

## **6.1 POVERTY ALLEVIATION IN RURAL INDIA– STRATEGY AND PROGRAMMES**

One of the objectives of planned economic development in India has been the removal of poverty and improving the quality of life of its people. While rural poverty in the country has declined from 37.27% in 1993-94 to 27.09% in 1999-2000, the number of rural poor is still high at 193.24 million estimated for 1999-2000. Economic growth with a focus on employment generating sectors has been a key element of the strategy for poverty reduction along with emphasis laid on provision of basic minimum services like health, education, water supply, sanitation, etc. This strategy has been combined with a third element of directly targeting the poor through anti poverty programmes. The self and wage employment programmes along with the schemes on rural housing constitute the major plank of the poverty alleviation programmes being implemented in the rural areas.

2. Further, it is also recognized that poverty can effectively be eradicated only when the poor start contributing to the growth by their active involvement in the growth process. Therefore, implementation of the poverty alleviation programmes is increasingly based on approaches and methods, which involve the poor themselves in the process of poverty eradication through a process of social mobilization, encouraging participatory approaches and institutions and empowerment of the poor. In this endeavour the role of Panchayati Raj Institutions (PRI) is vital. This Chapter highlights the anti poverty programmes being implemented in the rural areas of the country along with the role of Panchayati Raj Institutions (PRI). In addition, the scheme of Pradhan Mantri Gramodaya Yojana (PMGY) has also been discussed.

### **Swaranjayanti Gram Swarozgar Yojana (SGSY)**

3. Launched in April, 1999, following the restructuring of the erstwhile Integrated Rural Development Programme (IRDP) and its allied programmes, the Swaranjayanti Gram Swarozgar Yojana (SGSY) seeks to bring the assisted poor families (Swarozgaris) above the poverty line by organizing them into Self Help Groups (SHGs) through the process of social mobilization, their training and capacity building and provision of income generating assets through a mix of bank credit and Government subsidy.

4. The SGSY programme is conceived as a process oriented programme for the poor with emphasis on social mobilization and formation of SHGs. It is recognized that SHGs move through various stages and therefore the programme stipulates that a grading exercise should be undertaken at the end of each stage. It has been envisaged that for the task of SHG development, the DRDAs may seek the support of facilitators like NGOs, Community Based Organisations, etc. for initiating and sustaining the group development process and up to Rs.10,000/- can be provided to suitable organizations /societies/individuals for formation, training and capacity building of SHGs. Further, under the programme, a revolving fund of Rs.25,000/- is provided by the banks, of which a sum of Rs.10,000/- is given as subsidy by the DRDA. Once the SHG has demonstrated its capability for taking up an income generating activity, assistance for the economic activity is provided in the form of subsidy and loan under

the programme. The subsidy to individuals is given at the rate of 30% of the project cost subject to a maximum of Rs.7500/-. In respect of SCs/STs and disabled persons subsidy is 50% of the project cost subject to a maximum of Rs.10000/-. For groups of Swarozgaris the subsidy is 50% of the cost of the scheme subject to per capita subsidy of Rs.10000/- or Rs.1.25 lakh whichever is less. There is no monetary limit on subsidy for irrigation projects. Subsidy is back ended.

5. Under the programme, special safeguards have been provided to vulnerable sections by way of reserving 50% benefits for SCs/STs, 40% for women and 3% for disabled persons. It is envisaged that 50% of the groups formed in each Block should be exclusively for women.

6. As the scheme is process oriented in nature it is recognized that the States/UTs may be in different stages of implementation of the scheme. As such, flexibility has been woven into the scheme so that DRDAs can prioritise the expenditure on different components like training and capacity building, infrastructure, revolving funds and subsidy for economic activities based on the local requirements and the different stages of group formation. Further, fifteen percent of the funds under the SGSY are set apart at the national level for Special Projects.

7. A central outlay of Rs. 800 crores has been provided for the scheme in the budget for 2003-04. The actual expenditure for 2001-02, budget and revised estimates for 2002-03 and budget estimates for 2003-04 along with the physical achievement for 2001-02, anticipated physical performance for 2002-03 and the physical targets set for 2003-04 under the major rural development programmes may be seen at Annexure I.

### **Sampoorna Grameen Rozgar Yojana (SGRY)**

8. The primary objective of the Sampoorna Grameen Rozgar Yojana (SGRY) is to provide additional wage employment in all rural areas and thereby ensure food security and improve nutritional levels. The secondary objective is the creation of durable assets and infrastructural development in rural areas. This scheme was announced by the Prime Minister on 15.8.2001 and launched in September 2001. The schemes of Jawahar Gram Samridhi Yojana(JGSY) and Employment Assurance Scheme (EAS) have been merged under this programme w.e.f. 1.4.2002. The SGRY is open to all rural poor who are in need of wage employment and desire to do manual and unskilled work in and around the village/habitat. The programme is self-targeting in nature. While providing wage employment, preference is given to agricultural wage earners, non agricultural unskilled wage earners, marginal farmers, women, members of Scheduled Castes/Scheduled Tribes, parents of child labour withdrawn from hazardous occupations, parents of handicapped children or adults with handicapped parents. The programme is implemented through the Panchayati Raj Institutions(PRIs).

9. The programme is implemented on cost sharing ratio of 75:25 between the Centre and States for the cash component of the programme. However, foodgrains under the programme are provided to the States free of cost.

10. Five percent of the funds and foodgrains under SGRY are retained in the Ministry of Rural Development for utilization in areas of acute distress arising out of natural calamities or for taking up preventive measures in the chronically drought or flood affected areas. In addition a certain percentage of the allotted foodgrains under the SGRY is reserved for the Special Component to be used in any Central or State Government scheme with wage employment potential to meet exigencies arising out of any natural calamity. The remaining funds and foodgrains under SGRY are disbursed equally in two streams. Under the first stream the funds & foodgrains are distributed between the Zilla Parishad and the Intermediate Panchayats in the ratio of 40:60. The second stream is implemented at the Village Panchayat level. The entire resources for this stream are distributed to the Gram Panchayats directly by DRDA/Zilla Parishads. Thirty percent of employment opportunities are reserved for women under the programme.

11. Wages under the programme are paid partly in form of foodgrains and partly in cash. The States and UTs are free to calculate the cost of foodgrains paid as part of wages, at a uniform rate which may be either BPL rate or APL rate or anywhere between the two rates. The workers are paid the balance of wages in cash so that they are assured of the notified minimum wages.

12. Annual Action Plans are prepared by each Zilla Parishad/DRDA, Intermediate level & Village Panchayat for works to be undertaken under the scheme. Completion of incomplete works is given priority and emphasis is laid on labour intensive works. Priority is given to soil and moisture conservation, minor irrigation, rejuvenation of drinking water sources, augmentation of ground water and traditional water harvesting structures, desiltation of village tanks/ponds etc. and such other schemes necessary for watershed development. Other works include construction of rural link roads, farm roads linking agricultural fields, drainage works, afforestation and those that result in creation of durable socio economic assets such as schools, kitchen sheds for schools, dispensaries, community centers, panchayat ghars, development of haats (markets), etc. However, the nature of work is required to be such that it can be completed in one or two years. Upto a maximum of 15% of the funds can be spent on maintenance of assets created under the programme by the Zilla Parishads/DRDAs/Intermediate Panchayats/Village Panchayats. A central outlay of Rs. 4900 crores has been provided for the scheme in the budget of 2003-04.

### **National Social Assistance Programme (NSAP) and Annapurna**

13. The NSAP was launched on 15.8.1995 as a 100% Centrally Sponsored Scheme with the aim to provide social assistance benefit to poor households in the case of old age, death of primary breadwinner and maternity. This programme was a significant step towards the fulfillment of the Directive Principles in Articles 41 & 42 of the Constitution as it supplemented the efforts of the State Governments with the objective of ensuring minimum national levels of well being and the Central assistance was an addition to the benefit that the States are already providing on Social Protection Schemes.

14. With effect from 2001-02, the Maternity Benefit Component of the NSAP was transferred to the Department of Family Welfare, Ministry of Health & Family Welfare to ensure better linkage with nutrition and national population control programmes. The remaining two components of NSAP i.e. National Old Age Pension Scheme (for providing old age pension to destitutes of 65 years and above) and National Family Benefit Scheme (for providing a lump sum amount in the case death of primary breadwinner of a BPL family due to natural or accidental causes) along with Annapurna (for providing food security to the destitute senior citizens uncovered under the NOAPS) have been transferred to the States w.e.f. 2002-03.

15. It has been envisaged that the transfer of these schemes will provide the requisite flexibility to the States/UTs in the choice and the implementation of the schemes. The Additional Central Assistance(ACA) released for these schemes can be utilized by the States/UTs on Welfare Schemes of old age pension, family benefit or provision of free foodgrains to the aged by taking up one or two or all of the three or in any other combination in accordance with their own priorities and needs. The States/UTs are required to provide a Mandatory Minimum Provision (MMP) for these schemes under their own budget. This MMP would be calculated as equivalent to the State's Budget Provision or actual expenditure, whichever is higher, for these schemes during the year 2000-01, plus the ACA allocation for the year concerned. An ACA of Rs. 679.87 crore has been provided to the States for NSAP and Annapurna during 2003-04.

