Centrally-sponsored scheme called “Incentive to Girls for Secondary Education” in June 2008. According to the scheme, a sum of Rs. 3,000 will be deposited in the name of eligible girl as fixed deposit and she would be entitled to withdraw it along with interest thereon on reaching 18 years of age. The scheme will cover (i) All eligible girls belonging to SC/ST communities, who pass Class VIII and (ii) All girls who pass Class VIII examination from Kasturba Gandhi Balika Vidyalayas (irrespective of whether they belong to SC/ST) and enrol in Class IX in Government, Government-aided and local body schools.

## Secondary education

10.31 Secondary education serves as a bridge between primary and higher education and prepares young persons between the age group of 14-18 years for entry into higher education and work. The number of secondary and higher secondary schools has increased from 7,416 in 1950-51 to 1,68,900 in 2006-07. Total enrolment in secondary and higher secondary stage has increased correspondingly from 1.5 million in 1950-51 to 39.44 million in 2006-07. Gross Enrolment Ratio (GER), which shows total enrolment in secondary stage (9th-12th) as a percentage of total population in the relevant age-group has also increased steadily from 19.3 in 1990-91 to 40.62 in 2006-07. GER for Class IX-X (14-16 years) was 52.26 and for Class XI-XII (16-18 years) was 28.54 in 2006-07. Important Government initiatives for providing enhanced access to secondary education during the year were:

- A comprehensive Centrally-sponsored scheme called Rashtriya Madhyamik Shiksha Abhiyan was launched in 2008-09 with the objective to universalize access to and to improve quality of secondary education.
- Government of India has launched a Centrally-sponsored scheme called the National Meanscum-Merit Scholarship Scheme to award 1,00,000 scholarships each year, under which each student will be given Rs. 6,000 per annum (Rs. 500 per month) for study in Class IX to XII. To fund this scheme, a corpus of Rs. 750 crore has already been created with the State Bank of India in 2008-09 and a like amount would be added to this corpus fund every year over the next three years.
- First phase of a new Centrally-sponsored scheme to establish one high quality model school in each block of the country to serve as schools of excellence has been launched from 2008-09.

- A new Centrally-sponsored scheme to set up girls' hostels in about 3,500 educationally backward blocks has been launched in 2008-09. Under this scheme, priority will be given to girls belonging to SC/ST/OBC/minority communities.
- Setting up of 20 Navodaya Vidyalayas which are residential schools meant primarily for meritorious rural children in districts having a large concentration of Scheduled Castes and Scheduled Tribes has been sanctioned. Ten schools will be set up in districts having a large concentration of Scheduled Castes and the remaining 10 in districts having large concentration of Scheduled Tribes.

## Higher & technical education

10.32 There has been a significant growth in higher education during the academic year 2006-07. According to the University Grants Commission (UGC), enrolment in various courses at all levels in universities/colleges and other institutions of higher education in 2006-07 was 11.61 million as compared to 11.34 million in the previous year. Out of this, the number of women students were 4.70 million constituting 40.55 per cent. There has also been a significant expansion of Central institutions of higher education in recent years. Recent expansion of higher educational institutions includes the following:

- An ordinance has been promulgated under Article 123 of the Constitution for establishment of 15 Central Universities including the conversion of three State Universities into Central Universities – one in each such state which does not have a Central University, except Goa, which has not been included at the request of the State Government.
- Six new Indian Institutes of Technology (IITs), one each in Bihar, Andhra Pradesh, Rajasthan, Orissa, Gujarat and Punjab have been set up during 2008-09. Classes have also been started from the academic session 2008-09.

- One new Indian Institute of Management (IIM) namely the Rajiv Gandhi Indian Institute of Management (RGIIM) at Shillong in Meghalaya has started functioning from the academic session 2008-09.
- Two new Indian Institutes of Science Education & Research (IISERs) have been set up at Bhopal and Thiruvananthapuram which have started functioning with the academic session 2008-09.
- Two new Schools of Planning & Architecture (SPAs) have been set up in Bhopal in Madhya Pradesh and Vijayawada in Andhra Pradesh. Classes have been started from the academic session 2008-09 in temporary premises.
- One new Central university, namely Indira Gandhi National Tribal University at Amarkantak in Madhya Pradesh has started functioning.
- A new Scholarship Scheme has been started to cover top 2 per cent of the student population of Class XII (equally divided between boys and girls on the basis of Class XII results) by providing them with scholarship of Rs. 1,000 per month for 10 months in a year for the first three years of undergraduate level studies and Rs. 2,000 per month for 10 months in a year for subsequent 2 years.
- A "Submission on Polytechnics" has been launched, wherein it is proposed to (i) assist the establishment of 1,000 new polytechnics by the State Governments throughout the country, (ii) provide assistance to 500 existing polytechnics to augment the facilities, (iii) provide assistance for construction of women's hostels in 500 polytechnics and (iv) start a renewed Community Polytechnic Scheme in 1,000 polytechnics in order to promote community development by providing short-term skill and vocational training to rural community and unorganized sectors.
- Central Institute of Classical Tamil has been set up and it has started functioning during 2008-09.
- To encourage research, the amount of fellowships under Junior Research Fellowships has been enhanced by about 50 per cent. The GATE qualified M.Tech Fellowship has also been enhanced from Rs. 5,000 per month to Rs. 8,000 per month.
- AICTE has permitted evening shifts in the engineering college and polytechnics, subject to court directions in a few states.

