Human Development

13
CHAPTER

The principal objective of development planning is human development and the attainment of higher standard of living for the people. This requires a more equitable distribution of development benefits and opportunities, better living environment and empowerment of the poor and marginalised. There is special need to empower women who can act as catalysts for change. In making the development process inclusive, the challenge is to formulate policies and programmes to bridge regional, social and economic disparities in as effective and sustainable a manner as possible. The Eleventh Five Year Plan sought to address this challenge by providing a comprehensive strategy for inclusive development, building on the growing economic strength of the economy in the past decades. This strategy has to be continued and consolidated further in the Twelfth Five Year Plan. The Approach Paper to the Twelfth Five Year Plan (2012-17) rightly stresses the need for more infrastructural investment with the aim of fostering a faster, sustainable and more inclusive growth.

13.2 India is passing through a phase of unprecedented demographic changes. These demographic changes are likely to contribute to a substantially increased labour force in the country. The Census projection report shows that the proportion of working age population between 15 and 59 years is likely to increase from approximately 58 per cent in 2001 to more than 64 per cent by 2021. In absolute numbers, there will be approximately 63.5 million new entrants to the working age group between 2011 and 2016. Further, it is important to note that the bulk of this increase is likely to take place in the relatively younger age group of 20-35 years. Such a trend would make India one of the youngest nations in the world. In 2020, the average Indian will be only 29 years old. Comparable figures for China and the US are 37, 45 for West Europe, and 48 for Japan. This 'demographic dividend' provides India great opportunities, but it also poses a great challenge. It will benefit India only if our population is healthy, educated, and appropriately skilled. Therefore, greater focus on human and inclusive development is necessary to best utilize the demographic dividend. This chapter focuses on 'inclusive development' in India and uses both international as well as inter-state comparisons to shed light on the subject. Apart from highlighting the international position of India vis-à-vis other emerging market economies and similarly placed countries in terms of the human development index (HDI), an attempt has been made to examine the interrelations between different parameters of the HDI. From the domestic angle, the chapter focuses on trends in social-sector spending both at central and state levels. It looks at social-sector policies implemented by the government, particularly poverty alleviation and employment generation, health, education, rural infrastructure, development of the weaker sections of society, women and child development, and social security.

Human and Gender Development

13.3 The Human Development Report (HDR) published by the United Nations Development Programme (UNDP) estimates the HDI in terms of three basic capabilities: to live a long and healthy

Table 13.1 : Trends in the Human Development Index (HDI) 1980-2011

HDI rank	Country	1980	1990	2000	2005	2009	2010	2011	Average annual HDI Growth Rate (percent) 1980-2011	1990-2011	2000-2011
1	Norway	0.796	0.844	0.913	0.938	0.941	0.941	0.943	0.55	0.53	0.29
2	Australia	0.850	0.873	0.906	0.918	0.926	0.927	0.929	0.29	0.30	0.23
39	Poland	-	-	0.770	0.791	0.807	0.811	0.813	-	-	0.50
61	Malaysia	0.559	0.631	0.705	0.738	0.752	0.758	0.761	1.00	0.90	0.69
66	Russian Fed.	-	-	0.691	0.725	0.747	0.751	0.755	-	-	0.81
84	Brazil	0.549	0.600	0.665	0.692	0.708	0.715	0.718	0.87	0.86	0.69
92	Turkey	0.463	0.558	0.634	0.671	0.690	0.696	0.699	1.34	1.08	0.90
101	China	0.404	0.490	0.588	0.633	0.674	0.682	0.687	1.73	1.62	1.43
97	Sri Lanka	0.539	0.583	0.633	0.662	0.680	0.686	0.691	0.80	0.81	0.80
103	Thailand	0.486	0.566	0.626	0.656	0.673	0.680	0.682	1.10	0.89	0.78
112	Philippines	0.550	0.571	0.602	0.622	0.636	0.641	0.644	0.51	0.58	0.62
113	Egypt	0.406	0.497	0.585	0.611	0.638	0.644	0.644	1.50	1.24	0.88
124	Indonesia	0.423	0.481	0.543	0.572	0.607	0.613	0.617	1.23	1.19	1.17
123	South Africa	0.564	0.615	0.616	0.599	0.610	0.615	0.619	0.30	0.03	0.05
128	Vietnam	-	0.435	0.528	0.561	0.584	0.590	0.593	-	1.50	1.06
134	**India**	**0.344**	**0.410**	**0.461**	**0.504**	**0.535**	**0.542**	**0.547**	**1.51**	**1.38**	**1.56**
145	Pakistan	0.359	0.399	0.436	0.48	0.499	0.503	0.504	1.10	1.12	1.33
143	Kenya	0.420	0.456	0.443	0.467	0.499	0.505	0.509	0.62	0.52	1.27
146	Bangladesh	0.303	0.352	0.422	0.462	0.491	0.496	0.500	1.63	1.69	1.55
	World	**0.558**	**0.594**	**0.634**	**0.66**	**0.676**	**0.679**	**0.682**	**0.65**	**0.66**	**0.66**

***Source* : HDR 2011.**

life, to be educated and knowledgeable, and to enjoy a decent economic standard of living. According to HDR 2011, the HDI for India was 0.547 in 2011 with an overall global ranking of 134(out of the 187 countries) compared to 119 (out of 169 countries) as per HDR 2010. However, a comparable analysis of the trends during 1980-2011 (Table13.1) shows that although lower in HDI ranking, India has performed better than most (including high and very high human development) countries in terms of average annual HDI growth rate. India is behind only China and Bangladesh in this regard. If average annual HDI growth of 2000-11 is viewed, India (1.56 per cent) is even ahead of China (1.43 per cent) (Table13.1). While China performed very well in terms of growth of HDI in the 1980s, there was a deceleration in the 1990s and 2000s. On the other hand India, which seems to have faltered in the 1990s, has picked up again with its growth rates during 2000-11 surpassing even those of the 1980s.

13.4 However, there should be no room for complacency as India is still in the medium human development category with countries like China, Sri Lanka, Thailand, Philippines, Egypt, Indonesia, South Africa, and even Vietnam having better overall HDI ranking within the same category. The existing gap in health and education indicators as compared to developed countries and also many of the developing countries indicates the need for much faster and wider spread of basic health and education. Life expectancy at birth in India was 65.4 years in 2011 as against 81.1 years in Norway, 81.9 years in Australia, 74.9 years in Sri Lanka, 73.5 years in China, and the global average of 69.8 years. However, it has increased by one percentage points from 64.4 in 2010 to 65.4 in 2011. The other countries referred to are almost stagnant during this period. Similarly, the performance of India in terms of mean years of schooling is not only much below that of countries like Sri Lanka, China, and Egypt which have higher per capita incomes but also below that of Pakistan, Bangladesh, and Vietnam which have lower per capita incomes. It is also much lower than the global average (Table 13.2). The National Human Development Report (NHDR) 2011 of the Institute of Applied Manpower Research and Planning Commission states that India's HDI between 1999-2000 and 2007-8 has increased by 21 per cent, with an improvement of over 28 per cent in education being the main driver. The increase in HDI in the poorest states of India has been much sharper than

Table 13.2 : India's Global Position in Human Development 2011

Country	HDI 2011	HDI rank 2011	Gross national income (GNI) per capita (constant 2005 PPP $) 2011	Life expectancy at birth (years) 2011	Mean years of schooling (years) 2011 a	Expected years of schooling (years) 2011 a
Norway	0.943	1	47,557	81.1	12.6	17.3
Australia	0.929	2	34,431	81.9	12.0	18
Poland	0.813	39	17,451	76.1	10.0	15.3
Malaysia	0.761	61	13,685	74.2	9.5	12.6
Russian Fed.	0.755	66	14,561	68.8	9.8	14.1
Brazil	0.718	84	10,162	73.5	7.2	13.8
Turkey	0.699	92	12,246	74.0	6.5	11.8
China	0.687	101	7476	73.5	7.5	11.6
Sri Lanka	0.691	97	4943	74.9	8.2	12.7
Thailand	0.682	103	7694	74.1	6.6	12.3
Philippines	0.644	112	3478	68.7	8.9	11.9
Egypt	0.644	113	5269	73.2	6.4	11.0
Indonesia	0.617	124	3716	69.4	5.8	13.2
South Africa	0.619	123	9469	52.8	8.5	13.1
Vietnam	0.593	128	2805	75.2	5.5	10.4
India	**0.547**	**134**	**3468**	**65.4**	**4.4**	**10.3**
Pakistan	0.504	145	2550	65.4	4.9	6.9
Kenya	0.509	143	1492	57.1	7.0	11.0
Bangladesh	0.5	146	1529	68.9	4.8	8.1
World	**0.682**		**10,082**	**69.8**	**7.4**	**11.3**

Source **: HDR 2011.**
Notes **: a - Data refer to 2011 or the most recent year available; PPP is purchasing power parity.**

the national average and hence the convergence in HDI across states (see also para. 13.19 and Table 13.10).

13.5 In terms of the gender inequality index (GII), India with a value of 0.617 ranks 129 out of a total of 187 countries as per HDR 2011. The GII captures the loss in achievement due to gender disparities in the areas of reproductive health, empowerment, and labour force participation with values ranging from 0 (perfect equality) to 1 (total inequality). The GII value of 0.617 indicates a higher degree of gender discrimination in India compared to countries like China (0.209), Pakistan (0.573), Bangladesh (0.550), Bhutan (0.495), and Sri Lanka (0.419). It is even higher than the global average 0.492.

Inclusive Development

13.6 This section and the one that follows examine the major dimensions of inclusive development like poverty alleviation, employment generation, health, education, and social welfare besides reviewing the progress of important government programmes in these sectors.

13.7 Inclusive development can be viewed in terms of progress in social and financial inclusion. A large part of the population, particularly segments like landless agricultural labourers, marginal farmers, scheduled castes (SCs), scheduled tribes (STs), and other backward classes (OBCs), continue to suffer social and financial exclusion. Accordingly, the government's policies are directed towards economic

Table 13.3 : Central Government Expenditure (Plan and non-Plan) on Social Services and Development

(as per cent of total expenditure)

ITEM	2006-07 Actual	2007-08 Actual	2008-09 Actual	2009-10 RE	2010-11 RE	2011-12 BE
1. Social Service						
a. Education, Sports, Youth Affairs	4.28	4.02	4.27	4.15	4.24	4.63
b. Health & Family Welfare	1.87	2.05	2.09	2.00	1.83	2.15
c. Water Supply, Housing, etc.	1.72	2.02	2.54	2.39	2.13	2.10
d. Information & Broadcasting	0.25	0.22	0.23	0.20	0.21	0.20
e. Welfare of SCs/STs and OBCs	0.34	0.36	0.41	0.43	0.57	0.67
f. Labour & Employment	0.32	0.27	0.28	0.22	0.24	0.24
g. Social Welfare & Nutrition	0.85	0.82	1.15	0.87	0.90	1.02
h. North-Eastern Areas	0.00	0.00	0.00	0.02	1.68	1.86
i. Other Social Services	-0.17	1.29	1.55	1.67	1.56	0.32
Total	**9.47**	**11.06**	**12.52**	**11.94**	**13.36**	**13.20**
2. Rural Development	2.84	2.80	4.56	3.77	3.79	3.68
3. Pradhan Mantri Gram Sadak Yojana(PMGSY)	1.08	0.91	0.88	1.11	1.81	1.59
4. Social Services, Rural Dev. and PMGSY	**13.38**	**14.77**	**17.95**	**16.82**	**18.96**	**18.47**
5. Total Central Government Expenditure	100	100	100	100	100	100

Source **: Budget Documents.**

Note **: PMGSY-Pradhan Mantri Gram Sadak Yojana; RE-Revised Estimates; BE is Budget Estimates.**

Table 13.4 : Trends in Social Services Expenditure by General Government (Central and State Governments combined)

(₹ crore)

Items	2006-07	2007-08	2008-09	2009-10	2010-11 RE	2011-12 BE
Total expenditure	1,109,174	1,316,246	1,599,533	1,852,296	2,256,369	2,403,348
Expenditure on social services	239,340	294,584	380,628	446,382	562,970	600,516
Of which: i) Education	116,933	127,547	161,360	197,070	249,343	276,866
ii) Health	53,557	60,869	73,898	88,050	103,742	115,426
iii) Others	68,850	106,168	145,370	161,262	209,885	208,224
As per cent of GDP						
Total expenditure	25.83	26.39	28.41	28.69	29.40	26.97
Expenditure on social services	5.57	5.91	6.76	6.91	7.34	6.74
Of which: i) Education	2.72	2.56	2.87	3.05	3.25	3.11
ii) Health	1.25	1.22	1.31	1.36	1.35	1.30
iii) Others	1.60	2.13	2.58	2.50	2.73	2.34
As per cent of total expenditure						
Expenditure on social services	21.6	22.4	23.8	24.1	25.0	25.0
Of which: i) Education	10.5	9.7	10.1	10.6	11.1	11.5
ii) Health	4.8	4.6	4.6	4.8	4.6	4.8
iii) Others	6.2	8.1	9.1	8.7	9.3	8.7
As per cent of social services expenditure						
i) Education	48.9	43.3	42.4	44.1	44.3	46.1
ii) Health	22.4	20.7	19.4	19.7	18.4	19.2
iii) Others	28.8	36.0	38.2	36.1	37.3	34.7

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

and social upliftment of these segments so as to enable everyone to reap the benefits of growth and bring marginalized sections of the society into the mainstream. This is also reflected in social-sector expenditure by the government.

Trends in India's social-sector expenditures

13.8 Central government expenditure on social services and rural development (Plan and non-Plan) has consistently gone up over the years (Table 13.3). It has increased from 13.38 per cent in 2006-7 to 18.47 per cent in 2011-12. 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 states through centrally sponsored schemes.

13.9 Expenditure on social services (which include education, sports, art and culture, medical and public health, family welfare, water supply and sanitation, housing, urban development, welfare of SCs, STs and OBCs, labour and labour welfare, social security, nutrition, and relief for natural calamities,) by the general government (centre and states combined) has also shown increase in recent years (Table 13.4) reflecting the higher priority given to this sector. Expenditure on social services as a proportion of total expenditure increased from 21.6 per cent in 2006-7 to 24.1 per cent in 2009-10 and further to 25 per cent in 2011-12 (BE). As a proportion of the gross domestic product (GDP), its share increased from 5.57 per cent in 2006-7 to 6.76 per cent, 6.91 per cent, and 7.34 per cent in 2008-09, 2009-10, and 2010-11 respectively, helping India face the global crisis without much adverse impact on the social sector. In 2011-12 it is expected to be 6.74 per cent as per the BE. While expenditure on education as a proportion of GDP has increased from 2.72 per cent in 2006-7 to 3.11 per cent in 2011-12 (BE), that on health has increased from 1.25 per cent in 2006-7 to 1.30 per cent in 2011-12 (BE). Of total social services expenditure, that on 'Others' has fallen in 2011-12 (BE).

13.10 Given the geo-economic conditions coupled with its strategic location, ethnic conflicts, and insurgency, the north eastern region has always been an area of focus in the development planning of the country. Therefore, region-specific intervention strategy for the socio-economic upliftment of this region has been in operation. While in terms of HDI parameters, the north-eastern states barring Assam are doing better compared to many other states of India, they are still lagging behind in terms of financial inclusion. Besides, lower growth rates, low population density, and lack of infrastructure development have affected the development process in the north-eastern region. Social inclusion in the north-east is closely linked to financial inclusion and corrective steps are needed in this direction (Box 13.1). The Eleventh Five Year Plan, therefore, aimed at faster and more inclusive growth by restructuring policies especially for this region.

Poverty

13.11 The Planning Commission, the nodal agency for estimating the number and proportion of people living below the poverty line at national and state levels, separately for rural and urban areas, makes poverty estimates based on a large sample survey of household consumption expenditure carried out by the National Sample Survey Office (NSSO) approximately every five years. The methodology for estimation of poverty has been reviewed from time to time. The Planning Commission constituted an Expert Group under the Chairmanship of Professor Suresh D. Tendulkar in December 2005, which submitted its report in December 2009. The recomputed poverty estimates for the years 1993-4 and 2004-5 as recommended by the Tendulkar Committee have been accepted by the Planning Commission. As per the Tendulkar Committee Report, the national poverty line at 2004-5 prices was a monthly per capita consumption expenditure of ₹ 446.68 in rural and ₹ 578.80 in urban areas in 2004-5. The above poverty lines which refer to the national average, vary from state to state because of price differentials. The Tendulkar Committee has mentioned in its report that the proposed poverty lines have been validated by checking the adequacy of actual private expenditure per capita near the poverty lines on food, education, and health by comparing them with normative expenditures consistent with nutritional, educational, and health outcomes. In order to have a two-point comparison of changes in head-count ratio, the Expert Group has re-estimated poverty for 1993-4. The head-count ratios for 1993-4 and 2004-5 as released earlier by

Box : 13.1 Financial Inclusion in North Eastern States

The North Eastern Region (NER) covers 8 per cent of the geographical area of the country, accounting for 3.9 percent of the population and 2.7 per cent of the all-India net domestic product (NDP). The gains of the rapid growth witnessed in the Indian Economy during the last two decades have not reached this region in an equitable manner. In fact, the banking development in the NER was, only a post-nationalization phenomenon. Prior to nationalization of banks in 1969, no bank branch of commercial banks existed in Arunachal Pradesh and Mizoram. Only two branches of commercial banks served the entire state in Manipur and Nagaland. Assam, however, with tea and oil industries was historically better served by banks among the States in the region. Since nationalization of banks in 1969, a remarkable progress was made in the banking development both geographically and demographically. Though starting from a low base, the branch network of commercial banks expanded significantly in the North-Eastern states. However, the banking development in the region is still lagging far behind all-other states in India. Even within the region, the inequalities in the availability of banking services are found to be very wide and glaring. Credit to Net State Domestic Product (NSDP) ratio ranges from 9 percent in Nagaland to 41 percent in Meghalaya and is lower than the national average of 62 percent. The ratio of current and savings accounts of the banking sector per 100 adult population ranged from 19.5 percent in Manipur to 40.9 percent in Meghalaya. The regional average is 37.3 percent, which is distinctly lower than the national average of 59.2 percent. The Credit/Deposit ratios of commercial banks excluding regional rural banks varied between 14 percent in Arunachal Pradesh and 29 percent in Meghalaya as compared to the all-India level of around 60 percent as at the end of 2008. All these banking development indicators show the slow progress of banking and resultant low level of financial outreach in North Eastern States.