#### **Rural Housing – Indira Awaas Yojana (IAY)**

16. Housing is one of the components considered to be vital for human survival and, therefore, essential for socio-economic development. As part of the efforts to meet the housing needs of the rural poor, Government of India is implementing Indira Awaas Yojana (IAY) since 1985. In the Ninth Five Year Plan, under the 'Special Action Plan for Social Infrastructure' Housing was identified as one of the priority areas which aimed at removing shelterlessness in the rural areas. To achieve this, Special Action Plan for Rural Housing was prepared.

#### **Indira Awaas Yojana (IAY)**

17. The objective of IAY is to provide dwelling units free of cost to Scheduled Castes (SCs) and Scheduled Tribes (STs) and freed bonded labourers and non - SCs/STs living below poverty line in rural areas. From 1995-96, the IAY benefits have been extended to the widows or next of kin of defence personnel killed in action. Benefits have also been extended to ex-servicemen and retired members of para military forces as long as they fulfill the normal eligibility condition of IAY. 3 per cent of funds are reserved for benefit of disabled below the poverty line in rural areas. However, the benefit to non - SCs and STs shall not be more than 40% of IAY allocation. Rural poor living below the poverty line are provided assistance of Rs.20,000/- in plain areas and Rs.22,000/- in the hilly/difficult areas for construction of house. It is funded on cost sharing ratio of 75:25 between Central Government and States.

18. From the year 1999-2000, 20% of the total funds allocated under IAY are being utilized for the conversion of unserviceable kutcha houses into pucca / semi-pucca houses of the BPL

rural households. A maximum assistance of Rs.10,000/- per unit is being provided under the upgradation component.

19. The criteria for allocation of funds to States/UTs under IAY has been changed from poverty ratio to 50 per cent poverty ratio and 50 per cent housing shortage in the State since 1999-2000. Similarly, the criteria for allocation of funds to a district in a State has been changed to the SC/ST population and housing shortage, with equal weightage to each of them.

### **Credit-cum-Subsidy Scheme**

20. The Credit-cum-Subsidy Scheme for Rural Housing was launched with effect from 1.4.1999. The scheme targets rural families having annual income up to Rs.32,000/-. While subsidy is restricted to Rs.10,000/-, the maximum loan amount that can be availed is Rs.40,000/-

21. From 2002-03, the Central allocation under Indira Awaas Yojana (IAY) and Credit cum Subsidy Scheme (CCSS) has been combined. During the Annual Plan 2003-04, out of total allocation of Rs.1900.00 crore for Rural Housing, an amount of Rs.1870.50 crore has been allocated for construction / upgradation of 14.85 lakh houses for the rural households under the IAY / CCSS.

### **Innovative Stream for Rural Housing and Habitat Development**

22. This scheme has been launched with effect from 1.4.1999 as project based demand driven scheme to encourage innovative, cost effective and environment friendly solutions in building / housing sectors in rural areas. The maximum permissible assistance in case of an NGO / autonomous society is Rs.20.00 lakh and for Government agencies is Rs.50.00 lakh. During Annual Plan 2003-04, an amount of Rs.11.00 crore has been allocated under the scheme.

### **Rural Building Centres (RBCs)**

23. The primary objectives of this scheme are (a) Technology transfer and information dissemination (b) Skill up-gradation through training and (c) Production of cost effective and environment friendly materials / components. For setting up of each Building Centre, a one-time grant of Rs.15 lakh is provided in three instalments. During year 2003-04, an amount of Rs. 3.00 crore has been allocated under the scheme.

### **Equity Support to Housing and Urban Development Corporation (HUDCO)**

24. Equity support by Ministry of Rural Development (MORD) to HUDCO has been increased from Rs.5.00 crore in Eighth Plan Period to Rs.350.00 crore during Ninth Five Year Plan period and the entire amount was released to HUDCO. It facilitates HUDCO to leverage the amount provided by MORD as equity from the market for construction of additional houses in the rural areas. During the year 2003-04, an amount of Rs. 10.00 crore has been allocated towards equity support to HUDCO.

## **National Mission for Rural Housing and Habitat**

25. A National Mission for Rural Housing and Habitat has been set up by the MORD to facilitate the induction of science and technology inputs on a continuous basis into the sector and to provide convergence of technology, habitat and energy related issues in order to provide affordable shelter for all in the rural areas, within a specified time frame and through community participation. During 2003-04, Rs. 1.00 crore has been allocated for National Mission for Rural Housing and Habitat.

## **Samagra Awaas Yojana (SAY)**

26. It is a project based scheme whose basic objective is to improve the quality of life of the people as well as overall habitat. Special Central Assistance of Rs.25 lakh to selected blocks for undertaking overall habitat development and IEC work with 10% contribution coming from the people. Under the scheme, funds are met out of IAY allocation. Now, it has been decided to discontinue the scheme.

27. All evaluation reports suggest that IAY is one of the successful programmes being implemented. However, it has certain weaknesses. The provision of free houses has meant that other loan based schemes have not been able to taken off. It must also be recognized that this process is divisive in nature as not all the poor can get a house at the same time, leading to exercise of power and use corrupt practices. Hence, during the Tenth Plan, free houses under IAY would be provided largely to the SC / ST BPL families. For other BPL families, there would be a gradual shift to a credit linked housing programme. Further, Rural Housing to be taken up as a movement involving all - public, private NGOs etc. in the gigantic task of removing shelterlessness in rural areas.

## **Land Reforms**

28. Under Land Reforms, Department of Land Resources (DOLR) is implementing the scheme of 'Modernisation of Revenue and Land Administration' with two streams of Computerisation of Land Records (CLR) and Strengthening of Revenue Administration and Updating of Land Records (SRA & ULR), which are described below:

### **(A) Computerisation of Land Records (CLR)**

29. It is one of the two streams of 'Modernisation of Revenue and Land Administration' Scheme. Earlier, it was an independent scheme of CLR, which was started in 1988-89 as a 100 per cent grant-in-aid scheme executed by the State Governments. The main objectives of CLR sub scheme are (i) Computerisation of ownership details for issue of timely and accurate copy of the Record of Rights to the landowners at a reasonable price. (ii) To achieve long term, low cost, easily reproducible storage. (iii) To provide fast and efficient retrieval of information both graphical and textual, and (iv) Creation of a Land Information System and database. The ultimate objective of the scheme is 'on line management' of land records in the country. So far, 582 districts have been brought under the scheme. States like Karnataka, Goa, West Bengal, Madhya Pradesh, Tamil Nadu, Gujarat, Rajasthan, Maharashtra, Uttar Pradesh, Sikkim,

Haryana and Orissa have done good work under the scheme. In the States of Assam, Bihar, Punjab, Jharkhand, Uttranchal and Chhattisgarh, the progress is not satisfactory because of the lack of infrastructure facilities available at district and tehsil level, lack of motivation and clear cut direction from the State Administration, delay in transfer of funds by the State Governments to District Authorities and non-availability of data entry agencies for undertaking data entry job.

30. During 1998-99, a very important component of 'Digitization of Cadastral Maps' has been added to the scheme. The objective of Cadastral Survey Map is the determination of village and field boundaries, preparation of village map showing such boundaries and area lists and preparation of field registers. This has been taken up as pilot projects. So far, 33 pilot projects in 22 States / UTs have been sanctioned by the Government of India. Since inception of CLR scheme, a total financial assistance to the tune of Rs.264.74 crore has been provided to the States / UTs upto 31.3.2003.

### **(B) Strengthening of Revenue Administration and Updating of Land Records**

31. This is the second stream of the 'Modernisation of Revenue and Land Administration' scheme. Originally, it was an independent scheme which was started during 1987-88 with 50:50 sharing basis between the Centre and the States. The main objectives of the sub scheme are (a) Strengthening of survey and settlement organization for early completion and preparation of land records in areas where this work is yet to be completed, (b) Setting up of survey and settlement organizations especially in the North Eastern Region, where no land records exist, (c) Pre-service and In-service training of revenue, survey and settlement staff and strengthening of training infrastructure for this purpose, (d) Facilities for modernization of survey and settlement operations, printing of survey maps, reports / documents and for storage, copying and updating of land and crop records using, among other things, science and technology inputs, and (e) Strengthening of revenue machinery at village and immediate supervisory levels on a selective basis to make the workload of these functionaries manageable. Since inception, Government of India has released Rs.241.76 crore upto 31.3.2002 to the States / UTs as Central share for Strengthening of Revenue Administration and Updation of Land Records.

### **Panchayati Raj**

32. The Panchayati Raj Institutions (PRIs) have emerged as the third tier of governance in the country after the 73rd Constitutional Amendment Act, 1992. The 73rd Constitutional Amendment Act did not aim at only democratic decentralization by conferring statutory status on PRIs but also envisages these local institutions as a vehicle for harnessing and channelising the people's innate abilities to bring about rural transformation in a way that every individual acquired his / her rightful place in the social, economic and political arena.