### Reforms in education

10.33 Government policies have been focusing on providing quality education and upgrading skills. However, further reforms are needed in the education sector where both the Central and State Governments are involved (Box.10.2).

### HEALTH

10.34 There has been improvement in the quality of health care over the years, but much more needs to be done (Table 10.11). With a growing private sector, the public sector has focused on additional investments for enabling the existing health infrastructure to be more optimally utilized. Course corrections have also been sought to be made for architecturally correcting primary health care infrastructure, promoting tertiary care and addressing both communicable and non-communicable diseases with greater focus.

#### Box 10.2 : Educational reforms: Some issues

Education in India comes under the concurrent list and thus both the Central and State Governments are involved leading to multiple controls and regulations by the governments and statutory bodies. There is an urgent need for replacement of bureaucratic controls in education by professional regulators along with private-public partnership to ensure universal primary education. Competition in tertiary and secondary education is also equally essential. Rating the quality of educational institutions and all education service providers (private and public) may be helpful. Entry of registered societies (non-profit) and publicly listed (education) companies in all fields of education, subject to the regulatory framework which ensures quality and reasonable pricing may be encouraged. Government's higher education funds should be focused on promoting scientific and technical education and encouraging R&D in all subjects. Education societies acquiring land at concessional rates or other assistance from the government should pass on the benefits to the students. There is a mad rush for higher education at prestigious institutions like IITs and IIMs. A large number of private coaching institutions are thriving on this phenomenon. Parents are incurring huge expenditure on their children to get coaching from the tutorial colleges to compete for engineering or management entrance examination. At the same time, there is heavy pressure on children which may adversely affect their physical and mental development. There is a need to streamline the admission procedure to such institutions while at the same time ensuring that quality of student intake does not suffer. Intake should be based on entrance examination which tests the aptitude to grasp knowledge and not the knowledge itself. Besides, the number of institutions could be increased through entry of private players while ensuring that they are professionally regulated so that their curriculums/degrees are internationally accepted.

**Table 10.11 : India — Selected health indicators**

Sl. No.	Parameter	1981	1991	Current level
1.	Crude Birth Rate (CBR) (Per 1000 Population)	33.9	29.5	23.1 (2007)
2.	Crude Death Rate (CDR)(Per 1000 Population)	12.5	9.8	7.4 (2007)
3.	Total Fertility Rate (TFR)(Per women)	4.5	3.6	2.8 (2006)
4.	Maternal Mortality Rate (MMR) (Per 100,000 live births)	NA	NA	254 (2001-04)
5.	Infant Mortality Rate (IMR)(Per 1000 live births)	110	80	55 (2007)
6.	Child (0-4 years) Mortality Rate per 1000 children	41.2	26.5	17.0 (2006)
7.	Life Expectancy at Birth:	<b>(1981-85)</b>	<b>(1989-93)</b>	<b>(2002-06)</b>
	Male	55.4	59.0	62.6
	Female	55.7	59.7	64.2

Source : Office of Registrar General India.

NA : Not Available.

### National Rural Health Mission

10.35 NRHM was launched on April 12, 2005, to provide accessible, affordable and accountable quality health services to the poorest households in the remotest rural regions. Allocation has been increased to Rs. 12,070 crore in interim budget for 2009-10 compared to Rs. 12,050 crore in 2008-09.

10.36 NRHM is being operationalized throughout the country, with special focus on 18 states which includes 8 Empowered Action Group States (Bihar, Jharkhand, Madhya Pradesh, Chhattisgarh, Uttar Pradesh, Uttarakhand, Orissa and Rajasthan), 8 NE states, Himachal Pradesh and Jammu & Kashmir. The main aim of NRHM is to provide accessible, affordable, accountable, effective and reliable primary health care facilities, especially, to the poor and vulnerable sections of the population. It also aims at bridging the gap in rural health care services through the creation of a cadre of Accredited Social Health Activists (ASHA) and improved hospital care, decentralization of programme to district level to improve intra and inter-sectoral convergence and effective utilization of resources. NRHM further aims to provide overarching umbrella to the existing programmes of health and family welfare including RCH-II, malaria, blindness, iodine deficiency, filaria, kala-azar, tuberculosis, leprosy and for integrated disease surveillance. Further, it addresses the issue of health in the context of sector-wide approach towards sanitation and hygiene, nutrition and safe drinking water as basic determinants of good health in order to have greater convergence among the related social sector departments i.e. AYUSH, Women & Child Development, Sanitation, Elementary Education, Panchayati Raj and Rural Development. The mission further seeks to build

greater ownership of the programme among the community through involvement of Panchayati Raj Institutions, NGOs and other stakeholders at national, state, district and sub-district levels to achieve the goals of National Population Policy 2000 and National Health Policy. The expected outcomes of the mission include reduction of IMR to below 30/1000 live births, MMR to below 100/100,000 live births & TFR to 2.1 by 2012 (Box 10.3).

### Strengthening of primary health infrastructure & improving service delivery

10.37 There has been a steady increase in health care infrastructure available over the plan period as per the Bulletin on Rural Health Statistics in India 2007 as on March 2007 (Table 10.12). However, there is a shortage of 20,855 sub-centres (SCs), 4,833 primary health centres (PHCs) and 2,525 community health centres (CHCs) as per 2001 population norm. Further, almost 34 per cent of the existing health infrastructure is in rented buildings. Poor upkeep and maintenance, and high absenteeism of manpower in rural areas are the main problems in the health delivery system in public sector. NRHM seeks to strengthen the public health delivery system at all levels.