Financial Exclusion in North Eastern States - Major Indicators*

States	Bank Branches (Number)		Population per Branch (Number)	Bank Branches per 1000 Sq.km.	C-D Ratio	Ratios of Deposit and Credit Accounts to Population 2009-10		Per Capita Deposits and Credit (Amount in ₹)	
	Total	Rural				Deposit	Credit	Deposit	Credit
Arunachal Pradesh	80	51	17,282	1	27	37.7	4.1	29843	8218
Assam	1,477	791	21,103	19	36	36.8	4.2	15590	5892
Manipur	81	35	33,602	3	41	18.1	2.7	9917	4170
Meghalaya	213	126	13,916	9	26	30.9	3.9	25785	6605
Mizoram	98	54	11,133	4	24	29.7	5.4	20525	10916
Nagaland	90	37	22,007	5	30	24.3	4.6	21140	6406
Sikkim	74	48	8,252	10	37	56.9	7.2	51561	19188
Tripura	192	114	19,120	22	25	46.2	8.3	20319	5999
NER	**2,342**	**1256**	**19,465**	**9**	**35**	**39.8**	**4.9**	**16879**	**6255**
All-India	**86,960**	**32,627**	**13,916**	**26**	**73**	**60.7**	**9.8**	**37688**	**27642**

*as on 31st March 2010

There is an imperative need for accelerating the spread of banking in this region to make it compatible with the rest of the country. Banking development, however, cannot take place in isolation. As the geographic peculiarities have also contributed to the tardy progress made by the banking sector, the necessary conditions for development have to be created through planned investments. The banking sector also has to formulate a specific programme for enhancing its presence in this region.

***Source*:** Based on the research study report on 'Expanding Financial Inclusion in the North-Eastern States' by Justice K. S. Hegde Institute of Management, Nitte, Karnataka

the Planning Commission and using the Tendulkar methodology, are given in Table 13.5. Even though the Tendulkar methodology gives higher estimates of headcount ratios for both 1993-4 and 2004-5, the extent of poverty reduction is 8.1 percentage points which is not very different from the reduction of 8.5 percentage points during the same period as per Lakdawala Methodology. (Also see inter-state comparisons in Table 13.10.)

Inequality

13.12 According to HDR 2011, inequality in India for the period 2000-11 in terms of the income Gini coefficient was 36.8. India's Gini index was more favourable than those of comparable countries like South Africa (57.8), Brazil (53.9), Thailand (53.6), Turkey (39.7), China (41.5), Sri Lanka (40.3), Malaysia (46.2), Vietnam (37.6), and even the USA (40.8), Hong Kong (43.4), Argentina (45.8), Israel

Table 13.5: Poverty Ratios (per cent)

	Earlier estimates(URP) based on the Lakdawala methodology		Estimates (MRP)based on the Tendulkar methodology	
	1993-1994	2004-2005	1993-1994	2004-2005
Rural	37.3	28.3	50.1	41.8
Urban	32.4	25.7	31.8	25.7
Total	36.0	27.5	45.3	37.2

Source **: Planning Commission.**
URP - Uniform Reference Period, MRP- Mixed Reference Period.

(39.2), and Bulgaria (45.3) which are otherwise ranked very high in human development.

13.13 Turning to the rural urban gap, we begin with the Monthly per capita expenditure (MPCE) defined first at household level to assign a value that indicates level of living to each individual or household. Based on the 66th round (2009-10) of the National Sample Survey (NSS), average MPCE [Modified Mixed Reference Period (MMRP) based] is ₹ 1054 and ₹ 1984 respectively for rural and urban India at the all India level indicating rural-urban income disparities. Out of the MPCE, the share of food is ₹ 600(57 per cent) and ₹ 881(44 per cent) for rural and urban India respectively which shows that food share is more in rural India as compared to urban India. (Also see inter-state comparisons in para. 13.19 and Table 13.10)

Employment

13.14 For growth to be inclusive it must create adequate livelihood opportunities and add to decent employment commensurate with the expectations of a growing labour force. The Eleventh Five Year Plan (2007-12) aimed at generation of 58 million work opportunities. The NSSO quinquennial survey has reported an increase in work opportunities to the tune of 18 million under the current daily status (CDS) between 2004-5 and 2009-10. However, the overall labour force expanded by only 11.7 million. This was considerably lower than in comparable periods earlier, and can be attributed to the much larger retention of youth in education and also because of lower labour force participation among working-age women. As a result, unemployment in absolute terms came down by 6.3 million (Table 13.6). The lower growth in the

Table 13.6 : Estimated Persons/Person Days (in million)

Approach	Indicator	2004-2005 (NSS 61st round)	2009-2010 (NSS 66th round)
Usual(principal + subsidiary) status (UPSS)	Labour Force	469.0	468.8
	Workforce	457.9	459.0
	Unemployed	11.3	9.8
Current Weekly Status_(CWS)	Labour Force	445.2	450.4
	Workforce	425.2	434.2
	Unemployed	20.0	16.1
Current Daily Status(CDS)	Labour Force	417.2	428.9
	Workforce	382.8	400.8
	Unemployed	34.3	28.0

Source **: Derived based on Key Indicators of Employment and Unemployment in India, 2009-10, NSSO.**

labour force is not expected to continue as educated youth are expected to join the labour force in increasing numbers during the Twelfth Plan and in the years beyond. This means that the pace of job/ livelihood creation must be greatly accelerated. The Twelfth Plan Approach Paper therefore lays greater stress on skill building which can be viewed as an instrument for improving the effectiveness and contribution of labour to overall production. This will push the production possibility frontier outward and take the economy on to a higher growth trajectory and can also be viewed as a means of empowerment.

Unemployment

13.15 A comparison between different estimates of unemployment in 2009-10 (Table 13.7) indicates that the CDS estimate of unemployment is the highest. The higher unemployment rates according to the CDS approach compared to the weekly status and usual status approaches indicate a high degree of intermittent unemployment. Interestingly urban

Table 13.7 : All-India Rural and Urban Unemployment Rates for NSS 66th Round

Sl No.	Estimate	Rural 2009-2010	Urban 2009-2010	Total 2009-2010	Total 2004-2005
1	UPSS	1.6	3.4	2.0	2.3
2	CWS	3.3	4.2	3.6	4.4
3	CDS	6.8	5.8	6.6	8.2

Source **: Key Indicators of Employment and Unemployment in India, 2009-10, NSSO.**

Table 13.8 : All-India Employment and Unemployment Indicators (per 1000)

Indicator	NSS 66th round(2009-2010)			NSS 61st round(2004-2005)		
	Total male	Total female	Total person	Total male	Total female	Total person
			UPSS			
LFPR	557	233	400	559	294	430
Work Participation Rate	546	228	392	547	287	420
Unemployment Rate	20	23	20	22	26	23
			CWS			
LFPR	550	207	384	550	257	407
Work Participation Rate	532	198	370	527	244	389
Unemployment Rate	33	43	36	42	50	44
			CDS			
LFPR	540	179	365	538	215	381
Work Participation Rate	507	164	341	496	195	350
Unemployment Rate	61	82	66	78	92	82

Source **: Key Indicators of Employment and Unemployment in India, 2009-10, NSSO.**

unemployment was higher under both the UPSS and CWS but rural unemployment was higher under the CDS approach. This possibly indicates higher intermittent or seasonal unemployment in rural than urban areas, something that employment generation schemes like the MGNREGA need to pay attention to. However, overall unemployment rates were lower in 2009-10 under each approach vis-a-vis 2004-5. Labour force participation rates (LFPR) under all three approaches declined in 2009-10 compared to 2004-5 (Table 13.8). However, the decline in female LFPRs was larger under each measure in comparison with male LFPRs which either declined marginally (UPSS), remained constant (CWS), or increased marginally (CDS).

Employment in the Organized Sector

13.16 Employment growth in the organized sector, public and private combined, has increased by 1.9 per cent in 2010, which is lower than the annual growth for the previous year (Table 13.9). The annual growth rate for the private sector was much higher than that for the public sector. However, in respect of both sectors, annual increase in employment had slowed down in 2010 vis-à-vis 2009. The share of women in organized-sector employment was 20.4 per cent in 2010 March end and has remained nearly constant in recent years.

13.17 Only 15.6 per cent of the total workforce had regular wage employment/ salaried work during 2009-

Table 13.9 : Overall Employment in Public and Private Sectors

Sector	Employment (in lakh) as on 31 March			Percentage change 2009/2008	Percentage change 2010/2009
	2008	2009	2010		
Public	176.74	177.95	178.62	0.7	0.4
Private	98.75	103.77	108.46	5.1	4.5
Total (Women)	**275.48 (55.12)**	**281.72* (55.80)**	**287.08 (58.59)**	**2.3**	**1.9**

Source **: Annual Employment Review 2010 & 2009, Directorate General of Employment and Training, Ministry of Labour and Employment.**

Note **: *Figures have been revised based on fresh data received from the states of Punjab and Uttarakhand for the year 2009. Earlier the figure of 280.98 lakh was reported. Women's employment is indicated in parentheses.**

Box 13.2 : Twelfth Quarterly Survey Report on Effect of Economic Slowdown on Employment in India July to September 2011

The results for selected sectors, i.e. textiles including apparel, leather, metals, automobiles, gems and jewellery, transport, information technology (IT) / business process outsourcing (BPO) and handloom/powerloom are as follows:-

- Overall employment in September, 2011 over September, 2010 has increased by 9.11 lakh, with the highest increase recorded in IT/BPO (7.96 lakh) sector followed by 1.07 lakh in Metals, 0.71 lakh in Automobiles, 0.08 lakh in Gems & Jewellery and 0.07 lakh in Leather industries during the period.
- An upward trend in employment has been continuously observed since July 2009. During the quarter July to September 2011, employment has increased in respect of all sectors except Leather and Transport where there was a marginal fall. The overall employment has increased by 3.15 lakh during the quarter. At the sectoral level, the maximum increase of 2.04 lakh in employment during the period September, 2011 over June, 2011 was in IT/ BPO sector, followed by increase of 0.42 lakh in Textiles including Apparels, 0.38 lakh in Metals, 0.22 lakh in Automobiles, 0.09 lakh in Handloom/ Powerloom, 0.07 lakh in Gems & Jewellery.
- In the export oriented units, the employment at the overall level has increased by 1.96 lakh whereas in the non-exporting units, it has increased by 1.16 lakh during the period September, 2011 over June, 2011.
- Overall estimated employment in all selected sectors has experienced a net addition of 23.58 lakh during the period October, 2008 (first survey) to September, 2011 (twelfth survey).

10 while 33.5 per cent was casual labour and 51 per cent was self-employed.

Employment Situation in 2010-11 as Per Quarterly Survey Reports

13.18 The Labour Bureau conducted twelve quarterly quick employment surveys to assess the impact of the economic slowdown on employment in India. These surveys indicate that the upward trend in employment since July 2009 has been maintained (Box 13.2).

SOCIO-ECONOMIC PROFILE OF THE STATES AND INTER-STATE COMPARISONS

Human Development: Inter-state comparisons

13.19 Inclusive development also incorporates the objective of reduction of inter-state and inter-regional disparities. Inter-state comparisons of socio-economic development of selected major states based on available indicators from different sources given in Table 13.10 show some interesting results.

- The rank correlation between the ranking of the states by HDI in 1999-2000 and in 2007-8 as given in NHDR 2011 is extremely high (0.97), which suggests that almost same states have performed well in both the time periods and likewise for the worst performing states. The top five ranks in both the years go to the better performing states of Kerala, Delhi, Himachal Pradesh, Goa, and Punjab. At the other end of the spectrum are the eight relatively poorer states which are below the national average HDI of 0.47. Among them Bihar, Chhattisgarh, and Rajasthan have slipped in their rankings in 2007-8, while Assam and Jharkhand have improved theirs. What is noteworthy is that the seven north-eastern states excluding Assam (taken together) have done remarkably well in terms of human development outcomes. Over the eight-year period, this group has moved up by three ranks.
- The best performer in terms of growth in 2009-10 was Uttarakhand, followed by Odisha, Chhattisgarh, and Gujarat and the worst performers were Karnataka, Rajasthan, and Jharkhand. States with above 10 per cent growth rate for the period 2004-5 to 2009-10 are Uttarakhand, followed by Maharashtra, Gujarat, and Bihar.
- The state-wise estimates of poverty as recomputed by the Tendulkar Committee show that the highest poverty headcount ratios (PHRs) for 2004-5 exist in Odisha (57.2 per cent), followed by Bihar (54.4 per cent) and Chattisgarh (49.4 per cent) against the national average of 37.2 per cent.
- The MPCE indicator shows that there is disparity both in the MPCE and food share across states. Bihar has the lowest MPCE of ₹ 780 with 65 per cent food share in rural areas and ₹ 1238 with 53 per cent food share in urban areas whereas Kerala has the highest MPCE of ₹ 1835 with 46 per cent food share in rural areas and ₹ 2413 with 40 per cent food share in urban areas.

Table 13.10 : Socio Economic Profile and Inter-State comparison of some Major States of India

Socio Economic Indicators/Items	Andhra Pradesh	Assam	Bihar	Chhattis-garh	Gujarat	Haryana	H.P.
Population based on Census 2011 (Provisional) (persons in '000) *	84,666	31,169	103,805	25,540	60,384	25,353	6857
Ranking of States based on HDI and its Components, 2007-08 **							
HDI Ranking 2007-08	15(15)	16(17)	21(19)	23(21)	11(10)	9(7)	3(4)
HDI 2007-08	0.473	0.444	0.367	0.358	0.527	0.552	0.652
Health Index 2008	0.580	0.407	0.563	0.417	0.633	0.627	0.717
Income Index 2007-08	0.287	0.288	0.127	0.133	0.371	0.408	0.491
Education Index 2007-08	0.553	0.636	0.409	0.526	0.577	0.622	0.747
Growth Related (Increase over previous year of States-GSDP at constant prices(2004-05) as on 2 August 2011) #							
2009-10	5.79	8.08	9.30	10.29	10.23	9.95	8.12
Average 2004-05 to 2009-10	8.72	5.55	10.01	9.82	10.31	9.74	8.31
Poverty Headcount Ratio(HCR) (Per cent) ***							
2004-05 (Rural)	32.3	36.4	55.7	55.1	39.1	24.8	25.0
2004-05 (Urban)	23.4	21.8	43.7	28.4	20.1	22.4	4.6
2004-05(Total)	29.9	34.4	54.4	49.4	31.8	24.1	22.9
1993-94 (Rural)	48.1	54.9	62.3	55.9	43.1	40.0	36.7
1993-94 (Urban)	35.2	27.7	44.7	28.1	28.0	24.2	13.6
1993-94(Total)	44.6	51.8	60.5	50.9	37.8	35.9	34.6
Average Monthly Per Capita Expenditure (MPCE)(MMRP) and Food share ##							
Average MPCE (Rural)(Rs.)	1234	1003	780	784	1110	1510	1536
Per cent Share of Food(Rural)	58.1	64.4	64.7	58.2	57.7	54.0	NA
Average MPCE (Urban)(Rs.)	2238	1755	1238	1647	1909	2321	2654
Per cent Share of Food(Urban)	44.8	52.9	52.9	43.7	46.2	43.1	NA
Unemployment Rates(per 1000) according to usual status (adjusted) ##							
Rural	12	39	20	6	8	18	16
Urban	31	52	73	29	18	25	49
Health Related (life expectancy at Birth)(2002-06) $							
Male	62.9	58.6	62.2	NA	62.9	65.9	66.5
Female	65.5	59.3	60.4	NA	65.2	66.3	67.3
Infant Mortality Rates(per 1000 live births) 2010*	46	58	48	51	44	48	40
Birth Rate (per 1000) 2010*	17.9	23.2	28.1	25.3	21.8	22.3	16.9
Death Rate (per 1000) 2010*	7.6	8.2	6.8	8.0	6.7	6.6	6.9
Education Related $$							
GER(6-10 years)(2008-09) Total	96.4	135.6	113.4	141.1	121.1	89.9	111.0
GER(11-13 years)(2008-09) Total	77.3	37.0	49.2	92.8	87.1	73.0	114.1
GER(6-13 years)(2008-09) Total	88.9	97.6	88.9	123.0	108.2	83.4	112.2
Pupil-Teacher Ratio (2009-10)							
Pre-Primary/Primary/ Jr.Basic School	32	28	80	29	30	52	15
Pupil-Teacher Ratio (2009-10) Middle/Sr. Basic School	27	21	53	23	36	41	13
Pupil-Teacher Ratio (2009-10) High/Post Basic School	29	22	59	39	29	26	23
Key Social Sector Programmes							
Progress under NRHM 24x7 (primary health centres as on 30.09.2011)$	800	415	480	67	321	298	95
Percentage of HH Provided Employment during 2010-11 under Mahatma Gandhi NREGA @	11.28	3.27	8.62	4.52	1.99	0.43	0.81
Percentage Share in Employment during 2010-11 under Mahatma Gandhi NREGA							
SCs	24.32	10.99	45.40	14.57	14.54	48.93	32.58
STs	16.02	27.26	2.14	36.51	41.18	0.00	8.19
Women	57.05	26.51	28.5	48.63	44.23	35.62	48.25
Indira Awas Yojana(IAY)							
Houses constructed during 2010-11(Nos.) @	257104	156911	566148	58419	167313	18055	5834
Percentage share of total houses constructed during 2010-11 under IAY	9.47	5.78	20.85	2.15	6.16	0.66	0.21