33. Under the Act, PRIs are envisaged as instruments for establishment of a democratic decentralised development process through peoples' participation in decision-making, in implementation and delivery of services central to the living conditions of the people.

34. The onus for devolving functions, functionaries and financial resources to the PRIs rests with the State Governments. Though, the States have slowly transferred functions and finances

to the PRIs, these institutions are hampered by lack of administrative support. PRIs have to be adequately staffed and the functionaries must be trained in planning, budgeting and accounting tasks. An elaborate system for auditing of panchayat finances has to be put in place. At present, adequate safeguards against the misuse of resources by elected functionaries do not exist in many States. These issues need to be tackled on a priority basis in the Tenth Plan.

35. The Provisions of the Panchayats (Extension to the Scheduled Areas) Act 1996 has come into force with effect from 24th December, 1996. The Act extends Panchayats to the tribal areas of nine States viz; Andhra Pradesh, Chattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Maharashtra, Madhya Pradesh, Orissa and Rajasthan. It strives to enable tribal society to assume control over their own destiny to preserve and conserve their traditional rights over natural resources. All the State Governments have enacted their State Legislations in pursuance with the PESA, 1996. However, the State Governments are required to amend all the relevant Acts / Rules to bring them in conformity with the provisions of the PESA, 1996.

36. Gram Sabha is now recognized as the most important institution in the system of participatory democracy and decentralization. To ensure greater transparency and accountability, attention of State Governments has also been drawn to the importance of Gram Sabhas in the proper implementation of development programmes through a system of social audit. Several States have taken steps to strengthen the Gram Sabhas and to ensure their timely meetings. The powers entrusted to a Gram Sabha in Scheduled V area could be extended to Gram Sabha in non-scheduled areas as well.

37. The Government recognizes the necessity to build capabilities at the local levels for planning, implementation and monitoring of development programmes. Therefore, a time bound training programme for capacity building for the elected panchayat representatives especially new entrants, SCs / STs / Women and Government functionaries so as to make them familiar with the planning process and implementation of various programmes, technologies and other requisite information available is considered as the most important pre-requisite for the success of the PRIs. The Ministry of Rural Development extends limited financial support to the States / UTs for this purpose. The Ministry also provides funds to the research organisations and institutions to conduct action research and to study the impact of Panchayati Raj system in States.

38. The Central Government has strived to encourage the State Governments to empower PRIs by devolving functions, finances and administrative control over functionaries in respect to 29 Subjects given in XI Schedule. However, despite of the efforts of Government, PRIs in many States continue to remain weak. Recognising the need for taking concrete action to empower PRIs, the Government has set up an "Empowered Sub Committee of National Development Council on Financial and Administrative Empowerment of PRIs" to look into the whole gamut of issues related to devolution of powers, functions and financial resources to the PRIs.



## **Pradhan Mantri Gramodaya Yojana**

39. Pradhan Mantri Gramodaya Yojana (PMGY) was launched in the Annual Plan 2000-2001 in all the States and the UTs in order to achieve the objective of sustainable human development at the village level. With its launching, the earlier Basic Minimum Services ( BMS ) Programme was replaced by PMGY.

40. PMGY envisages allocation of Additional Central Assistance (ACA) to the States and UTs for selected basic minimum services in order to focus on certain priority areas of the Government. The Programme builds on the BMS Programme as well as strives to mobilise efforts and resources only for selected basic services. PMGY initially had five components viz., Primary Health, Primary Education, Rural Shelter, Rural Drinking Water and Nutrition. Rural Electrification has been added as an additional component (sixth) from the Annual Plan 2001-02.

41. The allocation for PMGY in the Annual Plan 2000-01 was Rs. 2500 crore. This has been enhanced to Rs. 2800 crore for 2001-02 and 2002-03. For the year 2003-04, the allocation for PMGY has been kept at the same level i. e Rs. 2800 crore.

42. During the first two annual plans, the sectoral programmes of PMGY were managed by the concerned Central Administrative Departments of Elementary Education and Literacy, Family Welfare, Drinking Water Supply, Rural Development, Women and Child Development and Power. These Departments brought out guidelines for their sectors and invited proposals from the State Governments for release of funds. However, from the year 2002-03, Planning Commission decided to streamline the cumbersome procedures adopted with the involvement of the central ministries in the programme which resulted in delay and decided to directly manage this programme. New guidelines on the implementation of the PMGY during the annual plan 2002-03 and 2003-04 were issued to all the State Governments and UTs. Monitoring formats were devised and circulated to all States and UTs. The guidelines inter alia provide freedom and flexibility to the State Govts. in allocation of their ACA among six PMGY components except for Nutrition for which a minimum allocation of 15 percent of ACA must be earmarked. A minimum level of allocation called the Minimum Mandatory Provision (MMP )will be ensured and earmarked for PMGY as a whole in the Annual Plan 2003-04 of the State Government. MMP is calculated as the total addition of the allocation (RE) for PMGY sectors in 2000-01 and the ACA allocated to the State for the Programme in 2003-04. Half yearly monitoring of both physical and financial progress is carried out under PMGY. The Guidelines of PMGY inter alia stipulate that the States must ensure utilisation of at least 60 percent of the available funds with them for the programme before the second installment of ACA for PMGY is released to them. It has been decided to adhere to this stipulation in all cases. The State-wise allocations and releases under PMGY for the last three years as well as allocations for annual plan 2003-04 are at Annexure II.

## 6.2 FOOD AND NUTRITION SECURITY

The importance of optimal nutrition for health and human development is well recognized. The country adopted multi-sectoral, multi-pronged strategy to combat these problems and to improve the nutritional status of the population. Article 47 of the Constitution of India states that “the State shall regard raising the level of nutrition and standard of living of its people and improvement in public health among its primary duties”. Successive Five-Year Plans laid down the policies and strategies for achieving these goals. Over the last three decades there has been substantial reduction in severe grades of under nutrition; however reduction in mild and moderate under nutrition and micronutrient deficiencies have been very slow. Currently the Major nutrition-related public health problems are:

- Chronic energy deficiency and undernutrition
- Micro-nutrient deficiencies
  - Anaemia due to iron and folate deficiency
  - Vitamin A deficiency
  - Iodine Deficiency Disorders
- Chronic energy excess and obesity

### 2. Planning Commission

- Draws up the five year plans defining the policies and strategies for tackling these problems
- Allocates funds to the concerned sectors in five year and annual plans for the concerned departments in the center and the states
- Promotes convergence of services between the concerned Departments and at the village level, through increasing involvement of the Panchayati Raj Institutions.

### Initiatives in the Tenth Plan

3. During the Tenth Plan there will be focused and comprehensive interventions aimed at improving the nutritional and health status of the individuals. Tenth Plan envisages that there will be a paradigm shift from:

- household food security and freedom from hunger to nutrition security for the family and the individual;
- untargeted food supplementation to screening of all the persons from

#### Initiatives to improve nutritional status of the population during the last five decades include:

- Increasing food production- building buffer stocks
- Improving food distribution- building up the Public Distribution System (PDS)
- Improving household food security through
  - o Improving purchasing power
  - o Food for work programme
  - o Direct or indirect food subsidy
- Food supplementation to address special needs of the vulnerable groups-Integrated Child Development Services (ICDS), Mid-Day Meals
- Nutrition education especially through Food and Nutrition Board (FNB) and ICDS
- Efforts of the health sector to tackle
  - o Adverse health consequences of undernutrition
  - o Adverse effects of infection and unwanted fertility on the nutritional status
  - o Micronutrient deficiencies and their health consequences

- vulnerable groups, identification of those with various grades of under-nutrition and appropriate management;
- lack of focused interventions on the prevention of over-nutrition to the promotion of appropriate lifestyles and dietary intakes for the prevention and management of over-nutrition and obesity.

#### **4. Interventions will be initiated to achieve:**

##### **Adequate availability of foodstuffs by:**

- ensuring production of cereals, pulses and seasonal vegetables to meet the nutritional needs;
- making them available throughout the year at affordable cost through reduction in post harvest losses and appropriate processing;
- more cost-effective and efficient targeting of the PDS to address macro and micronutrient deficiencies (this may include providing coarse grains, pulses and iodised/ double fortified salt to below poverty line (BPL) families through the targeted PDS (TPDS));
- improving people's purchasing power through appropriate programmes including food for work schemes.

##### ***Prevention of under-nutrition through nutrition education aimed at:***

- ensuring appropriate infant feeding practices (universal colostrum feeding, exclusive breast feeding up to six months, introduction of semisolids at six months);
- promoting appropriate intra-family distribution of food based on requirements;
- dietary diversification to meet the nutritional needs of the family

***Operationalisation of universal screening*** of all pregnant women, infants, preschool and school children for under-nutrition.

##### ***Operationalisation of nutrition interventions for the management of under-nutrition through:***

- targeted food supplementation and health care for those with under-nutrition;
- effective monitoring of these individuals and their families;
- utilisation of the panchayati raj institutions (PRIs) for effective inter-sectoral coordination and convergence of services and improving community participation in planning and monitoring of the ongoing interventions.