**Table 10.12 : Health care infrastructure**

	2008
SC/PHC/CHC*(March 2007)	1,71,687
Dispensaries and hospitals (all) (April 1, 2008)**	33,855
Nursing personnel (2008)**	15,72,363
Doctors (modern system) (2008)**	84,852

\* RHS : Rural Health Statistics in India 2007.

\*\* National Health Profile, 2008.

### Box 10.3 : Achievements of the National Rural Health Mission

- 6.49 lakh ASHAs and link workers have been selected up to December 2008 out of which 5.63 lakh have been given orientation training.
- 4.12 ASHAs have drug kits.
- In all the States, ASHAs/link workers have facilitated the households' links with the health facilities.
- 3,42,801 VH&SCs are already functional.
- Operationalization of 3.02 lakh joint bank accounts of ANM and Gram Pradhan at the level of subcentre & VH & SC for untied funds have been reported up to December 2008.
- ANMs are playing an important role in the organization of monthly Village Health and Nutrition Days (VHNDs) and nearly 116.8 lakh such days have been organized in the last three years.
- 33,719 ANMs have been appointed on contract so far and 25,743 sub-centres are reporting 2 ANMs.
- Operationalization of 23,100 Rogi Kalyan Samitis at various levels have been reported up to December 2008
- Strengthening of the PHCs for 24 x 7 services is a priority of the NRHM. Of the 22,370 PHCs in the country, only 1,263 of them were working 24 x 7 on March 31, 2005 (before the NRHM). The number of 24 x 7 PHCs today, as reported by the states is 7,212 signifying a big leap forward in getting patients to the government system.
- 5,622 PHCs have three nurses
- Over 159.92 lakh women have been brought under the Janani Suraksha Yojana for institutional deliveries in the last three years.
- So far, 8,645 other paramedics have been appointed on contract.
- 9,073 doctors, 1,875 specialists, 20,977 staff nurses have been appointed on contract in the states so far, reducing the human resource gaps in many institutions.
- 2,698 CHCs have completed their Facility Surveys and 700 their physical upgradation so far.
- Indian Public Health (IPH) Standards have been finalized and a first grant of Rs. 20 lakh was made available to all the district hospitals of the country to improve their basic services, given the increased patient load due to JSY and other programmes.
- State level societies have merged in 34 states/UTs and 554 districts so far.
- Project Management Units have been set up in 576 district and 3,474 blocks of 34 states.
- IPA Standards developed for eight different level of public institutions in health, provide a basis for all programmes in the health sector.
- Most states have completed the Facility Surveys up to CHCs.
- So far, 243 Mobile Medical Units are operational in the states.

### Janani Suraksha Yojana

10.38 The Janani Suraksha Yojana (JSY) is a 100 per cent Centrally-sponsored scheme and it integrates cash assistance with delivery and post-delivery care. The scheme was launched with focus on demand promotion for institutional deliveries in states and regions where these are low. It targeted lowering of MMR by ensuring that deliveries were conducted by the skilled birth attendants at every birth. The Yojana has identified ASHA, the accredited social health activist, as an effective link between the Government and the poor pregnant women in 10 low performing states. In other eligible States and UTs, wherever, AWW and TBAs or ASHA like activist has been engaged for this purpose, she can be associated with this Yojana for providing the services.

### Pradhan Mantri Swasthya Suraksha Yojana (PMSSY)

10.39 PMSSY was initially started in March 2006 with the objective of correcting regional imbalances

in the availability of affordable and reliable tertiary health care services and to also augment facilities for quality medical education in the country. PMSSY has two components in its first phase: (i) Setting up of six AIIMS-like institutions, and (ii) upgradation of 13 existing government medical college institutions. Construction of residential complexes at all sites of AIIMS-like institutions has started.

### National AIDS control programme

10.40 It was estimated that there were 2.31 million persons living with HIV/AIDS (PLHA) in India in 2007. While the prevalence of HIV in general population is estimated to be 0.34 per cent (Sentinel Surveillance 2007), it is much higher in high risk groups like female sex workers (FSW), men having sex with men (MSM) and injectable drug users (IDU). Migrants and truckers are also vulnerable to HIV/AIDS. About 87 per cent of HIV transmission is through sexual route. Mother to child transmission, intravenous transmission amongst IDU and unsafe blood

transfusion account for the remaining 13 per cent of the transmission. Based on Sentinel Surveillance, 156 districts have been identified as category A districts where prevalence of HIV amongst ANC attendees (proxy for general population) is greater than 1 per cent. In addition, 39 districts are category B districts where prevalence amongst high risk population is greater than 5 per cent. These districts are given high priority in the implementation of the programme. The National AIDS Control Programme Phase-III (NACP-III) is being implemented for the period 2007-12 with an investment of Rs. 11,585 crore. During the financial year 2008-09, out of a budgetary provision of Rs. 1,123 crore, Rs. 1,037 crore was spent. Major achievements during 2008-09 include scaling up targeted interventions for high risk groups to 1,271, counseling and HIV testing, 101 lakh persons of which 41.5 lakh were pregnant women and providing ARV treatment to more than 2.17 lakh patients. New strategies that were initiated during the year include setting up the District AIDS Prevention and Control Unit (DAPCU), scheme of link workers in rural areas of category A&B districts, collaboration with NRHM and other National Health Programmes, public-private partnership for treatment of sexually transmitted infections and setting up link ART centres to facilitate ARV drug dispensing. Red Ribbon express and media campaigns across the country to make public aware about prevention of HIV/AIDS are other initiatives.