Source: * : Office of Registrar General of India(RGI)
**** : India HDR 2011 (Figures in parantheses show HDI ranking during 1999-2000)**
*****: Planning Commission**
$: M/O H & FW, $$: M/O HRD, # : CSO, ## : NSS(66th round)2009-10
@ : DMU/MPR of M/O RD, NA : Not Available

Jhark-hand	Karna-taka	Kerala	Madhya Pradesh	Mahara-shtra	Odisha	Punjab	Rajas-than	Tamil Nadu	Uttar Pradesh	Uttar-khand	West Bengal	All-India
32,966	61,131	33,388	72,598	112,373	41,947	27,704	68,621	72,139	199,581	10117	91,348	**1,210,193**
19(23)	12(12)	1(2)	20(20)	7(6)	22(22)	5(5)	17(14)	8(8)	18(18)	14(16)	13(13)	
0.376	0.519	0.790	0.375	0.572	0.362	0.605	0.434	0.570	0.380	0.490	0.492	**0.467**
0.500	0.627	0.817	0.430	0.650	0.450	0.667	0.587	0.637	0.473	0.530	0.650	**0.563**
0.142	0.326	0.629	0.173	0.351	0.139	0.495	0.253	0.355	0.175	0.302	0.252	**0.271**
0.485	0.605	0.924	0.522	0.715	0.499	0.654	0.462	0.719	0.492	0.638	0.575	**0.568**
5.30	3.88	9.73	8.49	8.08	10.57	7.57	4.30	9.43	6.99	11.61	8.44	**7.96**
4.59	8.65	8.74	7.11	11.17	9.44	7.69	6.98	9.92	7.11	14.06	7.04	**8.63**
51.6	37.5	20.2	53.6	47.9	60.8	22.1	35.8	37.5	42.7	35.1	38.2	**41.8**
23.8	25.9	18.4	35.1	25.6	37.6	18.7	29.7	19.7	34.1	26.2	24.4	**25.7**
45.3	33.4	19.7	48.6	38.1	57.2	20.9	34.4	28.9	40.9	32.7	34.3	**37.2**
65.9	56.6	33.9	49.0	59.3	63.0	20.3	40.8	51.0	50.9	36.7	42.5	**50.1**
41.8	34.2	23.9	31.8	30.3	34.5	27.2	29.9	33.7	38.3	18.7	31.2	**31.8**
60.7	49.5	31.3	44.6	47.8	59.1	22.4	38.3	44.6	48.4	32.0	39.4	**45.3**
825	1020	1835	903	1153	818	1649	1179	1160	899	1747	952	**1054**
60.9	56.5	45.9	55.8	54.0	61.9	48.2	54.8	54.7	57.9	NA	63.5	**57.0**
1584	2053	2413	1666	2437	1548	2109	1663	1948	1574	1745	1965	**1984**
51.5	42.3	40.2	41.7	41.0	48.4	44.3	48.0	45.0	46.3	NA	46.2	**44.4**
39	5	75	7	6	30	26	4	15	10	16	19	**16**
63	27	73	29	32	42	48	22	32	29	29	40	**34**
NA	63.6	71.4	58.1	66.0	59.5	68.4	61.5	65.0	60.3	NA	64.1	**62.6**
NA	67.1	76.3	57.9	68.4	59.6	70.4	62.3	67.4	59.5	NA	65.8	**64.2**
42	38	13	62	28	61	34	55	24	61	38	31	**47**
25.3	19.2	14.8	27.3	17.1	20.5	16.6	26.7	15.9	28.3	19.3	16.8	**22.1**
7.0	7.1	7.0	8.3	6.5	8.6	7.0	6.7	7.6	8.1	6.3	6.0	**7.2**
151.0	106.6	91.4	150.0	103.0	121.0	73.0	118.5	118.3	110.5	110.7	102.0	**114.4**
66.2	91.0	101.5	102.2	89.0	84.8	69.9	84.0	115.4	54.2	111.2	74.0	**76.2**
118.4	100.6	95.2	132.2	97.6	106.9	71.8	105.4	117.2	89.4	109.2	91.0	**99.8**
73	18	30	41	33	33	35	44	43	67	24	34	**42**
55	29	26	32	32	27	14	28	49	78	27	33	**34**
60	24	27	32	34	22	29	22	38	57	18	51	**30**
23	1001	175	241	543	158	243	1100	1154	405	94	248	**8330**
3.62	4.05	2.14	8.02	0.82	3.65	0.51	10.66	9.04	11.70	0.99	9.10	100.00
13.44	16.16	16.22	19.34	22.00	18.13	78.31	25.50	57.71	53.96	26.37	36.91	**30.63**
42.08	9.36	3.10	43.45	25.57	35.55	0.02	23.28	2.19	2.10	4.24	13.41	**20.85**
33.47	46.01	90.39	44.4	45.88	39.4	33.83	68.34	82.59	21.42	40.3	33.69	**47.73**
167254	95567	54843	79097	156575	171223	20483	63464	96256	305376	15924	178832	**2715453**
6.16	3.52	2.02	2.91	5.77	6.31	0.75	2.34	3.54	11.25	0.59	6.59	**100**

States with low average MPCE tend to have a higher share of food in total consumer expenditure as food is the primary need for survival and takes up a larger proportion of overall expenditure in the poorer sections of population. The top states spending more than the national average on food items both in rural and urban India are Bihar, Assam, Odisha, and Jharkhand.

- The unemployment rate (per 1000) according to usual status(adjusted) as per the NSS 66th round 2009-10 among the major states is lowest in Rajasthan(4) and highest in Kerala(75) in rural areas and the lowest in Gujarat(18) and highest again in Kerala(73) and Bihar(73) in urban areas.
- Health-wise, Kerala is the best performer and Madhya Pradesh the worst in terms of life expectancy at birth(both male and female) during 2002-6. IMR in 2010 is also the lowest in Kerala and highest in Madhya Pradesh. Kerala has the lowest and Uttar Pradesh the highest birth rate in 2010, followed by Bihar and Madhya Pradesh. Odisha has the highest and interestingly West Bengal the lowest death rate.
- In the area of education, Madhya Pradesh has the highest GER (6-13 years) in 2008-9 while Punjab has the lowest. Pupil-teacher ratios in primary and middle/basic schools are the lowest in Himachal Pradesh and high in states like Bihar and Uttar Pradesh.
- While there are state-wise indicators for some social-sector programmes, it is not possible to evaluate the performance of states, based just on numbers. The percentage of households provided employment under the MGNREGA in 2010-11 is the highest in Uttar Pradesh and lowest in Haryana. Progress in terms of 24x7 primary health centres (PHCs) under the National Rural Health Mission (NRHM) as on September 2011 is the highest in Tamil Nadu and lowest in Jharkhand. Bihar, followed by Uttar Pradesh, has the highest percentage share of total houses constructed during 2010-11 under the IAY while Himachal Pradesh has the lowest.

Poverty Alleviation and Employment Generation Programmes

13.20 To achieve inclusive development, several poverty-alleviation and employment-generation programmes are being implemented by the Government of India. Some of the important schemes are as follows:

(I) The MGNREGA

13.21 This flagship programme of the Government of India aims at enhancing livelihood security of households in rural areas of the country by providing at least one hundred days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. It also mandates 1/3 participation for women. The primary objective of the scheme is to augment wage employment. This is to be done while also focusing on strengthening natural resource management through works that address causes of chronic poverty like drought, deforestation, and soil erosion and thus encourage sustainable development. The MGNREGA was notified in 200 districts in the first phase with effect from 2 February 2006 and then extended to an additional 130 districts in the financial year 2007-8. The remaining districts with rural areas were brought under the Act with effect from 1 April 2008. Out of total outlay of ₹ 40,000 crore approved for 2011-12, ₹ 21,471.92 crore has been released to the states/union territories and the total funds available with states including the opening balance of ₹ 18,185.23 crores (on 1 April 2011) are

Box 13.3 : MGNREGA : Major Initiatives for Effective Implementation

Major initiatives for effective implementation of the MGNREGA in addition to those indicated in last year's Economic Survey include the following:

(a) To strengthen **transparency** and **accountability** in the implementation of the MGNREGA, the government has initiated a service delivery project for information and communications technology (ICT) and biometrics-related works of the MGNREGA on public-private partnership (PPP) basis.

(b) **Wage rate:** In pursuance of the announcement in Budget 2009-10 to provide a real wage of Rs 100 per day as an entitlement under the MGNREGA, the Government of India had set up a committee for developing an index for fixing MGNREGA wage rates and their periodic revision. Its report is awaited. Till such time a satisfactory index is proposed by the committee and accepted by the government, the Government of India has taken a decision to index wage rates notified under MGNREGA to the consumer price index for agricultural labour. Accordingly, the revised wage rates under sub-section (1) of Section (6) of the MGNREGA 2005 have been notified on 14 January 2011.

Figure 13.1 **Performance of the Mahatma Gandhi NREGA (National Overview) from 2006-07 to 2010-11**



₹ 41,615.05 crore. Of these ₹ 21,124.74 crore has been utilized as reported on 19 January 2012. About 3.80 crore households have been provided employment under the programme. During the same period, 122.37 crore persondays employment has been generated across the country out of which 60.45 crore were women (49.40 per cent), 27.27 crore (22.62 per cent) SCs, and 20.97 crore (17.13 per cent) STs. At national level, the average wage paid under the MGNREGA has increased from ₹ 65 in FY 2006-7 to ₹120 in FY 2011-12 (up to November 2011). This has led to substantial increase in purchasing power leading to strengthening of the livelihood resource base of the rural poor in India. The MGNREGA has successfully raised the bargaining power of agricultural labour, resulting in higher agricultural wages, improved economic outcomes, and reduction in distress migration. However, with better planning of project design and capacity building of the panchayati raj institutions (PRIs), pitfalls in implementation could be plugged to a great extent and the assets so created could make a much larger contribution to increasing land productivity. Many initiatives are being taken for better and more effective implementation of the MGNREGA (Box 13.3). The performance of the MGNREGA since its inception has been showing an upward trend in terms of households provided employment, average wages per persondays, and percentage share of women in total persondays generated. Though the share of women has now stagnated at 48 per cent, it is well above the stipulation of 1/3 in the Act. Persondays generated both in absolute terms and average persondays per household however show a slight fall in 2010-11 (see Figure 13.1) which may be due to the fact that demand came down owing to a good monsoon. While the overall performance of the MGNREGA has been good, there is scope for improvements like focused planning, shifting to permanent asset and infrastructure building activities, skill upgradation for enhanced employability, reducing transaction costs, better monitoring, avoiding peak seasons in agriculture, and extension to urban areas.(Also see state-wise performance during 2010-11 in para. 13.19 and Table 13.10.)

(ii) Swarnjayanti Gram Swarozgar Yojana

13.22 The Swarnjayanti Gram Swarozgar Yojana (SGSY) is a self-employment programme with the objective of helping poor rural families cross the poverty line by assisting them to take up income-generating economic activities through a mix of bank credit and government subsidy. The SGSY specially focuses on vulnerable sections among the rural poor with SCs/STs to account for at least 50 per cent and women 40 per cent of the *swarozgaris*. From its inception in April 1999 up to September 2011, 42.05 lakh self-help groups (SHGs) have been formed under the SGSY, of which 29.38 lakh SHGs passed Grade I and 14.16 lakh passed Grade II with women SHGs accounting for about 60 per cent of the total. During this period, a total of about 168.46 lakh *swarojgaris* have been assisted with bank credit and subsidy. The total investment under the SGSY is ₹ 42,168.42 crore, including ₹ 28,824.53 crore as credit and ₹ 13,343.89 crore as subsidy disbursed. Under the special project component of the SGSY, a placement-linked skill development programme has been taken up with 148 projects sanctioned/approved so far with an outlay of ₹ 1654 crore. About 4 lakh youth have already been trained / are under training and 3 lakh placed so far. In each district of the country, one Rural Self Employment Training Institute (RSETI) has to be set up for basic and skill development training of rural below poverty line (BPL) youth to enable them to undertake micro-enterprise and wage employment. The government has approved 329 RSETIs out of which funds have been provided to 264. During 2010-11 and 2011-12 (till November 2011), approximately 183,765 rural youth (including 137,147 BPL youth) were trained in 264 RSETIs functioning in the country. The SGSY has now been restructured as the National Rural Livelihoods Mission (NRLM). The NRLM aims at reducing poverty by enabling poor households to access gainful self-employment and skilled wage employment opportunities. This should result in appreciable improvement in their livelihoods on a sustainable basis through building strong and sustainable grassroots institutions. The salient features of the NRLM are: (a) at least one member from each identified rural poor household, preferably a woman, to be brought under the SHG network in a time-bound manner, the ultimate target being100 per cent coverage of BPL families; (b) setting up of strong institutions of the poor such as SHGs for reducing dependence on external agencies; (c) a multi-pronged approach envisaged for continuous capacity building of the targeted families, SHGs, their federations, government functionaries, bankers, NGOs, and other key stakeholders; (d) subsidy to be available in the form of revolving fund and capital subsidy as an incentive for inculcating the habit of thrift and accumulation of their own funds towards meeting their credit needs in the long run and immediate consumption needs in the short run; (e) to work towards universal financial inclusion beyond

basic banking services to all poor households, SHGs, and their federations on both the demand and supply sides of financial inclusion; (f) in order to ensure affordable credit, the NRLM has a provision for subsidy on interest rates above 7 per cent per annum for all eligible SHGs who have availed of loans from mainstream financial institutions, based on prompt loan repayment; (g) to look at stabilizing and enhancing existing livelihoods and subsequently diversifying them; (h) to develop backward and forward linkages and support business plans; (i) to pursue skill upgradation and placement projects through partnership mode, with the National Skill Development Corporation (NSDC) being one of the leading partners in this effort and 15 per cent of the central allocation under the NRLM earmarked for this purpose; and (j) 5 per cent of the central allocation to be earmarked for innovations.

(iii) Swarna Jayanti Shahari Rozgar Yojana

13.23 The Swarna Jayanti Shahari Rozgar Yojana (SJSRY) was launched by the Government of India on 1 December1997 to provide gainful employment to the urban unemployed and underemployed by encouraging the setting up of self-employment ventures or provision of wage employment. This scheme subsumed the earlier three urban poverty-alleviation programmes and was also revamped with effect from April 2009 to include the Urban Self Employment Programme (USEP), Urban Women Self-help Programme (UWSP), Skill Training for Employment Promotion amongst Urban Poor (STEP-UP), Urban Wage Employment Programme (UWEP), and Urban Community Development Network (UCDN). The annual budgetary provision for the SJSRY for the year 2011-12 is ₹ 813.00 crore and ₹ 676.80 crore has been released by 16 February 2012. A total of 3,63,794 beneficiaries have been assisted in the year 2011-12.