##### ***Prevention, early detection and appropriate management of micronutrient deficiencies and associated health hazards through:***

- nutrition education to promote dietary diversification to achieve a balanced intake of all micronutrients;
- universal access to iodised/double fortified salt;
- early detection of micronutrient deficiencies through screening of all children with severe under-nutrition, pregnant women and school children;
- timely treatment of micronutrient deficiencies.

**Promotion of appropriate dietary intake and lifestyles** for the prevention and management of obesity and diet-related chronic diseases.

**Nutrition monitoring and surveillance** to enable the country to track changes in the nutritional and health status of the population to ensure that:

- the existing opportunities for improving nutritional status are fully utilized; and
- emerging problems are identified early and corrected expeditiously.

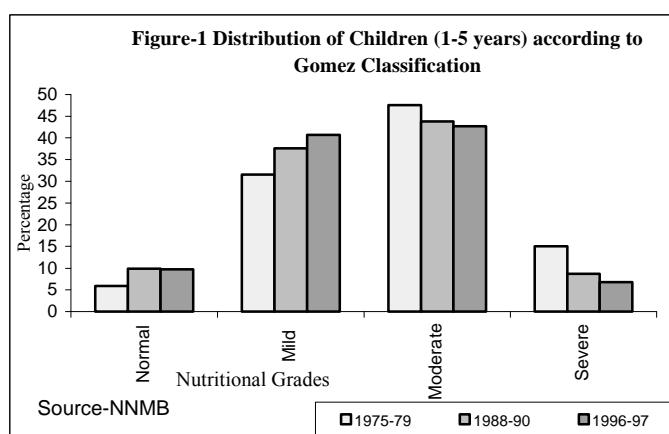
**Time trends in consumption expenditure on food**

5. Poverty is one of the major causes of low dietary intake, which in turn results in under nutrition. In view of the fact that income is a major determinant of dietary intake, especially among the lowest income group population, India has defined poverty line as the income necessary to purchase basket of foodstuffs to meet the energy requirement (2200 kcal per day in urban and 2400 kcal per day in rural) of the population. Over years there has been a substantial improvement in per capita income

**Table-1: Average Consumption of foodstuffs**

Food Stuffs (g/CU/d)	Years	
	1975-79	1996-97
Cereals & Millets	505	450
Pulses	34	27
Green Leafy Veg	8	15
Other Veg	54	47
Roots & Tubers	56	44
Milk & Milk Products	116	86
Fats & Oils	14	12
Sugar & Jaggery	23	21

Source: NNMB 1999

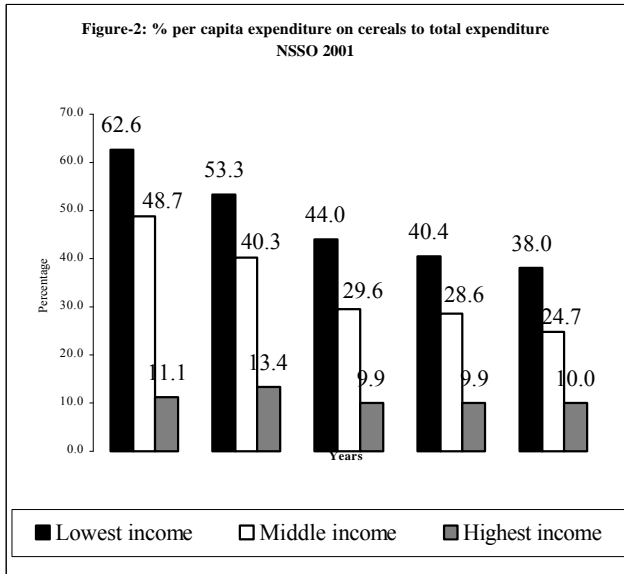
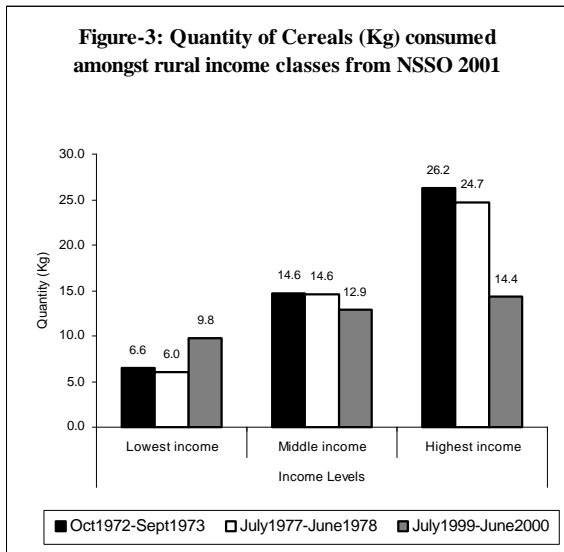


and reduction in the proportion of population living below poverty line. However, available data suggest that there has not been a commensurate improvement either in dietary intake (Table-1) or in under nutrition rates (Figure-1). Data from NSSO and NNMB surveys for the last three decades were analyzed to find the reasons for this paradox.

6. NSSO surveys provide time-series data of expenditure on food and non-food items classified by different income groups, residence (rural & urban) and state. Taking into account the cost of food in the corresponding year, NSSO computes and reports household level of consumption of different food items. Data from NSSO survey from 1972 to 2000 shows that in the lowest and middle income groups, the expenditure on cereal had declined. However, in the highest income group expenditure on cereals forms relatively low proportion of total expenditure and the proportion has remained essentially unaltered over the last three decades (Figure-2)

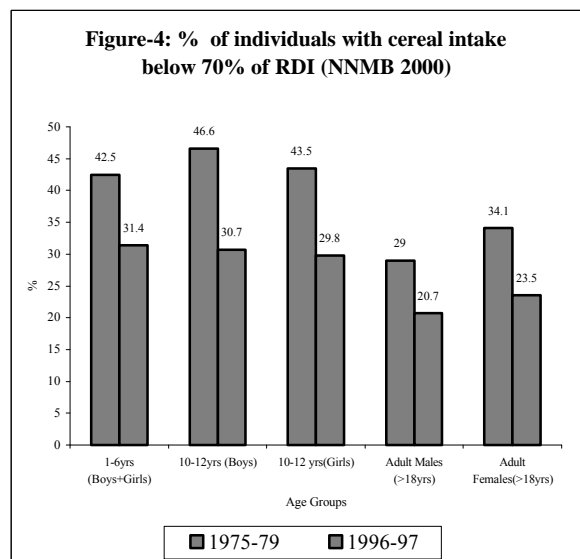
7. Analysis of data for lowest, middle and higher income groups shows that quantity (in Kg) of cereals consumed by lowest income group has increased inspite of reduction in the

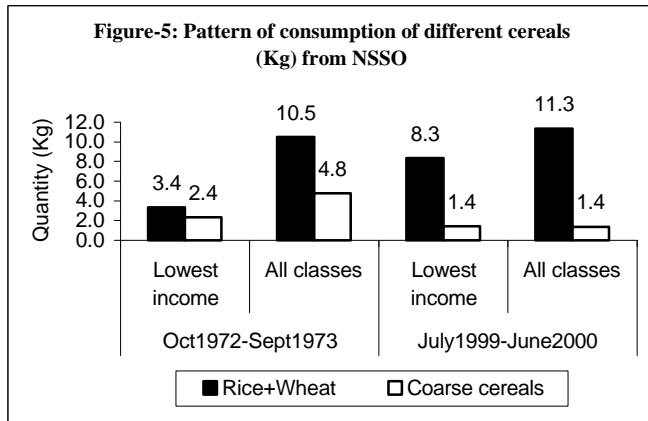
proportion of expenditure on cereals (Figure-3), because over the years there has been a reduction in relative cost of cereals especially that supplied through the Public Distribution System (PDS). Data on time trends in cereal intake from NNMB surveys (Figure-4) confirm that there has been a reduction in the % of individuals consuming less than 70% of RDI for cereals. There has been a small decline in the household consumption of cereals in middle-income groups. The reported per capita “consumption” of cereals in high income



households in rural area was 26.2 Kg (About1Kg/ day). This has declined to 14.4Kg in 1999-2000. Data from diet surveys conducted by NNMB have shown that average dietary intake of cereals even in the highest income group never exceeded 400g/day. It would therefore appear that among highest income group households especially in rural areas there was food sharing with guests, relatives and servants. The change in life style over the last two decades may perhaps account for the steep reduction in “consumption” of cereals in high income group households.