10.41 In addition to strengthening the health delivery system under NRHM and related programmes, several other programmes in the area of health which are being implemented in the country have also been strengthened. These include the Universal Immunization Programme, National Vector Borne Disease Control Programme, etc.

### Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homoeopathy

10.42 Under AYUSH, there is a network of 3,360 hospitals and 21,769 dispensaries across the country. The health services provided by this network largely focused on primary health care. The sector has a marginal presence in secondary and tertiary health care. In the private and not-for-profit sector, there are several thousand AYUSH clinics and around 250 hospitals and nursing homes for in-patient care and specialized therapies like Panchkarma. The key interventions and strategies in the Eleventh Five Year Plan include training for AYUSH personnel, mainstreaming the system of AYUSH in National

Health Care Delivery System, strengthening regulatory mechanism for ensuring quality control, R&D and processing technology involving accredited laboratories in the Government and non-government sector apart from establishing centres of excellence.

### WOMEN AND CHILD DEVELOPMENT

10.43 The Integrated Child Development Services (ICDS) scheme was expanded twice in 2005-06 and 2006-07. To cover the hitherto uncovered habitations across the country towards universalization, a proposal for third phase of expansion of the ICDS scheme for 792 additional projects, 2.13 lakh additional Anganwadi Centres (AWCs) and 77,102 mini-AWCs and a proposal for 20,000 AWCs on demand has also been approved in October 2008 and administrative sanctions have been issued to all states/UTs. This would take the total number of Anganwadi Centres to 14 lakh across the country with special focus on coverage of SC/ST and minority population. The financial norms for supplementary nutrition have been revised from Rs. 2.06 to Rs. 4.21 per beneficiary. Honoraria has also been enhanced by Rs. 500 above the last honorarium drawn by anganwadi workers and by Rs. 250 of the last honorarium drawn by helpers of AWCs and workers of mini-AWCs. Alongside gradual expansion of the scheme, its budgetary allocation has increased from Rs. 10,391.75 crore in the Tenth Five Year Plan to Rs. 44,400 crore in the Eleventh Five Year Plan.

10.44 Two schemes are being implemented for the development of adolescent girls viz. Kishori Shakti Yojana (KSY) and Nutrition Programme for Adolescent Girls (NPAG). KSY is an intervention for adolescent girls and aims at addressing the needs of self-development, nutrition and health status, literacy and numerical skills, vocational skills of adolescent girls in the age group of 11-18 years. The scheme is currently operational in 6,118 ICDS projects. NPAG is being implemented in 51 identified districts across the country to provide free foodgrains at Rs. 6 a kilogram per beneficiary per month to undernourished adolescent girls (11-19 years) irrespective of financial status of the family to which they belong. Both the schemes are being implemented through the infrastructure of ICDS.

10.45 The Integrated Child Protection Scheme (ICPS) has been formulated for implementation during the Eleventh Five Year Plan period to provide a safe and secure environment for comprehensive development of children in the country who are in need of care and protection as well as children in

conflict with law. The Rajiv Gandhi National Creche Scheme for Children of Working Mothers provides services to the children of age group 0-6 years which includes supplementary nutrition, emergency medicines and contingencies. As of now, 31,718 creches have been sanctioned to the implementing agencies up to March 31, 2009. The number of beneficiaries is around 7,92,950.

10.46 The bias against the girl child is reflected in the fall in child sex ratio (0-6 years) which has declined drastically from 945 in 1991 to 927 per 1,000 males in 2001. Female foeticide is found more in the urban educated prosperous classes, and in the states of Punjab, Haryana and Gujarat with low sex ratios. Efforts are therefore being made to ensure the survival of the girl child and her right to be born, and nurture her so that she grows up to be an informed, secure and productive participating member of the community and society. A multi-dimensional strategy has been adopted with legislative, preventive, advocacy and programmatic inputs. Dhanalakshmi, a conditional cash transfer scheme for girl child with insurance cover, was launched as a pilot project in March 2008. The scheme is aimed at providing a set of staggered financial incentives for families to encourage them to retain the girl child and educate her. The scheme provides cash transfers to the family of girl child on fulfilling certain specific conditions such as birth and registration, immunization, enrolment and retention and remains unmarried at the age of 18 years. The scheme is being implemented in 11 blocks across seven states.

10.47 The Support to Training & Employment Programme for Women (STEP) scheme seeks to provide updated skills and new knowledge to poor and assetless women in 10 traditional sectors for enhancing their productivity and income generation. Twenty new projects have been sanctioned during 2008-09 benefitting 31,865 women. Presently, there are 876 hostels functioning throughout the country and during the year 2008-09, 11 new hostels which will benefit 933 women and girl students have been sanctioned under the scheme of Working Women Hostel. Till March 31, 2009, 287 Swadhar homes and 210 helplines were functional under the Swadhar Scheme. 69,803 SHGs have been formed against the target of 65,000 SHGs under Swayamsidha which was an integrated scheme of the Ministry for holistic empowerment of women through the formation of self-help groups (SHGs), awareness generation, economic empowerment and convergence of

various schemes. The scheme ended on March 31, 2009.