Social Protection Programmes

13.24 Keeping in view the importance of the informal sector's share in total workforce, the government has been focusing on expanding the coverage of social security schemes so as to provide a minimum level of social protection to workers in the unorganized sector and ensure inclusive development. These include the following:

- **Aam Admi Bima Yojana (AABY):** Under this scheme launched on 2 October 2007, insurance is provided against natural as well as accidental and partial /permanent disability of the head of the family of rural landless households in the country. Under the scheme, the head of the family or an earning member is eligible for receiving the benefit of ₹ 30,000 in case of natural death, ₹ 75,000 for accidental death, ₹ 75,000 for total permanent disability, and ₹ 37,500 for partial permanent disability. The scheme has provided insurance coverage to 1.97 crore lives in the country up to 31 January 2012.
- **Janashree Bima Yojana (JBY):** The JBY was launched on 10 August 2000 to provide life insurance protection to rural and urban persons living below and marginally above the poverty line. Persons between ages 18 and 59 years and who are the members of the 45 identified occupational groups are eligible for participation in this policy. The scheme provides coverage of ₹ 30,000 in case of natural death, ₹ 75,000 in case of death or total permanent disability due to accident, and ₹ 37,500 in case of partial permanent disability. During 2010-11, a total of 2.09 crore lives has been covered under the JBY.
- **Rashtriya Swasthya Bima Yojana (RSBY):** The RSBY was launched on 01 October 2007 to provide smart card-based cashless health insurance cover of ₹ 30,000 per family per annum on a family floater basis to BPL families (a unit of five) in the unorganized sector. The scheme became operational from 01 April 2008. The premium is shared on 75:25 basis by the centre and state governments. In the case of the north-eastern states and Jammu and Kashmir, the premium is shared in a 90:10 ratio. The scheme provides for portability of smart cards by splitting the card value for migrant workers. As on 20 December 2011, the scheme is being implemented in 23 states /UTs, namely Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Delhi, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Orissa, Punjab, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, and Chandigarh Administration. More than 2.55 crore smart cards have been issued.
- **The Unorganized Workers Social Security Act 2008:** The Act came into force from 16 May 2009 with the objective of providing social security to unorganized workers. The Unorganized Workers' Social Security Rules 2009 have also been framed. Constitution of the National Social

Security Board in 2009 was another significant step. The Board recommended that social security schemes, namely the RSBY providing health insurance, JBY providing death and disability cover and Indira Gandhi National Old Age Pension Scheme (IGNOAPS) providing old age pension be extended to building and other construction workers, MGNREGA workers, Asha workers, Anganwadi workers and helpers, porters/coolies/gangmen, and casual and daily wagers.

- **National Social Security Fund:** A National Social Security Fund for Unorganized Sector Workers with initial allocation of ₹ 1000 crore has been set up. This Fund will support schemes for weavers, toddy tappers, rickshaw pullers, bidi workers, etc
- **Bilateral Social Security Agreements:** Bilateral social security agreements have been signed with Belgium, Switzerland, the Netherlands, Denmark, and Norway to protect the interests of expatriate workers and companies on a reciprocal basis. These agreements help workers by providing exemption from social security contribution in case of posting, totalization of contribution period, and exportability of pension in case of relocation to the home country or any third country.

Rural Infrastructure And Development

13.25 The Government of India has been according high priority over the years to building rural infrastructure with the objective of facilitating a higher degree of rural-urban integration and for achieving an even pattern of growth and opportunities for the poor and disadvantaged sections of society. Programmes for achieving this include the following:

Bharat Nirman: This programme, launched in 2005-6 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. A goal has been set to provide connectivity to all villages with a population of 1000 (500 in hilly or tribal areas) with all-weather roads. New connectivity is proposed to a total of 63,940 habitations under Bharat Nirman. This will involve construction of 189,897 km of rural roads. In addition, Bharat Nirman envisages upgradation /renewal of 194,130 km of existing rural roads. Under the rural roads component of Bharat Nirman, 42,249 habitations have been provided all-weather road connectivity up to December 2011 and projects for connecting 16,126 habitations are at different stages of implementation. Under the PMGSY, over 19,443 km of all-weather roads have been completed including upgradation during 2011-12 (up to December 2011). New connectivity has been provided to 3710 habitations at an expenditure of ₹ 7514 crore.

IAY : The IAY is one of the six components of the Bharat Nirman programme. During 2010-11, as against the target of 29.09 lakh houses, 27.15 lakh houses were constructed. (Also see state-wise performance in Table 13.10.) During financial year 2011-12, against the physical target of 27.26 lakh houses, 21.18 lakh houses were sanctioned and 7.26 lakh constructed as on 31October 2011. Since the inception of the scheme, 271 lakh houses have been completed till September 2011. The unit assistance provided to rural BPL households for construction of a dwelling unit under the IAY has been revised with effect from 1 April 2010 from ₹ 35,000 to ₹ 45,000 for plain areas and from ₹ 38,500 to ₹ 48,500 for hilly/difficult areas. In addition, construction of IAY houses have been included in the differential rate of interest (DRI) scheme for lending up to ₹ 20,000 per housing unit at an interest rate of 4 per cent. Sixty left wing extremism (LWE) affected districts have been made eligible for a higher rate of unit assistance of ₹ 48,500. Under this scheme a homestead site of 100-250 sq.m will be provided to those rural BPL households who have neither land nor a house site. For this purpose, ₹ 10,000 per beneficiary, to be shared by the centre and states in a 50:50 ratio, will be provided to the District Rural Development Agencies (DRDAs).

Rural drinking water: Drinking water supply is one of the components of Bharat Nirman. The present status of provision of safe drinking water in rural areas as measured by habitations where the population is fully covered, as per information reported by the states is that about 72 per cent of rural habitations are fully covered. The rest are either partially covered or have chemically contaminated drinking water sources. As against the target of 653,798 habitations during the Eleventh Five year Plan, the coverage up to 31 March 2011 was 526,667 (80.56 per cent). The States of Jharkhand, Chhattisgarh, Nagaland, Madhya Pradesh, Odisha, Himachal Pradesh, Tamil Nadu, Kerala, and Uttarakhand have exceeded their targets whereas Sikkim, Punjab, Assam, Rajasthan, Arunachal Pradesh, and Jammu and Kashmir have reported low (less than 50 per cent) achievement

Table 13.11 : Rural Drinking Water: Cumulative Achievements

Components	Target (at the beginning of Bharat Nirman)	Cumulative achievements (till 14/2/2012)
Uncovered habitations to be provided with potable water	55,067	55,067
Slipped back/ Partially covered habitations to be provided with potable water	331,604	634,413*
Quality-affected habitations to be addressed with potable water	216,968	121,754
Total	603,639	811,234

*** Higher achievements reported as some states have reported coverage of habitations other than those targeted under the Bharat Nirman programme.**

against targets. Expenditure for drinking water supply during the Bharat Nirman period increased considerably from ₹ 4098 crore in 2005-6 to ₹ 8500 crore in 2011-12. All uncovered habitations have been reported covered as on 1April 2011 (Table 13.11). In order to give effect to the policy initiatives mentioned in the Eleventh Five Year Plan document, the guidelines for the Rural Water Supply Programme were revised in 2009 and renamed the National Rural Drinking Water Programme (NRDWP). The Jalmani programme, a scheme to provide 100 per cent assistance to states for installing stand-alone water purification systems in schools in rural areas was launched in 2008-9. In pursuance of the same, ₹ 200 crore was released to states in 2008-9 and 2009-10 to cover 1 lakh schools. So far about 65,503 schools have been covered under this scheme.

Rural Sanitation—Total Sanitation Campaign (TSC): The TSC is one of the flagship programmes of the government. As of December 28, 2011, TSC projects have been sanctioned in 607 rural districts of the country at a total outlay of ₹ 22,022 crore, with a central share of ₹ 14,425 crore. The approved central outlay for the TSC in the Eleventh Plan is ₹ 7816 crore. The annual budgetary support was gradually increased from ₹ 202 crore in 2003-4 to ₹ 1500 crore in 2011-12. The TSC follows a community-led and people-centric approach, laying emphasis on information, education, and communication (IEC) for demand generation for sanitation facilities. To motivate the community towards creating sustainable sanitation facilities and their usage, the incentive for Individual household latrines for BPL households has been increased from ₹ 2200 (₹ 2700 for hilly and difficult areas) to ₹ 3200 (₹ 3700 for hilly and difficult areas) with effect from 1 June 2011. With the scaling up of the TSC, combined with higher resource allocation, programme implementation has improved substantially. As per Census 2001 data, only 21.9 per cent rural households had access to latrines. Since 1999, over 8.30 crore toilets have been provided for rural households under the TSC. A significant achievement has also been the construction of 11.64 lakh school toilet units and 3.94 lakh Anganwadi toilets. This has led to substantial increase in rural sanitation coverage from 21.9 per cent in 2001 to about 85.95 per cent as of January 2012 as per the progress reported by states. With increasing budgetary allocations and focus on rural areas, the number of households being provided with toilets annually has increased from only 6.21 lakh in 2002-3 to 122 lakh in 2010-11. In the year 2011-12 (up to January 2012), more than 63 lakh toilets have been provided to rural households. The TSC has now turned into an inclusive programme, with participation of all sections of society. Provision of earmarked funds has been made for SCs and STs for inclusive growth 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 Nirmal Gram Puraskar (NGP) incentive scheme has been launched to encourage PRIs to take up sanitation promotion. The award is given to those PRIs that attain a 100 per cent open defecation-free environment. A total of 25,145 gram panchayats, 166 intermediate panchayats, and 10 district panchayats have received the award in the last six years. Sikkim has become the first state to receive the award. Comprehensive web-based separate online monitoring systems for the TSC and NGP are in place with gram panchayat-level data on objectives and achievements. The system has been upgraded with a facility for uploading details of beneficiaries including SC/ST beneficiaries and photographs of institutional sanitation and thus heading towards evidence-based monitoring system.

Urban Infrastructure, Housing, And Sanitation

13.26 To provide better urban infrastructure, housing, and sanitation in the country, the central government has been allocating resources to state governments through various centrally sponsored

schemes and providing finances through national financial institutions in the country. Some of the initiatives in this area are the following:

Jawahar Lal Nehru National Urban Renewal Mission (JNNURM): The JNNURM has two of its four components devoted to shelter and basic service needs of the poor. These are: Basic Services to the Urban Poor (BSUP) for 65 select cities and Integrated Housing & Slum Development Programme (IHSDP) for other cities and towns. Under the JNNURM, more than 1.57 million houses have been sanctioned as of 15 February 2012 and 1521 projects with outlay of more than ₹ 400,47.80 crore approved. A central share of ₹ 21,768.97 crore has been committed (93.89 per cent of seven-year allocation for 2005-12). Of the sanctioned houses, more than 5.69 lakh have been completed and 3.80 lakh occupied. Additional central assistance of ₹ 12,556.15 crore has also been released. All states are covered under the BSUP and all states and UTs except Lakshadweep under the IHSDP.

Rajiv Awas Yojana (RAY): RAY is to provide support for shelter and redevelopment and creation of affordable housing stock to states that are willing to assign property rights to slum dwellers. RAY is to be implemented in two phases: Phase I, which will be for two years from the date of approval of the scheme (2011-13) and Phase II which will be for the remaining period of the Twelfth Five Year Plan (2013-17). The preparatory phase of RAY, called the Slum Free City Planning Scheme, has been implemented and a budgetary allocation of ₹ 1270 crore made for the year 2011-12. In order to address the credit enablement of economically weaker section (EWS) and lower income group (LIG) households, the government has agreed to establish a Credit Risk Guarantee Fund under RAY. The government has also approved the establishment of a Credit Risk Guarantee Fund Trust for low income housing (CGFT) to administer and oversee the operations of the scheme. The fund will have an initial corpus of ₹ 1000 crore from the central government and ₹ 200 crore from the state governments who draw on it.

Affordable Housing in Partnership (AHIP): The government has launched the AHIP scheme with an outlay of ₹ 5000 crore for construction of one million houses for EWS/LIG/MIG with at least 25 per cent reserved for the EWS category. The scheme aims at partnership between various agencies/ government/ parastatals/ urban local bodies/ developers for realizing the goal of affordable housing for all.

Interest Subsidy Scheme for Housing the Urban Poor (ISHUP): The ISHUP seeks to supplement the efforts of the government through the JNNURM to comprehensively address the housing shortage. Cumulatively, till December 2011, 8734 beneficiaries in Andhra Pradesh, Chhattisgarh, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan, Tamil Nadu, and Kerala have been covered under the scheme and a total net present value (NPV) of interest subsidy of ₹ 7.57 crore has been released.

Integrated Low Cost Sanitation Scheme (ILCS): The ILCS aims at conversion of individual dry latrines into pour flush latrines, thereby liberating manual scavengers from the age-old, obnoxious practice of manually carrying night soil. The guidelines were revised with effect from 17 January 2008. The scheme is on an all-town coverage basis irrespective of the population criterion and is limited to EWS households. The scheme is funded on a sharing basis, i.e. central subsidy 75 per cent, state subsidy 15 per cent, and beneficiary share 10 per cent. The budgetary allocation for the scheme for the year 2011-12 is ₹ 55 crore (RE) of which ₹ 23 crore has so far been released.

Skill Development

13.27 In addition to constituting a three-tier institutional structure on Coordinated Action on Skill Development consisting of (i) the Prime Minister's National Council on Skill Development(NCSD), (ii) National Skill Development Coordination Board (NSDCB), and (iii) National Skill Development Corporation (NSDC), the NCSD appointed an adviser to the Prime Minister in the NCSD in January 2011. As on 31 October 2011, the NSDC has approved 34 training projects spread across 177 districts in 20 sectors. The NSDC has also approved eight sector skill councils (SSCs). A new strategic framework for skill development for early school leavers and existing workers has been developed since May 2007 in close consultation with industry, state governments, and experts. At present, 1386 modules for employable skills covering 60 sectors have been developed, 36 assessing bodies empanelled for conducting assessment, 6753 vocational training providers (VTPs) registered, and more than 12.19 lakh persons trained / tested (since inception).

Unique Identification Authority of India (UIDAI)

13.28 Implementation of the Unique Identification (UID) project has progressed and about 13 crore Aadhaar numbers (UID numbers) have already been generated. The Unique Identification Authority of India (UIDAI) has scaled up enrolments and has also established infrastructure capabilities to generate 10 lakh Aadhaar numbers every day. The UIDAI is on the verge of commencing Phase III of the scheme, which apart from enrolling residents and issuing Aadhaar numbers extends to providing updation services, a robust authentication process as a means of enhancing service delivery of various social schemes, and facilitating financial inclusion and development of Aadhaar-enabled applications to leverage Aadhaar. The UIDAI has commenced interaction with Ministries/Departments for developing applications leveraging the Aadhaar number, Aadhaar-enabled transactions and infrastructure to improve the service delivery of various social-sector schemes. The Ministry of Communications and Information Technology has notified that Aadhaar shall be treated as a valid proof of identity (PoI) and proof of address (PoA) after confirming identity and address through the Aadhaar authentication procedure. The Department of Health and Family Welfare has decided to recognize UID numbers (Aadhaar) as PoI and PoA for extending financial assistance to BPL patients who are suffering from major life threatening diseases and receiving medical treatment at any of the super specialty hospitals/ institutes or other government hospitals under the Rashtriya Arogya Nidhi (RAN). The Ministry of Road Transport and Highways has issued necessary instructions for recognition of Aadhaar as PoI/ PoA for evidence of age and address for issuing a driving licence and for registration of vehicles. The Department of Expenditure has issued instructions for the revision of the format for submission of proposals for approval of the Expenditure Finance Committee wherein the linkage of the beneficiary identification mechanism with the Aadhaar number is to be indicated. The Aadhaar number has been recognized as valid PoI/PoA for obtaining new LPG connections. The state governments of Sikkim, Tripura, and Andhra Pradesh have also declared the Aadhaar number valid PoI and PoA for their various schemes. Karnataka has also drawn up a plan for implementation of the Aadhaar project and also for the Karnataka Resident Data Hub for integration of the Aadhaar number with various services. An Aadhaar Payments Bridge has been designed and is being tested on pilot basis for MGNREGA payments in Jharkhand. The Aadhaar Payments Bridge will enable the transfer of funds directly into the bank accounts of beneficiaries on the basis of the Aadhaar number. This will considerably simplify the process of disbursement of welfare funds by government departments.

Education

13.29 India which had a bottom-heavy population is now graduating to an economy with middle- heavy population. To reap the benefits of this demographic dividend to the full, India has to provide education to its population and that too quality education. The Twelfth Plan Approach Paper focuses on teacher training and evaluation and measures to enforce accountability. It also stresses the need to build capacity in secondary schools to absorb the pass-outs from expanded primary enrolments. The GER in higher education must be targeted to increase from nearly 18 per cent at present to say 25 per cent by 2016-17.

Elementary and Secondary Education

13.30 The government has initiated many schemes for elementary and secondary education. Some are as follows:

Sarva Shiksha Abhiyan (SSA)/Right to Education (RTE): Free education for all children between the ages of 6 and 14 years has been made a fundamental right under the RTE Act 2009. While the RTE Act was notified on 27 August 2009 for general information, the notification for enforcing the provisions of the Act with effect from 1 April 2010 was issued on 16 February 2010. It mandates that every child has a right to elementary education of satisfactory and equitable quality in a formal school which satisfies certain essential norms and standards. The reform processes initiated in 2010-11 continued during the year 2011-12. Some recent developments in this regard include (a) notification of Central RTE Rules on 8 April 2010, followed by notification of State RTE Rules by the states, (b) revision of the SSA norms to correspond with the provisions of the RTE Act including norms for sanctioning additional teacher posts, classrooms, teaching-learning equipment to enable states to move to an eight-year elementary education cycle, enhancement of academic support for better school supervision, and expansion of Kasturba Gandhi

Balika Vidyalayas (KGBVs), (c) revision of the fund-sharing pattern between the central and state governments for implementation of RTE-SSA programme from the earlier pattern in the sliding scale to a 65:35 ratio between the centre and states for a five-year period from 2010-11 to 2014-15, (d) notification of the National Council for Teacher Education (NCTE) as the academic authority for laying down teacher qualifications, (e) launching of a country-wide campaign for raising public awareness about the RTE and mobilizing communities to ensure that all schools become RTE compliant (f) cumulatively 334,149 new primary and upper primary schools have been opened, 267,209 school buildings and 1,410,937 additional classrooms constructed, 212,233 drinking water facilities, and 477,263 toilets have been provided, supply of free textbooks to 8.77 crore children on annual basis, and in-service training to 19.23 lakh teachers (The number of out-of-school children has come down from 134.6 lakh in 2005 to 81.5 lakh in 2009 as per an independent study conducted by the SRI-IMRB). There are 3367 KGBVs in 26 States, providing residential schooling facilities at upper primary stage for girls belonging predominantly to SC, ST, OBC, and minority communities with 458 KGBVs in blocks with substantial Muslim population, 663 KGBVs in blocks with high ST population, and 1035 in SC-dominated blocks. A total of 2.83 lakh girls was enrolled in KGBVs, of whom 30.32 per cent were SCs, 25.43 per cent STs, 26.36 per cent OBCs, 9.51 per cent Muslims, and 10 per cent from the BPL category.