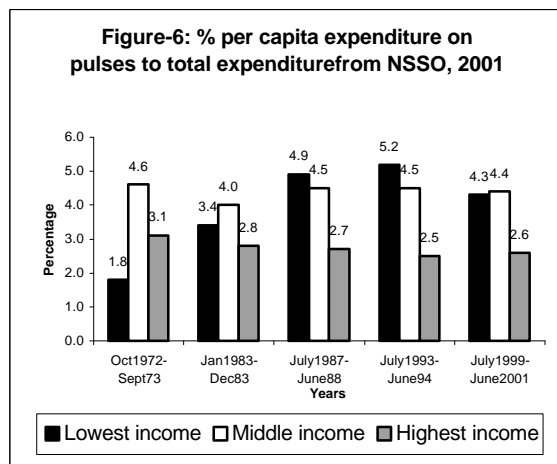
8. There has been a change in the type of cereals consumed among the lowest income group. With the availability of wheat and rice through PDS the poorer segments of population have changed over to rice and wheat as staple cereals. Coarse cereals such as bajra, ragi that are rich in micronutrient and minerals are no longer being consumed in substantial quantity by the lowest income group (Figure-5). The Tenth plan envisages that locally produced and procured coarse grains should be made available through TPDS at subsidized rates. This may substantially bring down subsidy cost without any reduction in the calories provided. This will also improve targeting, as only the most needy are likely to buy these coarse grains. Millets are rich in





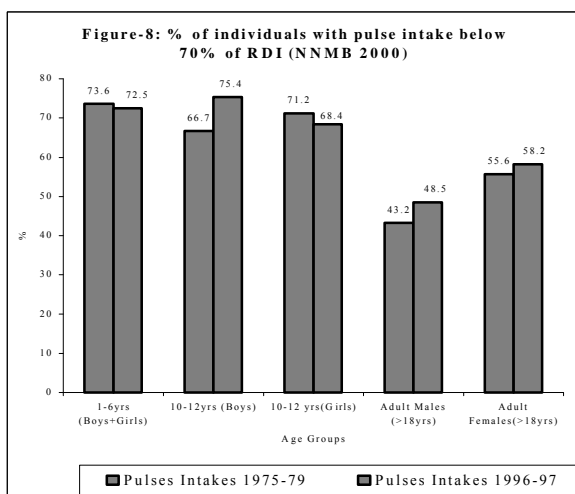
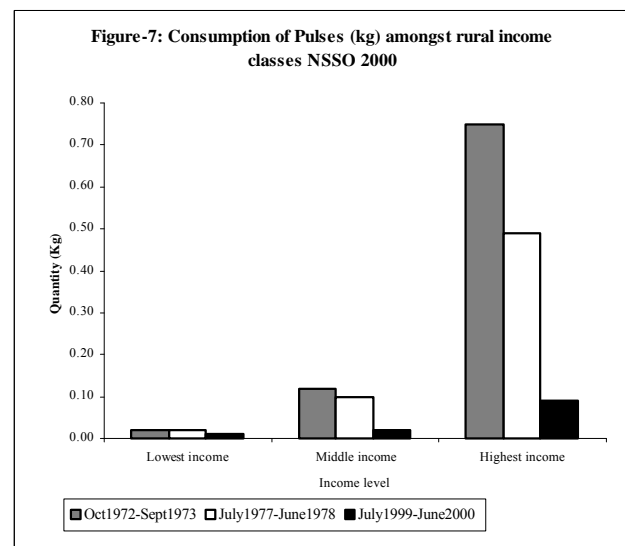
micronutrients and hence increased consumption will improve the micronutrient intake among poorest segments of population.

Figure-6 shows that between 1972-2001 there has been a substantial increase in the proportion of expenditure on pulses to total expenditure in the lowest income group. Expenditure on pulses has remained relatively unaltered in the middle and the highest income group. In spite of increased expenditure on pulses, there is a decline in



household "consumption" of pulses in all the income groups (Figure-7). Data from NNMB survey also indicates that the pulse consumption, which has been far below the RDI, has further declined over

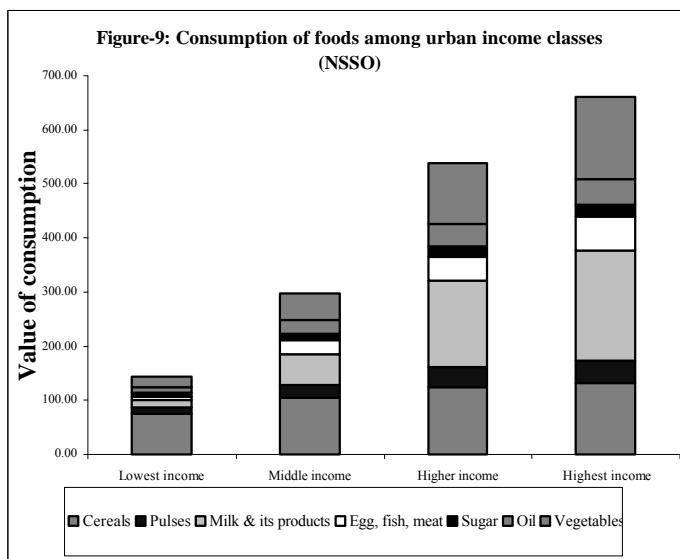
the years (Figure-8 & Table-1). In the lowest income group, this might be attributable to the steep increase in prices of pulses over the years. Pulses are the major source of protein in the lowest income group. In order to ensure adequate protein intake in this



group, it is essential to invest in steps to increase cultivation of a wide variety of pulses, which could be made available at an affordable cost to the poorer segments of population, perhaps through PDS. In the middle and upper income groups, the consumption of milk and animal products has increased over the years (Figure-9) and therefore protein intake has not been adversely affected.

## Dietary Diversification

9. Consumption of milk and animal products increases with increase in income. In the highest income group, they are the major sources of protein in the diet (Figure-9). Data from NNMB regarding time-trends in average daily intake of nutrients indicate that during the last three decades, the protein intake has shown small increase mainly because of dietary diversification and increasing intake of milk, milk products and animal proteins. There has been an increase in total fat consumption (Table-2).



**Table-2: Time trends in Average Intake of Nutrients**

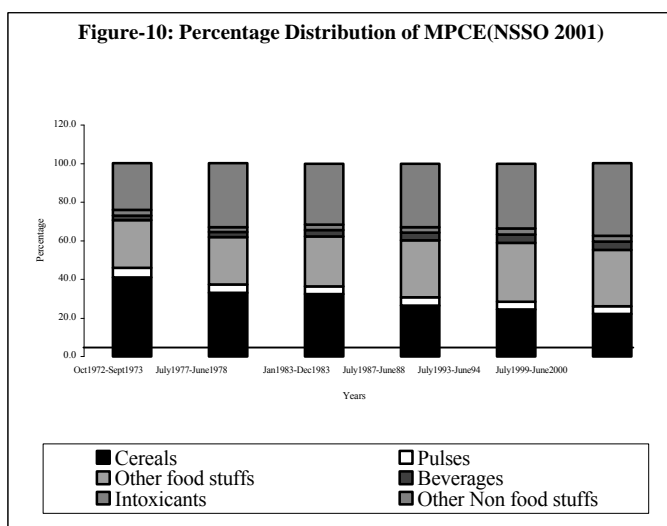
Nutrients	Adult Males		Adult Females (NPNL)		Pregnant Women		Lactating Women	
	1975-79	1996-97	1975-79	1996-97	1975-79	1996-97	1975-79	1996-97
Protein (g)	55.70	60.10	45.40	49.90	40.80	47.20	47.60	56.50
Tot Fat (g)	20.30	27.40	17.10	24.50	18.80	21.50	18.30	24.60
Energy (Kcal)	2065.00	2418.00	1698.00	1983.00	1597.00	1994.00	1797.00	2243.00
Calcium (mg)	98.00	421.00	330.00	382.00	390.00	339.00	358.00	373.00
Iron (mg)	26.00	27.00	21.00	22.00	20.00	23.00	23.00	23.00
Vit A(ug)	142.00	172.00	118.00	148.00	160.00	142.00	133.00	162.00
Thiamin (mg)	1.30	1.10	1.00	0.90	1.00	0.90	1.10	1.10
Ribo (mg)	0.80	1.00	0.70	0.80	0.60	0.80	0.70	0.90
Niacin (mg)	13.00	14.00	11.00	12.00	10.00	11.00	12.00	14.00
Vit. C (mg)	28.00	36.00	24.00	32.00	21.00	28.00	23.00	29.00

*NPNL: Non pregnant Non lactating*

*Source: NNMB 2000*

## Vegetable Consumption

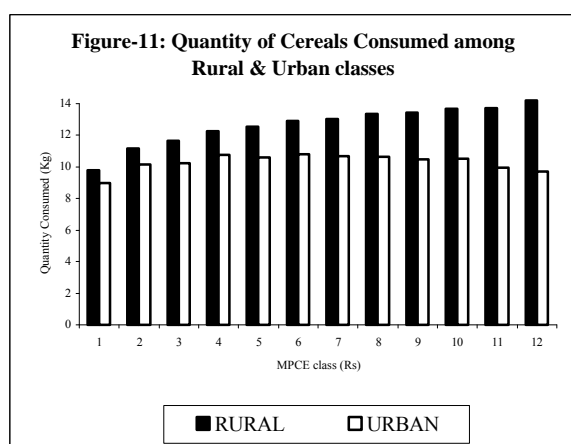
10. Dietary diversification and an increase in vegetable intake is the only sustainable method of improving micro nutrient status of the population. One of the major factors responsible for low consumption of vegetables is non-availability of vegetables; especially green leafy vegetable through out the year at an affordable cost both in urban and rural areas. There has been very little change in expenditure on other foodstuffs predominantly vegetables (24.6% in 1972 to 29.1% in 1999-2000) (Figure-10). Data from NNMB also shows that there has not been any change in vegetable and micro nutrient intake (vitamin – A, iron and folic acid) (Table-2). Overall



proportion of expenditure on foodstuffs has shown a considerable decline in the last three decades (Figure-10) (70.6 % in 1972 to 55.3 % in 1999-2000). Over the same period the expenditure on beverages has nearly doubled from 2.4 % to 4.2 %. The expenditure on non-food items has also increased from 24.0% to 37.7%. The Tenth Plan envisages a paradigm shift from food security to nutrition security to meet the needs of macro, micro and phyto nutrients through dietary diversification. In order to ensure sustained increase in vegetable consumption, it is important to improve availability, affordability, access and