10.48 Priyadarshini Project is a Rural Women's Empowerment & Livelihood Programme of the Ministry of Women and Child Development and funded by International Fund for Agriculture Development, (IFAD) in the Mid-Gangetic Plains. The programme will be implemented as a pilot project in the district of Madhubani and Sitamarhi in Bihar and Shrivasti, Bahraich, Rai Bareilly and Sultanpur in Uttar Pradesh. Gender Budgeting Cells (GBCs) have been put up in 56 ministries and departments.

## SOCIAL WELFARE

10.49 The programmes for educational development, economic empowerment and social empowerment of socially disadvantaged groups and marginalized sections of the society are implemented through the close participation of State Governments, UT Administrations and non-governmental organizations (NGOs). Public-private partnership (PPP) approach is also one of the strategies for attaining the objectives of development of the targeted groups.

### Scheduled Castes

10.50 The Government is committed towards educational development of Scheduled Castes. A number of schemes are being implemented to encourage Scheduled Caste students for continuing their education from school level to higher education. During the year 2008-09, the physical target for providing scholarship under the scheme was 6,22,346 beneficiaries under the Scheme of Pre-Matric Scholarships to the children of those engaged in unclean occupation. An amount of Rs 59.27 crore was released to the State Governments/UT Administrations for providing scholarship to SC students during the year. The rates of scholarship, annual ad-hoc grant, pattern of funding and eligibility criteria has been revised with effect from April 1, 2008. The physical target for providing scholarship under the scheme was 35 lakh beneficiaries under the scheme of Post-Matric Scholarships. An amount of Rs. 645.49 crore was released to State Governments/UT Administrations for providing scholarships to SC students during the year. The earlier Centrally-sponsored scheme of hostels for SC boys and girls was revised and renamed as "Babu Jagjivan Ram Chhatravas Yojana" w.e.f. January 1, 2008. As a part of this revision, Central assistance for construction of girls' hostels was raised from 50

per cent to 100 per cent. During 2008-09, the physical target under the scheme was to construct 64 hostels for 4,938 girls and 45 hostels for 3,138 boys. An amount of Rs. 84.26 crore was released under the scheme during the year. An expenditure of Rs 87.94 crore has been made under Rajiv Gandhi National Fellowship for 1,333 students SC students for pursuing M.Phil and Ph.D. courses during 2008-09.

10.51 The scheme of top class education for SCs provides financial assistance for quality education to SC students up to graduation and post-graduation levels without any burden on the pupil or his/her family. SC students, who secure admission in the notified institutions, are awarded scholarships. During 2008-09, the physical target under the scheme was 383 beneficiaries. The expenditure incurred during the year was Rs.4.96 crore. The scheme of National Overseas Scholarships for Scheduled Caste candidates provides financial assistance to the finally selected candidates for pursuing higher studies abroad in specified fields of master level courses and Ph.D. in the field of engineering, technology and sciences. Thirty awards are given per year. During 2008-09, the expenditure incurred was Rs. 5 crore under the scheme.

10.52 Special Central Assistance is given to Scheduled Caste Sub-Plan, a major scheme for economic advancement of persons belonging to Scheduled Castes. During 2008-09, more than 3.61 lakh persons got benefited under the scheme. An amount of Rs. 601.6 crore was released during the year. National Scheduled Castes Finance and Development Corporation provides credit facilities to the beneficiaries who are living below double the poverty line. During 2008-09, an amount of Rs. 45 crore was released to the Corporation to enhance its equity to Rs. 145.33 crore. The Corporation provided loan to about 38,921 beneficiaries during the period. Under the National Safai Karamcharis Finance and Development Corporation (NSKFDC) schemes, there is no income criteria. During 2008-09, Rs. 30 crore was provided to enhance the equity of the corporation to Rs. 230 crore. Approximately, the corporation provided benefit to 23,432 beneficiaries during 2008-09. During 2008-09, Rs. 100 crore was released to NSKFDC under Self Employment Scheme for Rehabilitation of Manual Scavengers (SRMS) for organizing training of manual scavengers and helping to take up alternative occupations.

### Scheduled Tribes

10.53 For the welfare and development of STs, an outlay of Rs. 2,121 crore has been provided in the Annual Plan for 2008-09, which is 23.33 per cent higher than the outlay of Rs. 1,719.71 crore for the year 2007-08 (RE). The outlay of 2008-09 includes Rs. 900 crore provided as Special Central Assistance (SCA) to Tribal-Sub Plan (TSP) which includes Rs. 150 crore for development of forest villages. Special Central Assistance (SCA) to TSP is a 100 per cent grant extended to states as an additional funding to undertake a number of developmental schemes on family-oriented income-generating schemes, creation of incidental infrastructure, extending financial assistance to SHGs for community-based activities, and development of forest villages. Grant-in-aid under Article 275(1) of the Indian Constitution is also being provided to the states with an objective to promote the welfare of STs and improve administration in the states to bring them at par with the rest of the states, and to take up such special welfare and development programmes which are otherwise not included in the plan programmes. Under the scheme of Post-Matric Scholarships (PMS), all eligible ST students are provided with financial assistance towards reimbursement of fees to pursue their education at the post-matric level including professional and graduate and post-graduate courses in recognized institutions. A new Central Sector Scholarship Scheme of Top Class Education for ST students was launched during the year 2007-08 with the objective of encouraging meritorious ST students to pursue studies at degree and post-degree level in any of the 127 identified institutes. The family income of the ST students from all the sources shall not exceed Rs. 2.00 lakh per annum.