National Programme for Education of Girls at Elementary Level (NPEGEL): This is a focused intervention for reaching out to the hardest to reach girls. It provides additional support for enhancing girls' education over and above the investments for girls' education under the SSA, including gender sensitization of teachers, development of gender-sensitive material, and provision of need-based incentives. The scheme is implemented in educationally backward blocks (EBB) where rural female literacy is low. The NPEGEL is operational in all EBBs covering 40,623 clusters.

National Programme of Mid Day Meals in schools: Under the National Programme of Mid Day Meals in schools, cooked midday meals are provided to all children attending Classes I-VIII in government, local body, government-aided, and National Child Labour Project schools. EGCs/alternate and innovative education centres including madarsas/ maqtabs supported under the SSA across the country are also covered under this programme. At present the cooked midday meal provides an energy content of 450 calories and protein content of 12 grams at primary stage and an energy content of 700 calories and protein content of 20 grams at upper primary stage. Adequate quantity of micro-nutrients like iron, folic acid, and vitamin A are also recommended for convergence with the NRHM. During 2010-11, the budget allocation under this programme was ₹ 9440 crore against which the total expenditure incurred was ₹ 9128.44 crore. About 10.46 crore children (7.33 crore in primary and 3.13 crore in upper primary stages) have been benefitted under the programme during 2010-11.

Rashtriya Madhyamik Shiksha Abhiyan (RMSA): The RMSA was launched in March 2009 with the objective of enhancing access to secondary education and improving its quality. In addition to ensuring access, the quality interventions include ensuring all secondary schools conform to prescribed norms, removing gender, socio-economic and disability barriers, providing universal access to secondary level education by 2017, i.e. by the end of the Twelfth Five Year Plan, and achieving universal retention by 2020. The central and state governments bear 75 per cent and 25 per cent of the project expenditure respectively during the Eleventh Five Year Plan. The funding pattern is in the ratio of 90:10 for the north-eastern states. The RMSA Annual Plan 2011-12 proposals received from all 35 states/UTs were considered by the Project Approval Board (PAB) of the scheme and major interventions such as opening of 4032 new schools, strengthening of 15,567 existing schools, 832 residential quarters for teachers, and 52,352 additional teachers have been approved. During 2011-12, the budget allocation for this programme is ₹ 2423.90 crore against which, ₹ 1996.40 crore (as on 15 February 2012) has been released to state governments.

Model Schools Scheme: A scheme for setting up 6000 model schools as benchmarks of excellence at block level with one school per block was launched in November 2008 with a view to providing quality education to talented rural children. The scheme has two modes of implementation: (i) 3500 schools are to be set up in as many Educationally Backward Blocks(EBBs) through state/UT governments and (ii) the remaining 2500 schools are to be set up under PPP mode in blocks that are not educationally backward. At present, only the first component is being implemented. The implementation of the PPP

component will start from Twelfth Five Year Plan. Since the inception of the scheme, approval has been granted for setting up 1942 model schools in 22 states. Financial sanctions have been accorded for setting up 1538 schools in 20 States and ₹ 1697.95 crore has been released as central share to these states. During 2010-11, 140 schools had become functional in Punjab (21 schools), Karnataka (74 schools), Chhattisgarh (15 schools), Tamil Nadu (18 schools), and Gujarat (12 schools) and ₹ 9.55 crore as recurring grants was released to these states. In 2011-12, the number of functional schools has increased to 438 in seven states.

Inclusive Education for the Disabled at Secondary Stage (IEDSS): The IEDSS scheme was launched in 2009-10 replacing the earlier Integrated Education for Disabled Children (IEDC) scheme. While inclusive education for disabled children at elementary level is being provided under the SSA, this scheme provides 100 per cent central assistance for inclusive education of disabled children studying in Classes IX-XII in mainstream government, local body, and government-aided schools. The aim of the scheme is to facilitate continuation of education of children with special needs up to higher secondary level. The scheme provides for personal requirements of the children in the form of assistive devices, helpers, transport, hostel, learning material, and scholarship for the girl child up to ₹ 3000 per disabled child per annum. In addition, assistance is also provided for salary of special teachers, capacity building of teachers, making schools barrier free, establishment of resource rooms, and awareness and orientation. A budget of ₹ 100 crore was allocated for this scheme during 2011-12 and over 1.30 lakh disabled children are proposed to be covered in this year.

Vocational Education: The revised centrally sponsored Vocationalisation of Secondary Education scheme aims to address the weaknesses of the earlier scheme to strengthen vocational education in Classes XI-XII. The components approved for implementation in the remaining period of the Eleventh Plan, i.e. 2011-12, include (a) strengthening of 1000 existing vocational schools and establishment of 100 new ones through state governments, (b) assistance to 500 vocational schools under the PPP mode, (c) in-service training of seven days for 2000 existing vocational teachers and induction training of 30 days for 1000 new ones, (d) development of 250 competency based modules for each individual vocational course, (e) establishment of a vocational education cell within the Central Board of Secondary Education (CBSE), (f) assistance to 150 reputed NGOs to run short-duration innovative vocational education programmes, and (g) pilot programme under the National Vocational Education Qualifications Framework(NVEQF) in Class IX in Haryana and West Bengal.

Saakshar Bharat (SB)/Adult Education: The National Literacy Mission, recast as Saakshar Bharat (SB) launched by the Prime Minister on 8 September 2009, reflects the enhanced focus on female literacy. The literacy rate according to the 2001 census was 64.83 per cent, improving to 74.04 per cent in 2011. The literacy rate improved sharply among females as compared to males. While the literacy rate for males rose by 6.9 per cent from 75.26 per cent to 82.14 per cent, it increased by 11.8 per cent for females from 53.67 per cent to 65.46 per cent. The target of the Eleventh Five Year Plan is to achieve 80 per cent literacy. With just one year to go for the Twelfth Five Year Plan, 74 per cent literacy has been achieved. Literacy levels remain uneven across states, districts, social groups, and minorities. The government has taken positive measures to reduce the disparities by focusing on backward areas and target groups. By March 2010, the programme had reached 167 districts in 19 states covering over 81,000 gram panchayats. During 2010-11, the programme was to cover 29,000 additional gram panchayats in 102 districts. The programme had thus reached 24 states and one UT by the end of 2010-11. By the end of March 2011, about 2 lakh literacy classes enrolling about 20 lakh learners were functioning in Andhra Pradesh (135,634), Karnataka (35,647), Chhattisgarh (13,048), Tamil Nadu (2875), Gujarat (3875), Rajasthan (2354), Uttarakhand (2176), Jharkhand (516), West Bengal (962), and Sikkim (450). The process of implementation of the programnme in the 102 districts sanctioned during 2010-11 has started and preparatory activities are being undertaken. By the end of September 2011, 372 out of 410 eligible districts had been covered under the programme comprising of 4441 blocks and 161,993 gram panchayats. Since the Mission has been envisaged as a people's programme, stakeholders, especially at grassroots level, have due say and role in its planning and implementation. The decentralized model of the Mission provides PRIs a pivotal role in implementation of the programme at district level.

13.31 Despite the efforts of the government in providing primary and elementary education, there

Box 13.4 : Main Findings of ASER 2011

Some Positives or status quo maintained

Enrollment : In 2011, 96.7 per cent of all 6-14 year olds in rural India are enrolled in schools. This number has held steady since 2010. States that had a high proportion (over 10 per cent) of 11-14 year old girls out of school in 2006 have made significant progress. For example Bihar out of school numbers have dropped from 17.6 per cent in 2006 to 4.3 per cent in 2011. Rajasthan shows a decline from 18.9 per cent in 2006 to 8.9 per cent in 2011. Uttar Pradesh has shown the least progress with 11.1 per cent in 2006 and 9.7 per cent in 2011. Substantial numbers of five year old children are enrolled in schools. The All India figure stands at 57.8 per cent for 2011. This proportion varies across states, ranging from 87.1 per cent in Nagaland to 18.8 per cent in Karnataka.

Private school enrollment is rising in most states : Nationally, private school enrollment has risen year after year for the 6-14 age group, increasing from 18.7 per cent in 2006 to 25.6 per cent in 2011. These increases are visible in all states except Bihar. In states like Uttarakhand, Rajasthan, Uttar Pradesh, Maharashtra, Andhra Pradesh, Kerala, Manipur and Meghalaya there has been an increase of over 10 percentage points in private school enrollment in the last five years. According to ASER 2011 data, between 30 to 50 per cent of children in rural areas of Haryana, Uttar Pradesh, Nagaland, Meghalaya, Punjab, Jammu & Kashmir, Rajasthan, Uttarakhand, Maharashtra and Andhra Pradesh are enrolled in private schools.

Better provision of girls' toilets : The proportion of schools where there was no separate girls' toilet has declined from 31.2 per cent in 2010 to 22.6 per cent in 2011. Also, there has been a substantial improvement in the proportion of schools that have separate girls' toilets that are useable. This figure has risen nationally from 32.9 per cent in 2010 to 43.8 per cent in 2011.

More libraries in schools, and more children using them : The proportion of schools without libraries has declined from 37.5 per cent in 2010 to 28.6 per cent in 2011. Children were seen using the library in more schools as well - up from 37.9 per cent in 2010 to 42.3 per cent in 2011.

Schools get their grants, but not on time : Between FY 2008-9 and FY 2010-11 the flow of SSA grants to schools improved significantly. However, this improvement occurred largely between FY 2008-9 and 2009-10. In fact a marginal decrease in the proportion of schools receiving grants is observed between FY 2009-10 and 2010-11. The data suggest that schools tend to get their grants during the second half of the fiscal year.

Not much change in compliance on Pupil-teacher ratio and Classroom-teacher ratio : At the All India level, there has been a marginal improvement in the proportion of schools complying with RTE norms on pupil-teacher ratio, from 38.9 per cent in 2010 to 40.7 per cent in 2011. In 2011, Kerala stands out with 94.1 per cent of schools in compliance, and in Jammu & Kashmir, Nagaland and Manipur, more than 80 per cent schools are in compliance with these norms. At the All India level, there has been a marginal decline in the proportion of schools with at least one classroom per teacher, from 76.2 per cent in 2010 to 74.3 per cent in 2011. In Mizoram, 94.8 per cent of schools comply with the teacher-classroom norms and in Punjab, Uttarakhand, Rajasthan, Uttar Pradesh, Gujarat and Maharashtra more than 80 per cent of schools are in compliance.

No major changes in buildings, playgrounds, boundary walls or drinking water : All India figures for 2011 show no significant improvement in the proportion of schools with an office cum store. This figure remains at 74 per cent. Similarly, for the country as a whole, about 62 per cent of visited schools had a playground, both in 2010 and in 2011. However, there has been an increase in the proportion of all schools that have a boundary wall, from 50.9 per cent in 2010 to 54.1 per cent in 2011. Nationally, the proportion of schools with no provision for drinking water remained almost the same at 17 per cent in 2010 and 16.6 per cent in 2011. The proportion of schools with a useable drinking water facility has remained steady at about 73 per cent. Kerala has the best record with 93.8 per cent schools that have a useable drinking water facility.

Some Negatives

Basic reading levels showing decline in many states : Nationally, reading levels are estimated to have declined in many states across North India. The All India figure for the proportion of children in Std V able to read a Std 2 level text has dropped from 53.7 per cent in 2010 to 48.2 per cent in 2011. Such declines are not visible in the southern states. In a few states there is good news. In Gujarat, Punjab and Tamil Nadu the numbers for 2011 are better than for 2010. Several states in the north-eastern region of India also show positive change. Karnataka and Andhra Pradesh numbers remain unchanged from last year.

Arithmetic levels also show a decline across most states : Basic arithmetic levels estimated in ASER 2011 show a decline. For example, nationally, the proportion of Std III children able to solve a 2 digit subtraction problem with borrowing has dropped from 36.3 per cent in 2010 to 29.9 per cent in 2011. Among Std V children, the ability to do similar subtraction problems has dropped from 70.9 per cent in 2010 to 61.0 per cent in 2011. This decline is visible in almost every state; only Andhra Pradesh, Karnataka and Tamil Nadu show improvements from 2010 to 2011. Several states in the north-eastern region of India also show positive change. There is no change in arithmetic levels in Gujarat.

Children's attendance has declined : At all India level, children's attendance shows a decline from 73.4 per cent in 2007 to 70.9 per cent in 2011 in rural primary schools. In some states, children's attendance shows a sharp decline over time: for example in primary schools of Bihar, average attendance of children was 59 per cent in 2007 and 50 per cent in 2011. In Madhya Pradesh it has fallen from 67 per cent in 2007 to 54.5 per cent in 2011 and in Uttar Pradesh from 64.4 per cent (2007) to 57.3 per cent (2011).

More than half of all Std 2 and Std 4 classes sit together with another class : Nationally, for rural government primary schools, over half of all classes visited are multigrade. For example, at the all India level Std 2 children were sitting with one or more other classes in 58.3 per cent of Std 2 classes in primary schools. This figure was 53 per cent for Std 4.

Source : ASER 2011, Press Release Dated 16 January 2011, website http://images2.asercentre.org/aserreports/ASER_2011_PRESS_RELEASE.pdf

is a lot more to be done. The Annual Status of Education Report (ASER) by Pratham, an NGO, in its seventh annual survey of rural children since 2005 conducted in 558 districts, 16,017 villages, 327,372 households, and 633,465 children highlights many positives as well as negatives (Box 13.4). It particularly indicates that more needs to be done in terms of quality of education.

Higher and Technical Education

13.32 Higher education is of vital importance for the country, as it is a powerful tool for building a knowledge-based twenty-first-century society. The Indian higher education system is one of the largest in the world. At the time of Independence, there were only 20 universities and 500 colleges with 0.1 million students; these have increased to 611 universities and university-level institutions and 31,324 colleges as on August 2011. To prepare for the challenges of the twenty-first century, the government has taken a number of initiatives during the Eleventh Plan period focusing on improvement of access along with equity and excellence, adoption of state-specific strategies, enhancement of the relevance of higher education through curriculum reforms, vocationalization, networking, and use of information technology and distance education along with reforms in governance in higher education. A large-scale expansion in university education has been initiated during the Eleventh Five Year Plan by setting up new educational institutions comprising 30 central universities, 8 new Indian Institutes of Technology (IITs), 8 new Indian Institutes of Management (IIMs), 10 new National Institutes of Technology (NITs), 20 new Indian Institutes of information Technology (IIITs), 3 new Indian Institutes of Science education and Research (IISERs), 2 new Schools of Planning and Architecture (SPAs), 374 model colleges, and 1000 polytechnics. Other important initiatives include upgradation of state engineering institutions, expansion of research fellowships and provision of hostels for girls, reservation for SCs, STs and OBCs, focus on backward, hilly and remote locations including the north-east, facilitating greater participation of students belonging to minorities, girls, and persons with disabilities, scholarships, provision of education loans with interest free subsidies, setting up of polytechnics in unserved areas, and degree colleges in low GER districts. The National Mission in Education through ICT, which aims at providing high speed broadband connectivity to universities and colleges and development of e-content in various disciplines, is under implementation. Open and distance learning is encouraged for increasing access to and making quality education available at any time, any place. Internationalization and collaborative arrangements and setting up of UNESCO Category I institute are other initiatives for extending the global reach of education. A new Scheme of Interest Subsidy on Educational Loans to EWS students has been introduced from 2009-10. Under the scheme, full interest subsidy during the period of moratorium on loans taken by EWS students from scheduled banks under the Educational Loan Scheme of the Indian Banks' Association for pursuing technical and professional courses from recognized institutions in India, is paid by the central government. Education being an important component of economic development and a driving force for economic growth, governments in India and across the world are subsidizing higher education. However, over the years, the diverging trajectories of costs and revenues due to rapidly increasing per-student costs and increasing tertiary level participation has created immense pressures on the exchequer. Moreover, subsidies are inequitable in the sense that irrespective of one's parents' wealth, all individuals in a state subsidized institution get the same level of subsidy. Therefore, there are views that argue for reducing government support for higher education and replacing it with better commercial student loan schemes. (See Box 13.5)

13.33 Some of the major initiatives taken during 2011-12 for promoting higher and technical education are the following:

- National Mission in Education through ICT: Content generation and connectivity along with provision for access devices for institutions and learners are the major components of the Mission. So far nearly 400 universities have been provided 1 Gbps connectivity or have been configured under the scheme and more than 14,000 colleges have also been provided VPN connectivity. A number of projects have been sanctioned for innovative use of ICT. Creation of e-content for 996 courses in Phase II in engineering, sciences, technology, humanities, and management has been undertaken by IIT Madras. The Consortium for Educational Communication (CEC) has been tasked with creation of e-content for 87 undergraduate subjects. For creation of e-content for 77 postgraduate subjects, a proposal by the University Grants Commission (UGC) has been approved. More than 2000 e-journals and 55,000

Box 13.5 : Avoiding educational poverty traps: Income Contingent Loans and the Financing of Higher Education

Existing debt markets for student loans, are highly imperfect (with high interest rates and collateral requirements). An alternative is a type of student loans called Income Contingent Loans (henceforth ICL). Friedman and Kuznets were the first to suggest that people could sell "shares" in their future income streams and take loans. Nerlove discusses the idea formally and proposes an ICL scheme. An ICL is essentially a loan given to anyone who wants to invest in higher education and the repayment, which starts once the individual gets a job, is denominated in terms of a certain percentage of the income to be paid for a stipulated time period. Such loans are usually given directly to the educational institution and then recovered from the student once she gains employment. The distinguishing feature of an ICL is insurance against unfavourable outcomes, since the repayment amount is positively linked to income and could even be zero below a certain threshold income level.