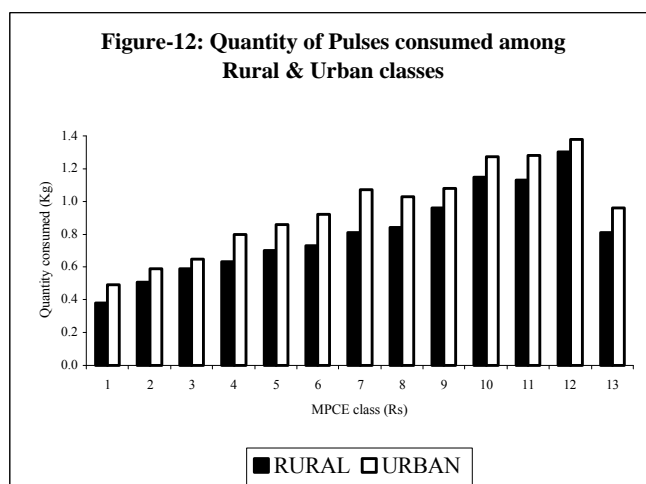
awareness about the need for increased vegetable intake. Focus on cultivation of low cost vegetables at home and in wasteland areas can go a long way in meeting vegetable needs of rural poor. Horticulture products provide higher yield per hectare and are economically viable options for small farmers especially when backed up by appropriate storage, processing and transportation facilities. If sustained, it would also improve access to vegetables at an affordable cost throughout the year in urban and rural areas. A small increase in expenditure on foodstuffs at the present moment may ensure that there is increased vegetable consumption to meet the nutritional needs of the population.

### Urban-Rural and Socio economic differences in consumption



11. Data from NSSO 55<sup>th</sup> round (1999-2000) showed that the urban population consumed less cereal than rural population (Figure-11). In rural areas, amount of cereals consumed increased with increase in income. In addition to higher consumption by the household members it is

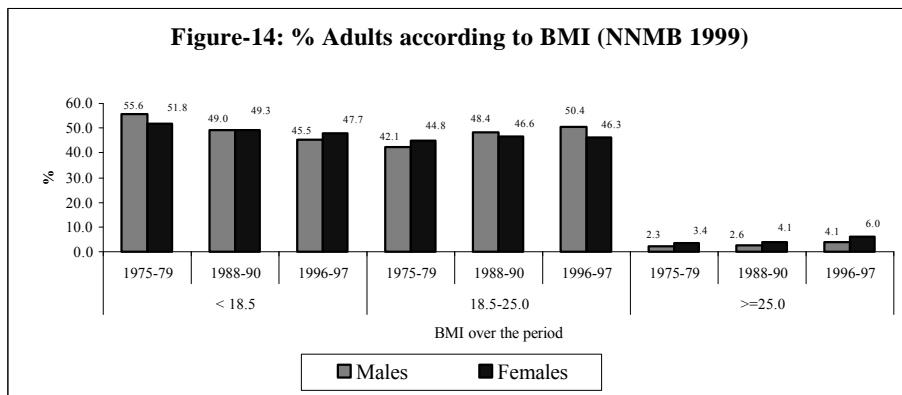
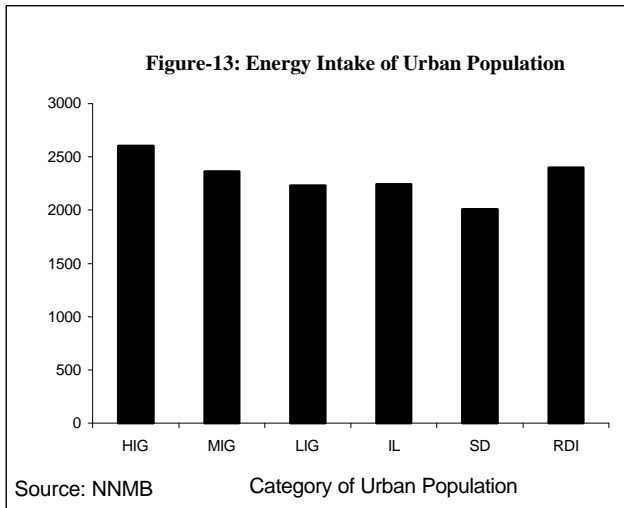
possible that higher “consumption” may be due to guests and servants sharing the food prepared at home in rural high income group families. The difference in per capita consumption of cereals between income groups in urban areas was lower (8.9kg in the lowest and 9.7kg in the highest income





group). In contrast pulse consumption was higher in urban than in the rural areas (Figure-12). There was nearly a three folds difference in pulses consumption between income groups both in urban and rural areas.

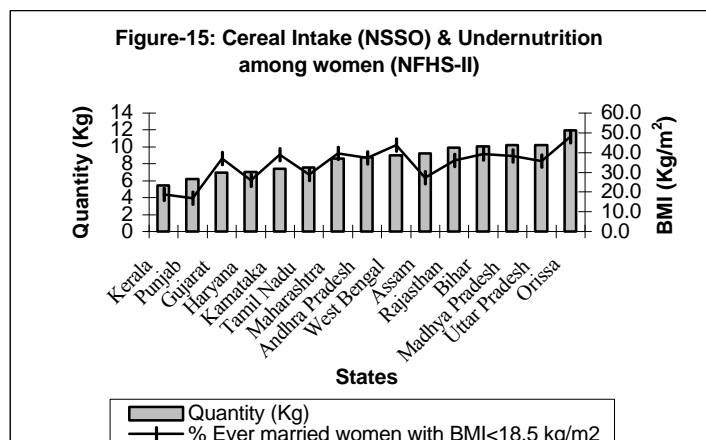
12. Consumption of all foodstuffs increases with increasing income. This is especially true for sugar, oil, milk and animal products. Data from NNMB shows that energy consumption in highest income group is higher than the lower income groups (Figure-13). The higher energy intake combined with lower energy



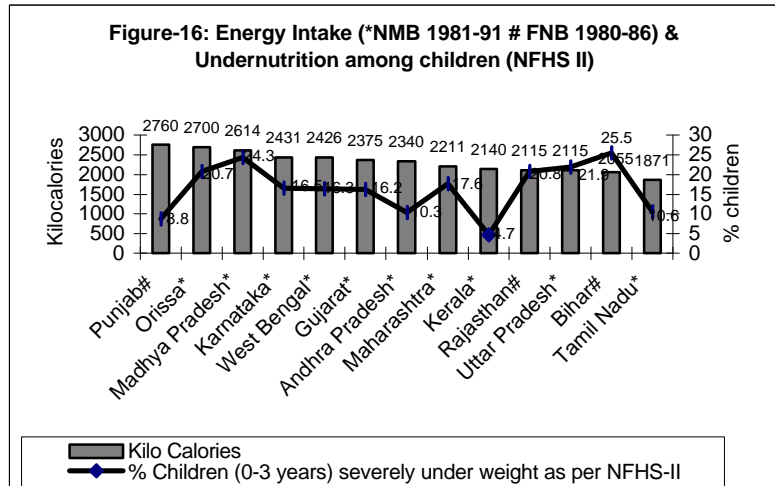
expenditure in these income groups accounts for the observed increase in overweight and obesity (Figure-14) especially in affluent segments of population.

### Interstate Differences

13. NSSO provides data on statewise consumption expenditure on foodstuffs. Taking into account the cost of foodstuffs, the actual foodstuff consumed by the household is computed. NNMB collects data on time trends in dietary intake and nutritional status of the individuals in 10 states. NFHS I and II have provided statewise estimation of undernutrition in preschool children and women. Data from these three sources pertaining to nineties for 15 major states is given in Figures-15 & 16. Cereals are the major sources of energy in adults. Cereal consumption as assessed by NSSO in different states along with data on undernutrition in women (by NFHS II) is shown in figure-15. The Energy intake as assessed by diet surveys carried out by NNMB and Food and Nutrition Board in 15 major states and undernutrition in 0-3 year children (by NFHS II) is shown in Figure-16. It is obvious that in states like Kerala with low cereal consumption and relatively



low energy intake, under-nutrition rates are very low. In states like MP and Orissa, cereal consumption and intake of energy is high. In spite of this, under-nutrition rate in women and preschool children in these states are also high. This is perhaps attributable to poor infant feeding practices, poor intra familial distribution of food and repeated episode of morbidity that are not treated promptly and effectively.