10.54 Economic empowerment of STs continued through extension of financial support through National Scheduled Tribes Finance and Development Corporation (NSTFDC). Financial support is being extended to ST beneficiaries/ entrepreneurs in the form of term loans and micro credit at concessional rate of interest for income generating activities. Tribal Cooperative Marketing Development Federation of India Limited (TRIFED) is engaged in marketing development of tribal products and their retail marketing through its sales outlets. The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act was notified for operation with effect from December 31, 2007. The responsibility for implementing the Act vests with the State/UT Governments. As per information

collected from states till March 31, 2009, more than 20.50 lakh claims have been filed. More than 1.52 lakh titles have been distributed and another 1.93 lakh are ready for distribution. Most of the states hope to complete the process in 2009. There is great emphasis on the education of ST girls, especially in the low literacy areas. During 2008-09, funds were released for 126 educational complexes benefiting 26,272 ST girls under the revised scheme of Strengthening Education among ST Girls in Low Literacy Districts.

### Minorities

10.55 Five communities — Muslims, Christians, Sikhs, Buddhists and Parsis — were notified by the Government as minority communities under Section 2(c) of the National Commission for Minorities Act, 1992. As per the 2001 Census, the minority communities constitute 18.42 per cent of the total population. For the development of minorities, the plan outlay was doubled to Rs. 1,000 crore in 2008-09. Three scholarship schemes have been launched exclusively for the minorities with a total provision of Rs. 305 crore in 2008-09. A multi-sectoral development programme to address the 'development deficits', especially in education, skill development, employment sanitation, housing, drinking water, etc., in minority concentration districts (MCDs) has been launched from 2008-09 with a provision of Rs. 540 crore. The corpus of the Maulana Azad Education Foundation (MAEF) has been enhanced from Rs. 100 crore in 2005-06 to Rs. 310 crore in 2008-09 for expanding its activities for implementation of educational schemes for educationally backward minorities. The authorized share capital of the National Minorities Development and Finance Corporation (NMDFC) has been raised from Rs. 650 crore in 2006-07 to Rs. 850 crore in 2008-09 for expanding its loan and micro-finance operations to promote self-employment and other economic ventures among backward sections of the minority communities.

### Other Backward Classes

10.56 The Central Government provides assistance to State Governments/UT Administrations for educational development of Other Backward Classes. During 2008-09, under Pre-Matric Scholarships for OBCs, it was proposed to provide scholarship to 9 lakh OBC students. An amount of Rs. 32.17 crore was released to State Governments and UT Administrations during the year. Under the Post-Matric Scholarships for OBCs, it was proposed to provide scholarship to 10 lakh OBC students. An

amount of Rs. 179.69 crore was released to the State Governments/ UT Administrations during the year. In order to provide hostel facilities to OBC students studying in middle/higher secondary schools, colleges and universities for enabling them to pursue higher studies, during 2008-09, an amount of Rs. 34.55 crore was released for construction of 117 hostels with 8,315 seats. The National Backward Classes Finance and Development Corporation extends credit facilities to persons living below double the poverty line for undertaking various income generating activities which include agricultural and allied activities, artisan and traditional occupations, technical trades, self-employment, small scale and tiny industry, small business, transport services, etc. During 2008-09, Rs. 36 crore was provided as equity support to the Corporation enhancing its equity to Rs. 527.35 crore. During the year, the corporation had assisted about 1,22,273 persons.

### Persons with disabilities

10.57 The programmes are implemented through national and apex institutes dealing with various categories of disabilities. These institutes conduct short-term and long-term courses for various categories of personnel for providing rehabilitation services to those needing them. With active support of State Governments, District Disability Rehabilitation Centres (DDRCs) are being set up to provide rehabilitation services to persons with disabilities. Centres are being set up in unreached and unserved districts of the country in a phased manner. Sanction for 199 centres has been obtained out of which 171 are functional. These centres provide services like prevention and early detection, referral for medical intervention and surgical correction, fitment of artificial aids and appliances, provision of training for acquisition of skills through vocational training, job placement in local industries, etc., at district headquarters as well as through camp approach.

10.58 Under the scheme of Assistance to the Disabled for Purchase/Fitting of Aids and Appliances (ADIP), the main objective is to provide grant-in-aid to the various implementing agencies (NGOs/NIs/ District Disability Rehabilitation Centres/ ALIMCO/ State Handicapped Development Corporations/ other local bodies) to assist the needy disabled persons in procuring durable, sophisticated and scientifically manufactured, modern, standard aids and appliances that can promote their physical, social and psychological rehabilitation, by reducing the effects of disabilities and enhance their economic potential.