Australia was the first country to institute a broadly based income-contingent charging system for higher education called Higher Education Contribution Scheme (HECS) in 1973. New Zealand, South Africa with its National Student Financial Aid Scheme (NSFAS) introduced in 1991, the UK, Israel and the US also have similar schemes. All these schemes have the basic flavour of the ICL but other ingredients vary. There is evidence that the social composition of university participants in Australia was more equal after the implementation of HECS than before. Moreover, there was a strong relative growth in participation by middle income groups and females post-HECS.

A recently developed theoretical paper by the Indian Statistical Institute(ISI) deals with the impact of an ICL scheme as an alternative to standard mortgage loans in a developing country framework. In the absence of active government intervention, poor economies are characterized by low levels of education and high rates of school drop-outs. Poverty combined with impediments to the financing of higher education compel households to send their children to work, which hampers their education and skill formation, thereby restricting their future earning capabilities. In designing policies to combat chronic poverty (or poverty 'traps'), the dynamic consequences of any such scheme should be taken into account. A government sponsored ICL scheme can be used as an effective anti-poverty measure as it creates dynamic incentives for poorer households to invest in education, thereby allowing them to escape long run poverty traps. In the stylized version of ICL the agents repay the loan as an additional tax to the government, only in the event of success. In that case, when the agents fail, there is a lower bound to which their income can fall. Thus, by providing a cushion for those who go for skill formation, the ICL scheme ensures that the dynamic incentives for skill formation remain intact even for those who fail in initial attempts. At the same time, by relaxing the life-time budget constraint of the poor households, it incentivizes more people to go for skill formation. The advantages of ICLs over subsidies and standard mortgage loans include fiscal advantages as they are self-financing; equity as ICLs can be targeted to benefit the poor; outcome orientation instead of outlay orientation of subsidies; and risk reduction for households. The risk borne by government is more than balanced by the positive spillovers from aggregate human capital accumulation, better socio-economic outcomes, and consequent tax base expansion and revenue increases.

Source: Based on study by Indian Statistical Institute(ISI), New Delhi

e-books from 297 publishers have been made available online under this programme. A major development during the year has been the launch of Aakash, the low cost access-cum-computing device that was launched on 5 October 2011. IIT Rajasthan has been granted ₹ 47.72 crore for acquisition and testing of Aakash devices under the National Mission on Education through Information and Communication Technology scheme.

- To address the increasing skill challenges of the Indian IT industry, the government has approved setting up of twenty new IIITs on a PPP basis. The partners in setting up the IIITs would be the Human Resource Development (HRD) Ministry, respective states where each IIIT will be established, and industry. Completion of the project is targeted in nine years from 2011-12 to 2019-20. In this regard, the government has invited proposals from the states for setting up of 20 IIITs.
- An Expert Group was set up by the Prime Minister for enhancing employment opportunities in Jammu & Kashmir and for formulating a job plan involving the public and private sectors. One key recommendation of the Expert Group was to offer 5000 scholarships per annum over the next five years, for encouraging the youth of Jammu & Kashmir to pursue higher studies outside the State of Jammu & Kashmir. The scheme provides tuition fees, hostel fees, cost of books, and other incidental charges to students belonging to Jammu & Kashmir who, after passing Class XII or equivalent examination, secure admission in government colleges/ institutions and other select institutions outside

the State of Jammu & Kashmir. This scheme is being implemented since 2011-12.

- Some institutions like the IITs have, in order to promote innovation, created technology business incubation facilities in their campuses. These are proving to be focal points amongst students and faculty for working towards taking some of their applied research to the market through the creation of business models for the same. These efforts need to be expanded greatly (a) by scaling up the previously successful centres of such innovations, and (b) by creating many such centres across the higher technical institutions in the country.

Health

13.34 The National Health Policy of 2002 and the priorities set in the successive Five year Plans provide the framework for the implementation of policies and programmes for health care. The National Health Policy seeks to provide prophylactic and curative health-care services and aims at achieving an acceptable standard of good health amongst the general population in the country by increasing access to the decentralized public health system. Access to the decentralized public health system is sought to be increased through establishment of new infrastructure in deficient areas and upgrading of existing infrastructure. Success in eliminating or controlling diseases such as small pox, leprosy, polio, and TB is indicative of the progress made in some areas of health. Overall sex ratio in the country has increased from 933 in 2001 to 940 as per census 2011 (prov.). The health indicators in Table 13.12 show the progress made by India over the years.

13.35 Despite progress made on many fronts, there are areas of concern as progress has been quite uneven across regions with large-scale inter-state variations and rural and remote areas continue to have deficit in health facilities and manpower. This is also indicated in some of the recent reports (Box 13.6).

13.36 In 2011-12, the Plan outlay for health is ₹ 26760 crore. This outlay constitutes among others ₹ 17,840 crore under the NRHM and ₹ 2356 crore for schemes/projects in the north-eastern region and Sikkim. A provision of ₹ 1616.57 crore has been earmarked for the Pradhan Mantri Swasthya Suraksha Yojana (PMSSY) aimed at strengthening the tertiary sector. The National Programme for Prevention and Control of Cancer, Diabetes, Cardiovascular Diseases and Stroke (NPCDCS) has been allocated ₹ 125 crore in 2011-12. During 2011-12, ₹ 1700 crore has been earmarked for the National Aids Control Programme with the objective of halting and reversing the HIV epidemic in the country by integrating programmes for prevention, care, support, and treatment. The government also seeks to develop and promote the Indian system of medicines in an

Table 13.12 : India — Selected health indicators

Sl. No.	Parameter	1981	1991	Current level
1.	Crude Birth Rate (CBR) (per 1000 population)	33.9	29.5	22.1 (2010*)
2.	Crude Death Rate (CDR)(per 1000 population)	12.5	9.8	7.2 (2010*)
3.	Total Fertility Rate (TFR)(per woman)	4.5	3.6	2.6 (2009*)
4.	Maternal Mortality Rate (MMR) (per 100,000 live births)	NA	NA	212 (2007-9*)
5.	IMR (per 1000 live births):	110	80	47(2010*)
	Rural			51
	Urban			31
6.	Child (0-4 years) Mortality Rate (per 1000 children)	41.2	26.5	14.1 (2009*)
7.	Life Expectancy at Birth:	**(1981-85)**	**(1989-93)**	**(2002-06)****
	Total	55.4	59.4	63.5
	Male	55.4	59.0	62.6
	Female	55.7	59.7	64.2

Source: Ministry of Health and Family Welfare.
***Sample Registration Survey (SRS), RGI.**
**** Abridged Life Table 2002-06, RGI.**

Box.13.6 : Findings of HUNGaMA Survey in 100 Focus Districts on Hunger and Malnutrition

A reduction in the prevalence of child malnutrition is observed : Prevalence of child underweight has decreased from 53 per cent to 42 per cent; this represents a 20.3 per cent decrease over a 7 year period with an average annual rate of reduction of 2.9 per cent.

Child malnutrition is widespread across states and districts and starts early in life : 42 per cent of children under five are underweight and 59 per cent are stunted. Of the children suffering from stunting, about half are severely stunted; about half of all children are underweight or stunted by age 24 months.

Birth weight is an important risk-factor for child malnutrition : Prevalence of underweight in children born with a weight below 2.5 kg is 50 per cent while that among children born with a weight above 2.5 kg is 34 per cent.

Household socio-economic status has a significant effect on children's nutrition status : Prevalence of malnutrition is significantly higher among children from low-income families. Children from Muslim or SC/ST households generally have worse nutrition indicators.

Girls' nutrition advantage over boys fades away with time : Nutrition advantage girls have over boys in the first months of life seems to be reversed over time as they grow older, potentially indicating neglect vis-à-vis girls in early childhood.

Mothers' education level determines children's nutrition : Prevalence of child underweight among mothers who cannot read is 45 per cent while that among mothers with 10 or more years of education is 27 per cent; 92 per cent mothers had never heard the word "malnutrition".

Giving colostrum to the newborn and exclusive breastfeeding for first 6 months of a child's life are not commonly practiced : 51 per cent of the mothers did not give colostrum to the newborn soon after birth and 58 per cent mothers fed water to their infants before 6 months.

Hand washing with soap is not a common practice : 11 per cent mothers said they used soap to wash hands before a meal and 19 per cent do so after a visit to the toilet.

Anganwadi Centres are widespread but not always efficient : There is an Anganwadi Centre in 96 per cent of the villages, 61 per cent of them in pucca buildings; the Anganwadi service accessed by the largest proportion of mothers(86 per cent) is immunization; 61 per cent of Anganwadi Centres had dried rations available and 50 per cent provided food on the day of survey; only 19 per cent of the mothers reported that the Anganwadi Centre provides nutrition counseling to parents.

Source **:** HUNGaMA http://hungamaforchange.org Survey Report on Poorest Child Development Indicators in 100 Focus Districts in Six States;- Bihar, Jharkhand, Madhya Pradesh, Orissa, Rajasthan & UP.

organized and scientific manner by involvement/ integration of AYUSH (Ayurveda, Yoga, Unani, Siddha, and Homeopathy) systems in national health-care delivery and has allocated ₹ 900 crore plan outlay for it in 2011-12.

13.37 There has been an increase in public health investment in the country. The combined revenue and capital expenditure of the centre and states on medical and public health, water supply and sanitation, and family welfare has increased from ₹ 53,057.80 crore in 2006-7 to ₹ 96,672.79 crore in 2010-11(BE). In addition to increasing resource allocation for the health sector the government is also playing a critical role in facilitating access to health care delivery channels, public and private, through subsidized health insurance schemes like the RSBY for providing basic health care to poor and marginal workers. The RSBY is being extended to cover MGNREGA beneficiaries and beedi workers. Despite efforts by the government to provide affordable access to the decentralized public health system, the expenditure of the government on public health as a percentage of GDP is low.

13.38 The government has launched a large number of programmes and schemes to address major concerns and bridge the gaps in existing health infrastructure and provide accessible, affordable, equitable health care. These include the NRHM, National Programme for Health Care of the Elderly (NPHCE), National Mental Health Programme, NPCDCS, Pradhan Mantri Swasthya Suraksha Yojana (PMSSY), upgradation/strengthening of state government medical colleges, development of paramedical services and the Programmes of AYUSH. The details of major programmes are as follows:

NRHM: The NRHM launched in 2005 aims to improve accessibility to quality health care for the rural population, bridge gaps in health care, facilitate decentralized planning in the health sector and bring about inter-sectoral convergence. The NRHM provided an overarching umbrella to the existing health and family welfare programmes including Reproductive and Child Health (RCH-II) and various programmes for control of diseases, including tuberculosis, leprosy, vector-borne diseases and

blindness. The effort is to integrate all vertical programmes. All the programmes have now been brought under the District Health Society at district level and State Health Society at state level. Under the NRHM, over 1.4 lakh health human resources have been added to the health system across the country (up to September 2011) which include 11,712 doctors/specialists, 10,851 AYUSH doctors, 66,784 auxiliary nurse midwives (ANMs), 32,860 staff nurses, and 14,434 paramedics including AYUSH paramedics. Accredited social health activists (ASHAs) are engaged in each village / large habitation in the ratio of one per 1000 population. Till September 2011, 8.55 lakh ASHAs have been selected in the entire country out of which 8.07 lakh have been given orientation training and engaged. Further, 7.41 lakh ASHAs have been provided with drug kits. So far over 8330 primary health centres (PHCs), accounting for nearly 35 per cent of total PHCs, have been made functional as 24x7 services across the country. Further, 442 districts in the country are equipped with mobile medical units under the NRHM. Under the NRHM, emphasis has been laid on prevention and promotion aspects of health care. At village level, village health sanitation and nutrition committees (VHSNCs) have been constituted to create awareness about disease prevention and take preventive measures. Each VHSNC is provided ₹ 10,000 every year. So far 496,338 VHSNCs have been constituted. Funds are also provided to the states for capacity building and training of VHSNC members. There has been a steady increase in health-care infrastructure available over the plan period. As on March 2010, 147,069 sub-centres, 23,673 PHCs and 4,535 community health centres (CHCs) were functioning in the country (Table 13.13). Some of the weaknesses identified in the health delivery system in the public sector are poor upkeep and maintenance and high absenteeism of manpower in rural areas. The NRHM seeks to strengthen the public health delivery system at all levels.

Reproductive and Child Health (RCH): The RCH Programme was launched in 1997-8 as a separate entity up to the year 2004-5 as a part of the Family Welfare Programme and was brought under the ambit of the NRHM during the Eleventh Plan. It has components such as pulse polio immunization and routine immunization for protection of children from life threatening conditions that are preventable such as tuberculosis, diphtheria, pertussis, tetanus, polio, and measles.

Table 13.13: Health Care Infrastructure

Facilities	No.
SC/PHC/CHC*(2010)	175,277
Government hospitals (rural & urban areas)**	12,760
AYUSH hospitals & dispensaries	24,943
Nursing personnel (as on 31-12-09)**	1,702,555
Doctors (modern system) (2010)**	816,629

Sources **: *RHS: Rural Health Statistics in India 2010. ** National Health Profile, 2010.**

Janani Suraksha Yojana (JSY): The JSY was launched with focus on demand promotion for institutional deliveries in states and regions where these are low. It integrates cash assistance with delivery and post-delivery care. It targets lowering of MMR by ensuring that deliveries are conducted by skilled birth attendants. The JSY scheme has shown rapid growth in the last three years, with 90.37 lakh beneficiaries in 2008-9 to 106.96 lakh beneficiaries in 2010-11. The issues of governance, transparency, and grievance redressal mechanisms are now the thrust areas for the JSY.

Janani Shishu Suraksha Karyakram (JSSK): The JSSK is a new initiative launched on 1 June 2011 to give free entitlements to pregnant women and sick new borns for cashless delivery, C-Section, drugs and consumables, diagnostics, diet during stay in the health institutions, provision of blood, exemption from user charges, transport from home to health institutions, transport between facilities in case of referral, and drop back from Institutions to home. A sum of ₹ 1437 crore has been allocated to the states during 2011-12 under the JSSK. In order to reach out to difficult, inaccessible, backward and under-served areas with poor health indicators, 264 high focus districts in 21 states have been identified based on concentration of SC/ST population and presence of left wing extremism for focused attention. A Mother and Child Tracking System has been introduced, which provides complete data of the mothers with their addresses, telephone numbers, etc. for effective monitoring of ante-natal and post-natal check-up of mothers and immunization services.

National Vector Borne Disease Control Programme: This Programme is being implemented for prevention and control of vector-borne diseases such as malaria, filariasis, kala-azar, Japanese encephalitis, dengue, and chikungunya. The

government has taken various steps for tackling of vector-borne diseases including dengue and chikungunya by the states. There are 250 filaria-endemic districts in 20 states /UTs in the country. The National Health Policy (2002) aims at elimination of lymphatic filariasis in country by 2015. Kala-azar is endemic in four states, namely Bihar, West Bengal, Jharkhand, and Uttar Pradesh. During 2011, 31,322 cases and 78 deaths have been reported. The disease has been targeted for elimination by 2015 as per a tripartite agreement between India, Nepal, and Bangladesh. Under the elimination programme, the centre provides 100 per cent operational cost to the states, besides anti kala-azar medicines, drugs, and insecticides.

Revised National Tuberculosis Control programme (RNTCP): The RNTCP, a centrally sponsored ongoing scheme, is an application in India of the WHO-recommended directly observed treatment short course popularly known as DOTS. Under the programme, quality diagnosis and treatment facilities including a supply of anti-TB drugs are provided free of cost to all TB patients. More than 13,000 microscopy centres have been established in the country. During 2010-11, the programme has achieved new sputem positive case detection rate of 71 per cent and treatment success rate of 87 per cent which is in line with global targets for TB control.

National Leprosy Eradication Programme (NLEP): The NLEP was started in 1983 with the objective of eradication of the disease. In 2005, the dreaded disease after 22 years recorded a case load less than 1 per 10,000 population at national level. The recorded prevalence further came down to 0.69 per 10,000 in March 2011.