14. There is a need to focus on nutrition education, screening of all vulnerable groups, identification of under-nourished persons and providing integrated health and nutrition care to these individuals. This can be achieved through convergence of activities of existing service providers for health, family welfare and nutrition at village, block and district levels. The suggested modalities of improving convergence of Family Welfare and ICDS services at village level through coordination of activities of ANM and AWW to achieve the goals set in Tenth Plan are indicated below.

#### 15. AWW will

- weigh neonates as soon as possible after delivery in home deliveries and refer neonates with weight below 2.2 kg to centres where a paediatrician is available;
- identify undernourished pre-school children by weighing them once every three months to ensure that those with moderate and severe undernutrition(- 2SD & 3SD) get priority in food supplementation programmes under the ICDS;
- weigh all pregnant and lactating women, identify those below 40 kg & provide supplements to them on priority basis;
- act as depot holder for iron and folic acids tablets, ORS, condoms and disposable delivery kit; monitor and improve continued intake of iron folate medication in pregnant women;
- promote cultivation of adequate quantities of green leafy vegetables, herbs and condiments in coordination with the PRIs and agricultural extension workers, and ensure that these are supplied to anganwadis on a regular basis to improve micro-nutrient content of food supplements.

#### 16. ANM will

- Immunize all infants, pregnant women and children as per schedule.
- Screen children—especially the under nourished ones for health problems and manage/ refer those with problems.
- Screen all pregnant women— identify at risk women (undernourished, anaemic, having PIH), refer women with problems/complications to PHC/FRU.

#### 17. AWW will assist ANM in:

- Reporting of all births and deaths and the identification of pregnant women;

- Organizing health check ups of women and children and immunization in the anganwadi;
- Organizing emergency referral; she will be provided with a list indicating the nearest facility to which women and children could be referred;
- Administering massive dose Vitamin A under the supervision of ANM to children between 18-36 months of age (18 months, 24 months, 30 month and 36 months doses of vitamin A) in April (pre-summer) and October (pre-winter);
- Providing health and nutrition education-key messages including universal breast feeding, exclusive breast feeding for the first 6 months, introduction of complementary feeds at 6 months' age to children, promotion of appropriate intra-familial distribution of food and increasing consumption of green leafy vegetable.

### **Integrated Child Development Services**

18. The Integrated Child Development Services (ICDS), perhaps the largest of all the food supplementation programmes in the world, was initiated in 1975. The nutrition component of ICDS aim to improve the health and nutrition status of children 0-6 years by providing supplementary food and by coordinating with state health departments to ensure delivery of required health inputs. Beginning with 33 blocks in 1975 ICDS today covers 5652 blocks. Of the sanctioned projects of 5652, 4761 are operational and 582194 anganwadi workers are in position. The Department of WCD has reported that under the scheme food supplements are being provided to 33.2 million children and 6.0 million pregnant and lactating women under the scheme. There has been a steady and progressive increase in the number of persons receiving food supplements. A major review of the ICDS programme by the World Bank and the Government of India in 2000 indicated that:

- ICDS services were much in demand but there are problems in delivery, quality and coordination.
- The programme might perhaps be improving food security at household level, but does not effectively address the issue of prevention, detection and management of undernourished child/mother.
- Children in 6-24 months age group and pregnant and lactating women do not come to the anganwadi and do not get food supplements.
- Available food is shared mostly between 3-5 years old children irrespective of their nutritional status.
- There is no focused attention on management of severely undernourished children.
- No attempt is being made to provide take home ready mixes for the 6-24 month child, which could be given 3-4 times a day.
- Nutrition education is not focused on meeting these children's need from the family pot.
- Childcare education of the mother is poor or non-existent.
- There were gaps in Anganwadi workers' training and knowledge, supervision of the programme, and community support to the programme and intersectoral coordination was poor.

19. The ICDS programme envisages that all children are to be weighed and classified on the basis of weight-for-age into normally nourished and those with grade-I to IV of under-nutrition. Data reported under the nutrition component of ICDS and PMGY show that less than 20% of the children only are weighed (Annexure-6.2.1). This has to be improved substantially to achieve

**Table 3: Nutritional status of Children (PMGY)**

State Name	Boys 6-36 months			Girls 6-36 months			% severely under weight			Period	
	No. of Children	No. weighed	% weighed	No. of Children	No. weighed	% weighed	Grade III&IV	Grade III&IV	as per State Report		as per NFHS-II
Uttar Pradesh	1038045	840816	81	0.00	958195	756974	79	1.20	1.20	21.9	02-03QtrII
Tamil Nadu	71356	68549	96	0.33	72619	73497	101	0.25	0.58	10.6	Mar.,03
Chattisgarh	122615	82943	68	1.60	122314	83712	68	1.72	3.32	24.3	Dec.,02
Rajasthan	1797000	328852	18	0.20	1637000	302776	18	0.21	0.41	20.8	02-03QtrIV
Haryana	<b>475751</b>	423793	89	0.53	420202	369281	88	0.74	1.27	10.1	Dec.,02
Meghalaya	49983	34122	68	0.39	50105	34061	68	0.38	0.77	11.3	Dec.,02
Mizoram	33590	33590	100	2.10	46386	46386	100	1.90	4.00	5.0	02-03QtrIII
Chandigarh	8842	8842	100	0.03	7955	7955	100	0.03	0.06		1/10/02 to 31/3/03
Tripura	47105	30905	66	1.00	46230	29103	63	1.00	2.00		01-02QtrII
Madhya Pradesh	1613000	995000	62	2.40	1562000	953000	61	2.60	5.00		02-03QtrIII

^: Age group is 6-72 months

\*: Around 50% of children were with Grade-I under-nutrition

the Tenth Plan goal of universal weighing of all children in 0-6 years at least four times a year to identify children with different grades of undernutrition so that they could benefit from targeted health and nutrition intervention.

20. Reported data on prevalence of under nutrition in ICDS was compared with the reported prevalence of under nutrition in National Family Health Survey. It is obvious that reported under nutrition rates of the ICDS are substantially lower. One of the major problems in interpreting the data regarding prevalence of under nutrition from ICDS reporting is that less than 20% of the estimated number of children are weighed; they may be a self-selected group and may not be representative of the community they lived.

21. The NFHS has weighed only children in the age group of 0-3 years but ICDS reports data on 0-6 years children. In order to compare the data from similar age groups, data reported by the states under PMGY nutrition component from 6-36 months age group was compared with reported under nutrition rates in NFHS (Table-3). The substantial difference in reported under-nutrition rates between ICDS and NFHS persist even in states where over 80% of the children had been weighed.

22. Under the long term action plan for KBK districts, Orissa has reported that under PMGY scheme over 90% of children in the eligible age group were weighed. Reported under nutrition rates in KBK districts which is one of the most nutritionally vulnerable districts in Orissa is also substantially lower than the under nutrition rates reported by NFHS for Orissa (Table 4).

**Table4: Nutritional Status Report of KBK districts in Nov' 2002**

S. No.	Age	Total Children	Children Weighed	% Weighed	% Normal	% Grade I	% Grade II	%Grade III & IV
1	0-3 yrs	585349	555832	94.96	32.59	36.52	28.19	2.18
2	0-3 yrs (NFHS )*	-	-	-	-	-	33.7	20.7
3	3-6 yrs	449297	394618	87.83	33.32	38.07	27.33	0.66

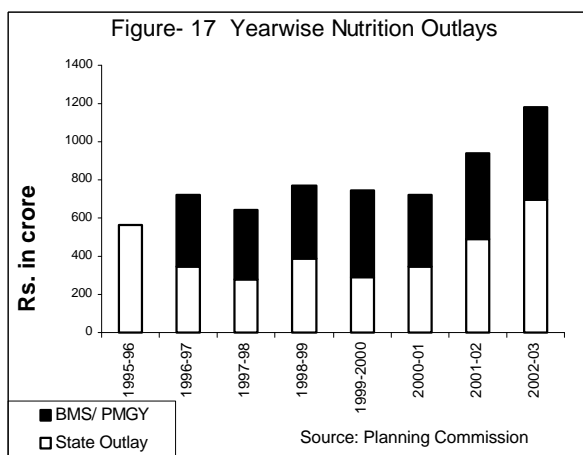
Source: Annual Plan 2003-04, Govt of Orissa \* For Orissa

23. The lower levels of undernutrition reported under ICDS in different states is due to the fact that IAP norms are used in ICDS. NFHS, NNMB and RHS use -2SD and -3 SD of NCHS standards for grading under-nutrition. In order to prevent any confusion at different levels, it is important to ensure that uniform norms are used. Expert group may have to decide on uniform norms that are to be used by all agencies for monitoring nutritional status and their recommendations implemented by all agencies. Field visits have also brought to light that many AWW/ ANM are not able to translate data on age and actual weight of children into different grades of undernutrition. In addition to intensive training it is imperative that all children in that age group are provided with the child health card in which one of the parameters recorded is weight for age, so that these could be rectified by the supervisors/ ANM/ PHC doctors and those AWW/ ANMs who are not recording grades of undernutrition correctly can be given training in their own centres until they learn to correctly record and interpret the data. Lack of balances of appropriate sensitivity and problems in accurate weighment are other factors responsible for errors in estimating grades in undernutrition and assessing the impact of intervention. All the