The scheme also envisages conduct of corrective surgeries, whenever required, before providing an assistive device. From the year 2007-08, a new approach for district-wise allocation of funds to organize disability camps for distribution of aids and appliances has been adopted to ensure coverage throughout the country. Approximately 2 lakh persons with disabilities are provided assistive devices under the scheme every year. During 2008-09, an amount of Rs. 60.22 crore was released to NGOs under the scheme for providing assistive devices to persons with disabilities. Rs. 64.66 crore has been released during 2008-09 under the Deendayal Disabled Rehabilitation Scheme to voluntary organizations for running special schools for children with hearing, visual and mental disability, rehabilitation centres for persons with various disabilities including leprosy cured persons, manpower development in the field of mental retardation and cerebral palsy and establishment. The Incentives to Employers in the Private Sector for Providing Employment to Persons with Disabilities scheme was launched on April 1, 2008. Under the scheme, the Government will have to make payment of employer's contribution to the Employees Provident Fund and Employees State Insurance Corporation for the first three years as an incentive for every employee with disabilities appointed on or after April 1, 2008, with monthly emoluments up to Rs. 25,000..

10.59 The National Handicapped Finance and Development Corporation provides credit facilities to persons with disability for their economic empowerment. The corporation provides loans at concessional rates of interest to about 5,000 persons with disabilities annually. During 2008-09, an amount of Rs. 18 crore was released to the corporation augmenting its equity to Rs. 418 crore.

## SOCIAL SECURITY AND RELATED PROGRAMMES

### Recent measures for social protection

10.60 Some of the recent measures for providing social protection are given below :

- *Aam Admi Bima Yojana (AABY)*: Under AABY, a scheme launched on October 2, 2007, insurance to the head of the family of rural landless households in the country will be provided against natural death as well as accidental death and partial/permanent disability. Up to December 31, 2008 the scheme has covered 60.32 lakh lives.
- *Rashtriya Swasthya Bima Yojana*: The scheme was launched on October 1, 2007, under which all workers in the unorganized sector belonging to

Below Poverty Line (BPL) category and their families will be covered for health care. Till May 6, 2009, 22 states and Union Territories have initiated the process to implement the scheme. Out of these 22 states and Union Territories, 17 states have started issuing smart cards and more than 41.8 lakh cards have been issued in these states taking the health insurance cover to more than 2.09 crore persons. Nagaland is the first state in the North-eastern region to issue smart cards. Remaining states except Arunachal Pradesh, Madhya Pradesh and Andhra Pradesh are also in the process of implementation of the scheme.

- *The Unorganized Workers' Social Security Act, 2008*. The salient features of the Act are as under:

- Section (2) provides for the definitions, including those relating to unorganized worker, self-employed and wage worker.
- Section 3(1) provides for formulation of schemes by the Central Government for different sections of unorganized workers on matters relating to (a) life and disability cover; (b) health and maternity benefits; (c) old age protection (d) any other benefit as may be determined by the Central Government.
- Section 3(4) provides formulation of schemes relating to provident fund, employment injury benefits, housing, educational schemes for children, skill upgradation, funeral assistance and old-age homes by the State Governments.
- Section 4 relates to funding of the schemes formulated by the Central Government.
- Section 5 envisages constitution of National Social Security Board under the chairmanship of the Union Minister for Labour & Employment with Member Secretary and 34 nominated members representing Members of Parliament, unorganized workers, employers of unorganized workers, civil society, Central Ministries and the State Governments with provision for adequate representation to persons belonging to the Scheduled Castes, the Scheduled Tribes, the minorities and women. The functions of the National Board, inter alia, include: to recommend to the Central Government suitable schemes for different sections of unorganized workers; monitor the implementation of schemes and advise the Central Government on matters arising out of the administration of the Act.
- Section 6 has provision for constitution of similar Boards at the State level.
- Section 7 relates to funding pattern of the schemes formulated by the State Governments.
- Section 8 prescribes record keeping functions by the district administration. For this purpose, the State Government may direct (a) the district panchayat in rural areas; and (b) the urban

local bodies in urban areas to perform such functions.

- Section 9 provides for setting up of constitution of Workers' Facilitation Centre to (i) disseminate information on social security schemes available to them, and (ii) facilitate the workers to obtain registration from district administration and enrolment of unorganized workers.
- The Unorganised Workers' Social Security Rules, 2009 under the Act have been framed.

### Social defence sector

10.61 In order to fulfill the commitments of the National Policy on Older Persons for providing health, shelter, recreation, protection of life, etc., for the aged, emphasis is being placed on expanding the ongoing programmes of old-age homes, day-care centres and mobile medical units being implemented under the scheme of Integrated Programme for Older Persons'. During the year 2008-09, Rs. 17.72 crore was released under this scheme to support 304 NGOs for running 258 old-age homes, 148 day-care centres and 31 mobile medical units. Approximately 45,000 beneficiaries are covered every year. The Maintenance and Welfare of Parents and Senior Citizens Act, 2007 was enacted in order to ensure need-based maintenance for all the parents and welfare measures for senior citizens. The Act has been notified by 21 states and 6 Union Territories so far. Section 19 of this Act enjoins upon State Governments to establish at least one old-age home for 150 indigent senior citizens per district.

10.62 Keeping in view the changes in the present drug abuse scenario all over the world, the Scheme for Prevention of Alcoholism and Substance (Drugs) Abuse has been extensively revised and merged with the Scheme of Assistance to Voluntary Organisations for General grant-in-aid in the field of social defence. The new scheme named as "Central Sector Scheme of Assistance for Prevention of Alcoholism and Substance (Drugs) Abuse and for Social Defence Services" has come into effect from October 1, 2008. One of the salient features of the scheme is introduction of provision of food in the Integrated Rehabilitation Centres for Addicts to persons below poverty line. Honorarium to service providers has also been improved. The scheme provides benefit to about 1.2 lakh persons annually. During 2008-09, an amount of Rs. 20.90 crore was released to 287 drug-deaddiction centres and 3 counseling centres are being run by NGOs. For effective implementation of the social defence

programmes, personnel engaged in delivery of services in this area are being trained under various training programmes being organized by the National Institute of Social Defence. During 2008-09, an amount of Rs. 6 crore was released to the institute for carrying out its various activities.