National Programme for Control of Blindness (NPCB): The NPCB, launched in the year 1976 as a 100 per cent centrally sponsored scheme with the goal of reducing the prevalence of blindness to 0.3 per cent by 2020, showed reduction in the prevalence rate of blindness from 1.1 per cent (2001-2) to 1 per cent (2006-7).

National Programme for Health Care of the Elderly (NPHCE): The NPHCE aims to provide separate and specialized comprehensive health care to senior citizens at various levels of the state health-care delivery system including outreach services. Some of the strategies include preventive and promotive care, management of illness, health manpower development for geriatric services, medical rehabilitation, and therapeutic intervention and Information Education and Communication(IEC) activities. The major components of the NPHCE are establishment of 30 bedded departments of geriatrics in 8 identified regional medical institutions, and provision of dedicated health-care facilities at district, CHC, PHC and sub-centres levels in 100 identified districts of 21 states of the country.

NPCDCS: The NPCDCS was launched during the Eleventh Five year plan. It envisages health promotion and health education advocacy, early detection of persons with high levels of risk factors through opportunistic screening and strengthening of health systems at all levels to tackle Non Communicable Disease (NCDs), and improvement of quality of care. At present the programme is being implemented in 100 districts covering 21 states.

Human Resources and infrastructure development in Tertiary Health care: The Eleventh Plan also witnessed a number of initiatives to improve the availability of human resources in the health sector. With a view to strengthening government medical colleges, the land requirement norms and infrastructural requirements for opening new medical colleges have been revised. The faculty requirements have also been revised. Besides, increased intake at MBBS level has been enabled especially in the under-served states.

PMSSY: The PMSSY has been launched with the objectives of correcting regional imbalances in the availability of affordable/reliable tertiary health-care services and augmenting facilities for quality medical education in the country. These are sought to be achieved through establishing AIIMS-like Institutions and upgrading existing medical college institutions. The PMSSY aims at (i) construction of 6 AIIMS like institutions in the first phase at Bhopal, Bhubaneswar, Jodhpur, Patna, Raipur, and Rishikesh and in the second phase in West Bengal and Uttar Pradesh, ii) upgradation of 13 medical college institutions in the first phase and 6 in the second phase. The upgradation programmes broadly envisages improving health infrastructure through construction of super speciality blocks/trauma centres, etc. and procurement of medical equipment for existing as well as new facilities. Seven more medical colleges are proposed to be upgraded, one each in Kerala, Karnataka and Madhya Pradesh and two each in Bihar and Uttar Pradesh in the third phase.

Upgradation/Strengthening of State Government Medical Colleges: This is a centrally sponsored

scheme for strengthening /upgradation of state government medical colleges. The scheme envisages a one-time grant of ₹1350 crore to be funded by central and state governments in the ratio of 75:25. During 2009-10 to 2011-12, 70 medical colleges have been funded.

Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homeopathy (AYUSH): Mainstreaming of AYUSH in national health care delivery is an important goal under the NRHM for which the government has sanctioned ₹ 42.19 crore upto December 31, during the current financial year. A new component of upgradation of AYUSH dispensaries has been incorporated in the centrally sponsored scheme of Development of AYUSH Hospitals and Dispensaries in July 2010. Besides, a component of setting up of 50/10 bedded integrated AYUSH hospitals for North Eastern and other hilly states has been introduced in 2011. The States of Himachal Pradesh, Jammu and Kashmir, Mizoram, Manipur, Tripura, have been financially assisted for setting up of 50 bedded hospitals while Assam and Sikkim for 10 bedded hospitals upto December 31, 2011.

Women and Child Development

13.39 The government has started several schemes and initiated many new policy initiatives for the welfare and development of women and children which also include initiatives for economic and social empowerment of women and securing gender equality in various aspects of social, economic, and political life(Box 13.7). The scope and coverage of the schemes for women and child development have been expanding under various Plans. The major schemes are as follows:

Integrated Child Development Services (ICDS): The scheme was launched in 1975 for holistic development of children below 6 years of age and proper nutritional and health education of pregnant and lactating mothers with 33 projects and 4,891 anganwadi centres (AWCs). It has now been universalized with the government cumulatively approving 7,076 projects and 14 lakh AWCs including 20,000 anganwadis 'on demand'. Apart from universalizing the ICDS scheme, the government has taken various other initiatives such as revision in financial norms of existing interventions including the Supplementary Nutrition Programme (SNP), revision in nutritional and feeding norms of supplementary nutrition and introduction of new WHO growth standards. In addition, the government has also changed the cost sharing between the centre and states from 2009-10 from 50:50 to 90:10 for all components including the SNP for the north-east and 50:50 for the SNP and 90:10 for all other components for all states. The Annual Plan outlay for 2011-12 for the ICDS was ₹ 14,048 crore (RE) of which ₹ 10,750 crore was released to states/ UTs up to December 2011. There were 6,779 ICDS projects and 12.96 lakh AWCs operational as on 30 November 2011.

Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (RGSEAG): This scheme was launched on 19 November 2010 with the objective of empowering adolescent girls in the age group 11-18 years by bringing improvement in their nutritional and health status and upgrading various skills like home skills, life skills, and vocational skills. To start with, it is being implemented in 200 selected districts across the country on a pilot basis. The RGSEAG is being implemented through state governments / UT administrations with 100 per cent financial assistance from the central government for all inputs other than nutrition provision for which 50 per cent central assistance is provided. AWCs are the focal points for delivery of services. Nearly 100 lakh adolescent girls in 200 districts are expected to be benefited per annum under the scheme. In these 200 districts, the Kishori Shakti Yojana (KSY) and Nutrition Programme for Adolescent Girls (NPAG) have been merged in the RGSEAG. Against an allocation of ₹ 750 crore under the scheme for the year, ₹ 512.35 crore has been released to states/ UTs.

The Rajiv Gandhi National Creche Scheme for Children of Working Mothers: This scheme provides for day-care facilities to 0-6 year-old children of working mothers by opening crèches and development services, i.e. supplementary nutrition, health-care inputs like immunization, polio drops, basic health monitoring, and recreation. The combined monthly income of both the parents should not exceed ₹ 12,000 for availing of the facilities. The number of crèches functional at present are 23,785 and beneficiary children are 594,625. The approved outlay for 2011-12 for the scheme was ₹ 85 crore.

Integrated Child Protection Scheme (ICPS): This centrally sponsored scheme implemented through states was launched in 2009-10 with the objective of providing a safe and secure environment for comprehensive development of children in the country who are in need of care and protection as well as children in conflict with the law. The ICPS provides

preventive and statutory care and rehabilitation services to any vulnerable child including, but not limited to, children of potentially vulnerable families and families at risk, children of socially excluded groups like migrant families, families living in extreme poverty, families subjected to or affected by discrimination and minority families, children infected and / or affected by HIV / AIDS, orphans, child drug abusers, children of substance abusers, child beggars, trafficked or sexually exploited children, children of prisoners, and street and working children. All the states/UTs except Jammu & Kashmir have signed memorandums of understanding (MOUs) for implementation of this scheme and the states are at various stage of preparation of their implementation plans and financial proposals. Release of grants to states/UTs is linked to setting up of statutory bodies and delivery structures by them. The allocation of funds under this scheme for 2011-12 is ₹ 213.40 crore at RE stage, against which ₹ 148.60 crore has been released.

Support to Training and Employment Programme for Women (STEP) Scheme : This scheme seeks to provide updated skills and new knowledge to poor women in 10 traditional sectors of agriculture, animal husbandry, dairy, fisheries, handlooms, handicrafts, khadi and village industries, sericulture, social forestry, and wasteland development so as to enhance their productivity and income generation. For expanding the reach of the programme and further strengthening it, implementation of the scheme was revised in November 2009. The scheme aims at introduction of locally appropriate sectors. The number of beneficiaries in each project may now vary from 200 to 10,000 with the funding ceiling at ₹ 16,000 per beneficiary up to a period of five years. Since inception, around 250 projects have been provided financial assistance under this scheme. Since January 2011, 12 new projects have been sanctioned up to January 2012, covering 14,225 beneficiaries and a sum of ₹ 11.50 crore has been allocated in financial year 2011-12 under the STEP scheme.

Rashtriya Mahila Kosh (RMK): The RMK (National Credit Fund for Women) was created in 1993 with a corpus fund of ₹ 31crore. The initial corpus has now grown to over ₹ 180 crore including reserves and surplus due to credit, investment and recovery management, and an additional budgetary allocation of ₹ 69 crore. Since its creation, the RMK has established itself as a premier advocacy organization for the development of the micro-finance sector at national and international levels to enhance the flow of micro credit in the unorganized sector for poor women. It focuses on poor women and their empowerment through the provision of credit for livelihood-related activities. The RMK provides micro-credit in a quasi-informal manner, lending to intermediate micro-credit organizations (IMOs) across states. The RMK has taken a number of promotional measures through micro-financing, thrift and credit, formation and stabilization of SHGs, and also enterprise development for poor women. From its inception till 15 December 2011, the RMK has sanctioned loans worth ₹ 315.32 crore and released ₹ 260.23 crore, covering over 6.94 lakh women beneficiaries.

Other Schemes: Some other schemes related to Women and Child Development,are as follows: (i) Ujjawala launched on 4 December 2007 aims at prevention of trafficking with five specific components-prevention, rescue, rehabilitation, reintegration, and repatriation of victims. During 2011-12, up to January 2012, financial assistance was provided for 27 new projects to NGOs, taking the total number of approved projects to 173. The total number of rehabilitation centres under these projects went up to 86 as compared to 75 in 2010-11, creating capacity for care and rehabilitation of more than 4,000 victims of trafficking. (ii) Bal Bandhu Scheme for protection of children in areas of civil unrest is being implemented through the National Commission for Protection of Child Rights (NCPCR) with the grant sanctioned from the Prime Minister's National Relief Fund. (iii) Swadhar Greh Scheme: Two existing schemes, i.e. Swadhar and Short Stay Home, being implemented with similar objectives and for the same target group have been merged into the 'Swadhar Greh' scheme in order to reach out to those women who are victims of unfortunate circumstances and are in need of institutional support for rehabilitation, so that they can lead their lives with dignity. Under the new scheme, women are provided emotional support and counselling to enable them to become self-reliant and get rehabilitated socially and economically through education, skill upgradation, and personality development. The envisaged coverage of the proposed scheme is all 641 districts of the country.

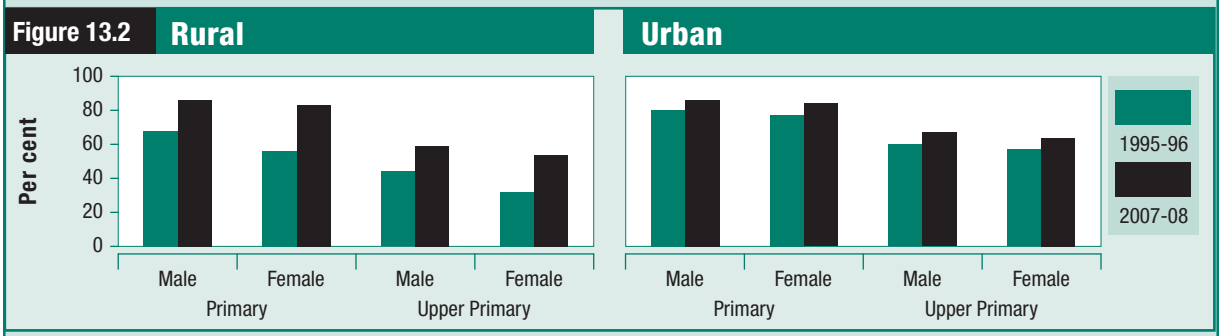
Box 13.7 : Empowerment of Women

Empowerment of women is closely linked to the opportunities they have in education, health, and economic and political participation. Government has been operationalising this approach through legislative and programmatic interventions as well as by mainstreaming gender into the development planning process. Major advancements over the years are the following:

Women and Education : The SSA has had positive outcomes for girl child education leading to an increase in the gender parity index (GPI) in primary (0.94) as well as upper primary (0.92) education. Enrolment of girls at primary level and upper primary level increased over the years. Data also shows that the number of girls in schools in the age group of 5-14 years has increased from 79.6 per cent in 2004-5 to 87.7 per cent in 2009-10. Similarly, the number of girls in the educational system in the 15-19 years age group increased from 40.3per cent to 54.6 per cent and in the age group 20-4 years from 7.6 per cent to 12.8 per cent over the same period. According to India Human Development Report 2011, despite attaining high enrolment rates, the net attendance rates (NAR) remained low. Further, attendance at the upper primary level was lower compared to primary level. (Figure 13.2). Therefore the challenge is to translate the high enrolment into high attendance rates.

Net Attendance Rates in rural and urban areas

Figure 13.2



The National Literacy Mission or Saakshar Bharat targeted female literacy as a critical instrument of women's empowerment. This has led to an increase in literacy amongst women from 53.67 per cent (Census 2001) to 65.46 per cent (Census 2011). For the first time, out of the total of 217.70 million literates added during the decade, women (110.07million) out numbered men.

Women and Health : Implementation of the NRHM has resulted in an improvement in many development indicators for women. As per the India Human Development Report, fertility rates have come down and have reached replacement levels in a number of states; MMR has come down to 212 per 100,000 live births in 2009 from 301 in 2003. IMR, though still high, has fallen to 50 per 1000 in 2009. Institutional deliveries have risen from 39 per cent in 2006 to 78 per cent in 2009.

Women and the Economy : The participation of women in the workforce, the quality of work allotted to them, and their contribution to the GDP are indicators of the extent of their being mainstreamed into the economy. The National Skill Development Programme (NSDP) has identified 231 modular courses for women. It is critical that the training has relevance to the changing labour markets. Efforts are needed to link skill development programmes to the NSDP to ensure relevance and enhance employability. An important strategy for financial inclusion of women, which is crucial for their integration into the economy, has been micro-finance. The model encourages access of SHGs to banks both as a means of savings and as providers of loan services. By March 2010, 69.53 lakh SHGs including those formed under the SGSY had been covered under the National Bank for Agricultural and Rural Development's (NABARD) SHG-bank linkage programme. Of these 76 per cent are exclusively women SHGs, accounting for 72.5 per cent of savings and 82 per cent of outstanding loans.

Promoting Gender Mainstreaming through Gender Budgeting (GB) : Recognizing that women, constituting 48 per cent of India's population, lag behind men on many social indicators like health, education, and economic opportunities and warrant special attention due to their vulnerability and lack of access to resources, GB, as a tool for achieving gender mainstreaming, has been adopted by the government in 2005. GB is not an accounting exercise but an ongoing process to ensure that the benefits of development reach women as much as men. It entails incorporating a gender perspective at all levels and stages of the budgetary process. The first step in this direction was the establishment of Gender Budgeting Cells in 56 ministries/departments at union level. A significant breakthrough was the introduction of the GB Statement in 2005-6, which is placed in parliament with the Union Budget documents every year. It serves as a reporting mechanism and provides an indication of the funds flowing to women. Over the years, the number of ministries/departments reporting in the GB Statement has gone up from 9 (2005-6) to 29 (2011-12). The magnitude of GB allocations as a percentage of total budget has also gone up from 2.79 per cent in 2005-6 to 6.22 per cent in 2011-12.

National Mission for Empowerment of Women (NMEW) : The NMEW, an umbrella mission to strengthen inter-sectoral convergence and facilitate the process of coordination of all the women's welfare and socio-economic development programmes across ministries and departments, was launched on 8 March 2010 to ensure economic and social empowerment of women. The NMEW is piloting the 'convergence model' across the country in 32 select districts with the aim of bridging the gap between demand and supply of women-related services by undertaking realistic estimates of the demand, creating greater awareness about women-based schemes and programmes of the government, augmenting the demand for various services/schemes for women, and connecting them with the service providers. The model includes introduction of convergence-cum-facilitation centres for women at district, tehsil / block and village levels. The first such pilot convergence project was launched in Pali district in Rajasthan on 16 September 2011 with the opening of 150 village-level centres.

Welfare And Development of SCs, STs, OBCs, and Other Weaker Sections

13.40 As part of the strategy to achieve inclusive development, the government is committed to the economic and social empowerment and educational upliftment of socially disadvantaged groups and marginalized sections of society. Accordingly, such programmes are implemented through states, government's apex corporations and NGOs. The PPP approach is also being explored for effective delivery of services with more accountability and transparency.