## CLIMATE CHANGE

### Status of climate change negotiations and action taken

10.63 While the developing countries like India have contributed the least to climate change (Table 10.13), they are most vulnerable to its adverse impacts. The Bali Action Plan (BAP) was adopted by the 13th Conference of Parties (COP) to United Nations Framework Convention on Climate Change (UNFCCC) held at Bali in December 2007 with a view to enhance long-term cooperation for reducing greenhouse gas emissions (mitigation), and increasing the capacity to meet the impacts/consequences of climate change (adaptation). These objectives are to be supported by sufficient financial resources (finance) and technology transfers (technology) from developed to developing countries. The mandate of the 15th Conference of Parties in Copenhagen is to agree on specific outcomes that will enhance the implementation of the convention. At the end of G-20 Summit at London, the world leaders confirmed their commitment to address the threat of irreversible climate change, based on the principle of common but differentiated responsibilities, and to reach agreement at the UN Climate Change Conference in Copenhagen in December 2009.

**Table 10.13 : A comparison of India's per capita GHG emissions with some other countries**

Country	per capita CO <sub>2</sub> emissions (tonnes)
USA	20.01
EU	9.40
Japan	9.87
China	3.60
Russia	11.71
India	1.02
World Average	4.25

Source: National Action Plan on Climate Change, GOI

10.64 Over the last many years of economic development, India had major programmes addressing climate variability concerns. Current Government expenditure in India on adaptation to

climate variability exceeds 2.6 per cent of the GDP, with agriculture, water resources, health and sanitation, forests, coastal-zone infrastructure and extreme events, being specific areas of concern. As a part of its international obligations under the UNFCCC, India prepares periodically the National Communication (NATCOM) that gives an inventory of the greenhouse gases (GHG) emissions in India, and assesses the vulnerability and impacts and makes appropriate recommendations regarding social, economic and technological measures for addressing climate change. First NATCOM was presented in 2004. The Government is engaged in preparing NATCOM II, which will be presented to the UNFCCC in 2011. Preparation of NATCOM II is an exercise based on an extensive network of research and scientific institutions in India and draws upon expertise and excellence from different institutions. The Government of India had also set up an expert committee to study the impact of climate change on various sectors on May 7, 2007. The committee has studied the impact of anthropogenic climate change on India and has come out with its first set of findings and the research agenda that the ministries need to follow and implement in order to address India's vulnerability to anthropogenic climate change impacts.

10.65 The Prime Minister's Council on Climate Change was set up in June 2007 with the objective of ensuring effective coordination and implementation of all national action plans. India released its National Action Plan on Climate Change (NAPCC) on June 30, 2008, to outline its strategy to meet the challenge of climate change. The National Action Plan advocates a strategy that promotes, firstly, the adaptation to climate change and secondly, further enhancement of the ecological sustainability of India's development path. The Action Plan identifies measures that promote the objectives of sustainable development of India while also yielding co-benefits for addressing climate change. Eight national missions, which form the core of the National Action Plan, represent multi-pronged, long-term and integrated strategies for achieving key goals in the context of climate change. The focus is on promoting the understanding of climate change, adaptation and mitigation, energy efficiency and natural resource conservation.

10.66 India holds that the planetary atmospheric space is a common resource of humanity and each citizen of the globe has an equal entitlement to that

space. Furthermore, in tackling the challenge of climate change, both production and consumption patterns need to be addressed, with a willingness to address lifestyle issues. Technology forms a critical component of actions aimed at responding to climate change. Availability and/or dissemination of existing climate-friendly technologies and goods to developing countries as public goods and at affordable costs is essential to enhance the actions of developing countries to pursue sustainable development policies. The collaborative R&D effort has to be promoted, with multilateral financial support under the UNFCCC in order to facilitate rapid and widespread dissemination, absorption and application of climate-friendly technologies. A Copenhagen package incorporating this component, with an accompanying multilateral financing package, would be an outcome necessary to address climate change in a manner consistent with goals of sustainable development.

## CHALLENGES AND OUTLOOK

10.67 The Government in recent years has launched several ambitious programmes in furtherance of its strategy of inclusive growth. Many of these programmes are aimed at rural areas and population, for example Bharat Nirman for building the essential rural infrastructure in order to provide basic services to the rural people and raise their quality of life. At the same time, schemes like Jawaharlal Nehru Urban Renewal Mission have sought to secure similar services for the urban poor. Besides, schemes like the National Rural Employment Guarantee Scheme have ensured that rural poor can demand employment as a matter of right and enable them with sufficient purchasing power for their basic requirements, especially food.

10.68 While some innovative steps taken in the implementation of these programmes have brought in some transparency, much more needs to be done in this direction. More emphasis is required on better governance and improved service delivery so that the targeted groups of people are actually benefitted from the schemes implemented by the Centre and states. There is also a need to involve local communities and Panchayati Raj Institutions to the maximum possible extent so that local people have a stake in planning for their welfare and upliftment. This will also help in preventing leakages as well as wastages in the form of implementation of schemes with overlapping objectives and beneficiaries.