SCs

13.41 A number of schemes to encourage SC students to continue their studies from school to higher education level as well as for the economic advancement of needy SC families are under implementation. During 2011-12, the physical target under the Scheme for Pre-Matric Scholarship for those students whose parents are engaged in unclean occupations was 8 lakh. Against an allocation of ₹ 80 crore for 2011-12, ₹ 37.58 crore has been released to state governments/UT administrations for providing scholarship to an estimated 6 lakh beneficiaries up to 31 December 2011. The Post-Matric scheme has been revised with effect from 1 July 2010 so as to (i) raise the parental annual income ceiling for eligibility from ₹ 1 lakh to ₹ 2 lakh, (ii) rationalize the grouping of courses, and (iii) upwardly revise maintenance and other allowances by 60 per cent. Under the Post-Matric Scholarship scheme, ₹ 2,146.77 crore has already been released to states/UTs out of the BE of ₹ 2,218 crore. The number of beneficiaries during 2011-12 is estimated at 51 lakh. Under the Rajiv Gandhi National Fellowship Scheme which aims at providing financial assistance to SC students pursuing M Phil and PhD courses, the number of scholarships has been increased from 1,333 to 2,000 with effect from 1 April 2010 and ₹ 103.69 crore released during 2011-12 (up to December 2011) for 2,000 new fellowships and 5999 renewals. The specified subjects under National Overseas Scholarships have been revised for the selection year 2010-11 and new subjects, namely medicine, pure sciences, engineering, agricultural sciences, and management have been specified for providing financial assistance to students pursuing master's-level courses and PhD/post-doctoral courses abroad. Thirty awards are given per year. During 2011-12 the amount released up to December 2011 was ₹ 2.22 crore against an allocation of ₹ 6 crore.

13.42 The Scheme of Top Class Education for SCs provides financial assistance for quality education to SC students up to degree/post-degree level. SC students who secure admission in notified institutions are awarded scholarships. During 2011-12, ₹ 9.08 crore to assist 652 SC students studying in institutions like IITs and IIMs has been released (up to December 2011). Twenty-four new institutions have been added to the notified list of premier institutions under the scheme with effect from the current financial year. The total number of specified institutions has thus increased to 205. Under the revised Babu Jagjivan Ram Chhatrawas Yojna' a centrally sponsored scheme for hostels for SC boys and girls, assistance for the construction of girls hostels has been raised from 50 per cent to 100 per cent. During 2011-12, the physical target is 4,750 seats for girls and 5,000 seats for boys, for which ₹ 8.27 crore and ₹ 3.90 crore has been released up to 31 December 2011 for 200 seats for girls and 200 seats for boys respectively.

13.43 Special Central Assistance to the Scheduled Castes Sub Plan is a major scheme for economic advancement of SCs. The main thrust is on economic development of the SC population in order to bring them above the poverty line through self-employment or training. The amount of subsidy admissible under the scheme is 50 per cent of the project cost, subject to a maximum of ₹ 10,000 per beneficiary. During 2011-12, the physical target is to cover over 7 lakh beneficiaries. An amount of ₹ 513.42 crore was released to state governments/UT administrations against a revised allocation of ₹ 675 crore up to December 2011.

STs

13.44 An outlay of ₹ 3,723.01 crore has been provided for the welfare and development of STs in the Annual Plan for 2011-12 and ₹ 1,096.01 crore as Special Central Assistance (SCA) to the Tribal Sub-Plan (TSP), which includes ₹ 42.01 crore for development of forest villages. The SCA to the TSP is a 100 per cent grant extended to states as additional funding to their TSPs for family-oriented income-generating schemes, creation of incidental infrastructure, extending financial assistance to SHGs, community-based activities, and development of forest villages. The outlay for grants-in-aid under Article 275(1) during 2011-12 is ₹ 1,197 crore. The

funds are provided to states with the objective of promoting the welfare of STs and improving administration of scheduled areas in conjunction with other schemes/programmes. The Scheme for Post-Matric Scholarship with 100 per cent financial assistance to ST students whose family income is less than or equal to ₹ 2 lakh per annum for pursuing post-matric-level education including professional, graduate, and postgraduate courses in recognized institutions, the Scheme for Top Class Education for STs providing financial assistance for quality education to 625 ST students per annum to pursue studies at degree and post-degree levels in any of the 183 identified institutes, the National Overseas Scholarship Scheme with financial assistance to 15 eligible ST students for pursuing higher studies abroad in specified fields and the Scheme for Strengthening of Education among ST Girls in low literacy districts are some other schemes for the development of STs. Some measures for economic empowerment of STs include extension of financial support through the National Scheduled Tribes Finance and Development Corporation (NSTFDC) in the form of loans and micro-credit at concessional rates of interest for income-generating activities and in market development of tribal products and their retail marketing through its sales outlets by the Tribal Cooperative Marketing Development Federation of India Limited (TRIFED). More than 31.68 lakh claims have been filed under the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act and more than 12.51 titles distributed till January, 2012.

Minorities

13.45 Five communities-Muslims, Christians, Sikhs, Buddhists, and Parsis-notified by the government as minority communities constitute 18.42 per cent of total population as per the 2001 Census. Over the Eleventh Five Year Plan, with an outlay of ₹ 7,000 crore, a three pronged strategy including (a) educational empowerment, (b) area development, and (c) economic empowerment of minority communities was adopted. Educational empowerment was sought through three scholarship schemes, namely, Pre-matric, Post-matric, and Merit-cum-means based, with more than 1 crore scholarships given at a cost of ₹ 2,129.29 crore. These schemes were supplemented by the activities of the Maulana Azad Education Foundation (MAEF), the corpus of which was enhanced from ₹ 100 crore in 2005-6 to ₹ 700 crore. Under area development, the Multi-Sectoral Development Programme (MSDP) addresses the 'development deficits' brought out by the socio-economic survey conducted in 90 minority concentration districts (MCDs) of the country with an outlay of ₹ 3,780 crore during Eleventh Plan. Besides the MSDP, the Prime Minister's New 15 Point Programme for Welfare of Minorities earmarks 15 per cent of the outlays and targets in most flagship programmes of the government for areas with substantial minority population. The schemes cover important sectors including education, employment, and basic infrastructure. The programme has been recently enlarged by covering more schemes with greater focus on the monitoring mechanism by including elected representatives of state assemblies and Parliament. Economic empowerment is sought to be achieved through infusion of credit under priority-sector lending (PSL) by banks and through credit provided by the National Minorities Development and Finance Corporation (NMDFC). PSL to minorities has shown a steady rise from 10.6 per cent of total PSL in 2007-8 to 14.50 per cent as on 30 September 2011. The authorized share capital of the NMDFC has been raised from ₹ 650 crore in 2006-7 to ₹ 1,500 crore in 2010-11 for expanding its loan and micro-finance operations. Efforts are also being made to improve the management of Wakf properties and a scheme for computerization of Wakf Board records is a significant step in this direction. The Wakf Amendment Bill 2010 has also been introduced in Parliament to improve and streamline the functioning of Wakf Boards in India.

OBCs

13.46 The government provides central assistance to state governments /UT administrations for educational development of OBCs. During 2011-12 under the Scheme of Pre-Matric Scholarship for OBCs, it is proposed to provide scholarships to 14 lakh OBC students. Against an allocation of ₹ 50 crore for the scheme during financial year 2011-12, ₹ 17.66 crore was released to state governments/ UT administrations up to December 2011. Under the revised Scheme of Post-Matric Scholarship for OBCs, it is proposed to provide scholarship to 17 lakh OBC students. Against an allocation of ₹ 535 crore during financial year 2011-12, ₹ 424.33 crore was released to state governments/UT administrations up to December 2011. In order to provide hostel facilities to OBC students studying in middle and secondary schools, colleges, and universities to enable them to pursue higher studies ₹ 8.82 crore was released up to December 2011 against an allocation of ₹ 45 crore for additional 5000 hostel seats in 2011-12. The government has added

170 new entries since April 2011 to the existing central list of OBCs which now stands at 2343.

Persons with Disabilities

13.47 A number of schemes are being implemented for the empowerment and rehabilitation of persons with disabilities. These schemes aim to promote physical, psychological, social, educational, and economic rehabilitation and development of persons with disabilities to enhance their quality of life and enable them to lead their lives with dignity. There are seven autonomous National Institutes working in different fields of disabilities. These institutes are engaged in human resource development in the field of disability, providing rehabilitation services to persons with disabilities and undertaking research and development in their respective areas of specializations. As of 31 January 2011, ₹ 34 crore has been released to these national institutes against the budgeted outlay of ₹ 60 crore for the year. Under the Scheme of Assistance to the Disabled for Purchase/Fitting of Aids and Appliances (ADIP), approximately 2 lakh persons with disabilities are provided assistive devices every year. During 2011-12, ₹ 27.78 crore was released to implementing agencies, including ₹ 7.05 crore for camp activities up to December 2011 against an allocation of ₹100 crore. The target is to cover about 2.8 lakh persons with disabilities. Under the Deen Dayal Disabled Rehabilitation Scheme (DDRS), ₹ 31.27 crore had been sanctioned for release up to December 2011 against an allocation of ₹ 120 crore during 2011-12 to voluntary organizations for running special schools for children with hearing, visual, and mental disability and vocational rehabilitation centers for persons with disabilities and for manpower development in the field of mental retardation and cerebral palsy. The target under the scheme is to cover 2.5 lakh beneficiaries during the year. Besides, in order to facilitate the creation of infrastructure and capacity building at district level for awareness generation, rehabilitation, and training and guiding rehabilitation professionals, the central government with active support from state governments is providing comprehensive services to persons with disabilities through setting up of District Disability Rehabilitation Centers in all the unserved districts of the country. The scheme for setting up of DDRCs was initiated in Ninth Five Year Plan and is continuing in Eleventh Five Year Plan. Hundred new DDRCs were targeted to be set up during the last two years (2010-11 and 2011-12) of the Eleventh Five Year Plan. Twenty-one DDRCs have been set up in 2010-11 and ₹ 1.2 crore has been released in financial year 2011-12 for setting up of six new DDRCs to the state governments of Gujarat, Andhra Pradesh, Uttar Pradesh, West Bengal, and Bihar.

Social Defence

13.48 Under the social defence sector, schemes/programmes are implemented for senior citizens and for victims of substance (drug) abuse. Programmes for senior citizens aim at the welfare and maintenance especially of indigent senior citizens. For victims of substance abuse, drug demand reduction is achieved through awareness campaigns and treatment of addicts and their detoxification so that they may join the mainstream. Under the Integrated Programme for Older Persons (IPOP), grants-in-aid are given to NGOs for running old age homes (OAH), day care centres (DCCs), and mobile medical units (MMUs). During 2011-12, ₹ 7.31 crore was released up to December 2011 against a budgetary allocation of ₹ 40 crore. The scheme aims to cover 64,000 beneficiaries during 2011-12. The Maintenance and Welfare of Parents and Senior Citizens Act 2007 was enacted in order to ensure need-based maintenance for parents and welfare measures for senior citizens. States/UTs are required to implement the Act by notifying the same in the official gazette. The Act has been notified by 23 States and all the UTs so far. Besides, grants-in-aid are provided to NGOs for running integrated rehabilitation centers for addicts, regional resource and training centers, and other projects. During 2011-12, ₹18.25 crore has been released up to December, 2011 against a budgetary allocation of ₹ 41 crore. The scheme aims to benefit 1.2 lakh persons. For effective implementation of social defence programmes, personnel engaged in delivery of services in this area are being trained under various programmes being organized by the National Institute of Social Defence (NISD). The NISD has been allocated ₹ 10 crore for the current financial year.

13.49 There are also different financial institutions to further the cause of upliftment of the weaker sections of society. The National Scheduled Castes Finance and Development Corporation (NSCFDC), National Safai Karamcharis Finance and Development Corporation (NSKFDC), National Backward Classes Finance and Development Corporation (NBCFDC), and National Handicapped Finance and Development Corporation (NHFDC) provide credit facilities to their target groups at concessional rates of interest for various income-generating activities. During 2011-12, 1.42 lakh

Table 13.14 : Details of the Loan Disbursed/Beneficiaries covered under the NSCFDC, NSKFDC, NBCFDC and NHFDC

Sl. No.	Corporation	Amount of Loan Disbursed (₹ crore)				No. of Beneficiaries			
		Term Loan	Micro-finance	Others	Total	Term Loan	Micro-finance	Others	Total
1	NSCFDC	90.65	28.36	—	119.01	10,022	23,240	2490	35,752
2	NSKFDC	28.97	12.03	20.39	61.39	2991	5292	7604	15,887
3	NBCFDC	67.60	20.52	43.83	131.95	19,983	19,444	43,833	83,260
4	NHFDC	31.01	—	0.41	31.42	6597	—	10	6607*
	Total	**218.23**	**60.91**	**64.63**	**343.77**	**39,593**	**47,976**	**53,937**	**141,506**

Source: **Ministry of Social Justice and Empowerment.**

*** Estimated.**

beneficiaries were disbursed loans as on 31 December 2011, as compared to 1.34 lakh beneficiaries during the corresponding period of 2010-11. The details are given in Table 13.14.

Outlook and Challenges

13.50 The recent economic crisis in several industrialized nations caused by unbridled public expenditure resulting in huge sovereign debts and fiscal imbalances has put the world economy again at the crossroads. The second crisis is coming in quick succession, at a time when countries have less fiscal space to counter the crisis and its fallouts on the social sector. The focus now has shifted from giving bailout packages to curtailing government expenditure through austerity measures. India weathered the 2008 global crisis well with some deft handling by the government and by using the available fiscal space for inclusive growth through higher spending on employment generation and poverty-alleviation programmes.

13.51 On the employment front, the country has been able to withstand the adverse impact of the global crisis and generate employment since July 2009, as reported in the quarterly surveys conducted by the Labour Bureau. Unlike other developed countries, where the measures to counter job losses were ad hoc and contained elements of protectionism, in the Indian case, the programmes for employment generation were planned with a longterm outlook free of any elements of protectionism. The employment-generation programmes of the government like the MGNREGA have been instrumental in creating employment opportunities and placing additional income in the hands of the poor and disadvantaged sections of society which has also created demand for consumer durables and non-durables to sustain the supply side, albeit at higher food inflation. It has also been able to make a positive dent in addressing the problem of depleting water tables in many areas since the focus of the programme is on water conservation activities. Measures like interest subvention for employment-intensive sectors have also helped arrest any likely job losses in these sectors.

13.52 Moving forward, India has to achieve a skillful balancing act. While fiscal prudence is important, development policies that aim at bringing the economy back on a higher growth trajectory and at the same time ensuring adequate spending on the social sector especially education, health care, and employment generation are equally important. Since India is behind not only China but also Sri Lanka and many others neighbouring countries in terms of human development, any additional fiscal space available or created needs to be utilized for human development through growth-oriented social sector programmes. This will help achieve the twin objectives of maintaining the growth trajectory and achieving more inclusive development.

13.53 It is also high time that we bring in effective measures to improve the efficiency, especially in the delivery mechanism, of all social-sector programmes in the fields of education, health, and employment, while taking note of region-specific successes and failures in the past so that these interventions yield desired outcomes. All programmes and legislations have laid stress on developing planning and implementation strategy in a bottom-up approach which can be achieved only by developing and strengthening grassroots level institutions like the PRIs and making them vibrant. For example, the flagship programme of the government, the MGNREGA has a provision for preparation of district perspective plans for five years, which is basically a holistic village development plan based on which

annual action plans of all sectoral/line agencies having mandate in the social sector could be arrived at. This perspective plan takes care of convergence of activities and is a very effective tool for pooling of resources (under various developmental programmes meant to be utilized at village level) that would also enable avoiding duplicacy. The PRIs have to play the principal role in preparation of this perspective plan. Since PRIs and the gram sabhas are not adequately informed and aware of the provisions of the Act and the processes involved, these plans are generally not prepared or are left to the bureaucracy and so the planning process merely becomes an action plan for utilization of resources and therefore falls far short of expectations. Well-informed and empowered grassroots-level institutions(PRIs) and further improvements in the MGNREGA like shifting to permanent asset building and infrastructure development activities, better monitoring, skill upgradation for enhanced employability, and extension of the legislation to urban areas can yield better results. It also needs to be ensured that implementation of the programme doesn't result in shortage of labour during the peak agricultural season for which PRIs and the gram sabhas have to be adequately sensitized. Similar changes in other social-sector programmes are needed. While the government has consciously undertaken a large increase in budgetary allocations for anti-poverty programmes and employment-generation schemes, policy structures need to be firmed up to facilitate effective implementation of these programmes and to ensure that allocation results in outputs and outputs in outcomes. While initiatives like the outcome budget and the setting up of the UIDAI by the government are some steps in this direction, there is need to quickly link the UID to all social-sector programmes for better monitorable outcomes.

13.54 To reap the much hyped demographic dividend advantage of India, better educated and healthy population is a must. This calls for more reforms in the education system and health sector. While the National Skill Development Mission is a step in the right direction, much more is needed both in terms of achievements and speed. The RTE Act must face no implementation deficit for it to work towards realizing the demographic dividend. Similar reforms are needed in university and higher education and the demand-supply mismatch in the job market needs to be corrected. Mobilization of funds for higher education is indeed a challenge for the government. Proposals for the establishment of the National Commission for Higher Education and Research (NCHER) as an overarching regulatory body for higher education and creation of a National Accreditation Regulatory Authority to put in place a mandatory accreditation system to ensure quality assurance and certification of institutions and programmes of study could be steps in the right direction. In short, a long-term vision and plans in mission mode are needed for the timely harvest of the demographic dividend. The gap in available resources could possibly be met by a tailor-made PPP mode of funding without diluting the regulatory oversight of the government.

13.55 Finally, there is the issue of convergence of programmes/schemes which has always been talked about but little has been done about it. For example, there are the AABY, JBY, and RSBY with significant overlap and catering to same or similar categories of the population. There is also the Shiksha Sahyoga Yojana(SSY) as a add-on benefit under the former two schemes. Similar examples are available in other areas as well. Sincere efforts for real convergence of schemes are needed.