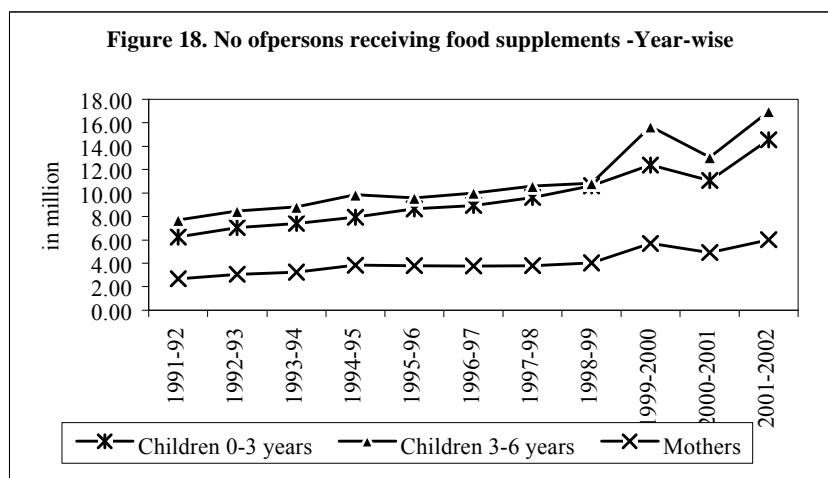
AWC/ PHC can be requested to provide information on availability of different types of balances and their functional status. Shortfall in the availability of appropriate functional balances should be rectified as early as possible. It is important to look at each of these factors and identify and rectify the problem so that the Tenth Plan goal of universal screening to identify under nourished children, focused health and nutrition intervention in severely undernourished children to enable the country to achieve 50% reduction in severe under nutrition by 2007 is achieved.

### PMGY Nutrition component

24. One of the major observations of GOI and World Bank evaluation of ICDS programme is that children in the 6 to 36 months age group do not come to the anganwadi and benefit from food supplements. Available data indicates that there is a steep increase in under nutrition rates between 6 to 24 months of age, which is due to delay in introduction of semi solid supplements to children at 6 months. In order to encourage mother to introduce semi solid supplements to children in the 6 to 36 months age group, Central Government provides Additional Central Assistance under the nutrition component of Pradhan Mantri Gramodaya Yojana. States are to provide take home cereal, pulse and oil seed mixtures to families with children between 6 to 36 months of age. It is expected that the food supplements along with appropriate nutrition education would result in timely introduction of supplements in 6 to 36 months children, three to four times a day and prevent under nutrition. The Programme has been in operation since 2000-01. The Department of Women and Child Development implemented the nutrition component of the programme in 2000-01 and 2001-02. From 1<sup>st</sup> April 2002, Planning Commission has been releasing funds for this programme. Guidelines laid down under the nutrition component also emphasized that all children will be weighed at least once in three months to detect those who are undernourished and those with severe under-nutrition would receive appropriate health and nutrition intervention. One of the major problems was that many states were not providing additional funds for supplementary feeding under ICDS.



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The center provided ACA under BMS (from 1996-2000) and later under PMGY (from 2000-01) as additionality to the states own outlay for ICDS programme (Figure-17). It is obvious that ACA for BMS/ PMGY has been used more as a substitute rather than additionality to the funds provided by the states. Some

states have reported difficulties in procuring locally available take home food supplements. Some states have provided relatively expensive ready to eat food or milk and not inexpensive cereal, pulse and oil seed mixtures as indicated in the guidelines. As a result of all these problems, there has not been any substantial improvement in enrolment of children in 6-36 months age group inspite of the additional funds provided to under nutrition component of PMGY (Figure-18).

### **Nutrition Programme for adolescent girls**

25. In order to reduce the magnitude of under-nutrition in adolescent girls and pregnant and lactating women, the Prime Minister during his Independence Day Speech in 2001 announced that food grains would be provided to adolescent girls and pregnant and lactating women from BPL families at subsidized rate. The states have the responsibility of funding food supplementation component of ICDS programme. In order to assist the states to operationalise the announcement made by the Prime Minister, Planning Commission provided Additional Central Assistance to the states for meeting the food grain, IEC and operational cost of the Pilot Project. The pilot project has been taken up in two of the backward districts in each of the major states and the most populous district excluding the capital district in smaller States and UT's. The scheme envisages that all adolescent girls (10-19 years) and pregnant and lactating women will be weighed; four times a year. Families of adolescent girls weighing less than 35 Kg and pregnant and lactating women with weight less than 40 Kg are to be given 6 Kg of food grains/ month for three months. The AWW will provide nutrition education to ensure that these undernourished persons do get adequate food from family pot. The programme is being operationalised through Department of Women and Child Development in the Centre and in the States. The pilot project is to be evaluated after two years, and on the basis of this evaluation the decision for its continuation will be taken. During the year 2002-03, Planning Commission allocated a sum of Rs. 103.33 crores as an ACA to the states for this project. The Ministry of Finance released the first installment of Rs. 53.95 crores as ACA following the pattern of normal central assistance for loan grant ratio in the last week of October 2002. The Department of Food and Civil Supplies issued orders for release of food grain by the end of January 2003. Most of the states were, therefore, unable to fully operationalise the scheme by 2002-03 and are starting to implement the scheme only in 2003-04. Majority of the states have shown a very positive response to this pilot project. States like Tamil Nadu, West Bengal and Uttaranchal have completed identification of under nourished persons and started providing food grains to the families. Chattisgarh found that in the draught affected Sarguja district nearly half of the pregnant (PW) and lactating women (LW) and about 75% adolescent girls (Adol) were under nourished (Table 5).

**Table 5: Physical Progress Report of the District Sarguja, Chhattisgarh**

	<b>Total No.</b>	<b>No. Weighed</b>	<b>% Weighed</b>	<b>No. Under wt.</b>	<b>% Under wt</b>
PW	22499	21502	95.57	10180	47.34
LW	26424	25906	98.04	13503	52.12
Adol(10-14 years)	58401	57694	98.79	43672	75.70
Adol(15-19 years)	25029	24726	98.79	18716	75.69

PW- Pregnant Women; LW – Lactating Women; Adol - Adolescents

26. In view of this, the State has provided 4 more kgs of food grains in addition to the supply provided by the Centre to the families of these under nourished persons from its own funds. The state has indicated that, in view of very high proportion of under nutrition in the districts, they might require substantially higher amount than currently allocated for continuing the programme throughout the year, so that there is substantial improvement in the nutritional status.

27. Planning Commission has issued a revalidation for the unutilised ACA released in 2002-03 so that the states could utilize the installment already released in 2002-03 to tide over the requirements of funds for the first few months of the year 2003-04. For the year 2003-04, Planning Commission has allocated a sum of Rs. 145.31 crores to the states. Funds will be provided as 100% grant. State-wise amount of funds and food grains allocated for the year 2003-04 is given in Annexure-6.2.2.

### **Diet and nutritional status of people in drought affected areas**

28. At the request of Ministry of Agriculture and Indian Council of Medical Research, National Nutrition Monitoring Bureau undertook a rapid survey in the following drought affected districts: Anantpur, Mahaboob Nagar and Nalgonda in Andhra Pradesh, Baster and Durg in Chattisgarh, Dahod, Jamnagar and Kutch in Gujarat, Gulbarga and Kolar in Karnataka, Aurangabad and Gadchiroli in Maharashtra, Chhindwara and Shahdol in Madhya Pradesh, Ganjam and Kalahandi in Orissa, Barmer and Jaisalmer in Rajasthan, and Karur and Vellore in Tamil Nadu. During the survey information on socio-demographic profile of the population, the participation in Drought Relief Programs, the food security status of the household as assessed by the head of the household, the strategies adopted by the families to cope with the adverse impact of drought and the employment opportunities created by the State Government to counteract the adverse impact of drought on employment, food and nutrient intake of the members of the families, prevalence of clinical signs of nutritional deficiency, prevalence of under nutrition (anthropometrics indices) and prevalence of acute illnesses in the fortnight preceding the survey were collected. The survey was carried out during the months of May & June 2003 and the detailed analyses of the data collected are currently underway. Preliminary analyses of data indicate that all the districts were drought affected, but there was substantial difference in the severity of the drought and its impact on agriculture, animal husbandry, employment, availability of water, dietary intake and nutritional status. The drought-affected population had accessed TPDS for obtaining foodgrains, SGRY for employment during drought period. They also utilized old-age pension, annapurna scheme and Antyodhaya Anna Yojana to varying extent to improve food security. Preliminary analyses of data suggested that these relief measures to a large extent prevented serious deleterious effects of drought on health and nutritional status of the community.

### **Nutrition Goals**

29. For the first time monitorable goals of process and impact indicators to be achieved by 2007 have been set up for nutrition in the Tenth Plan. In view of the massive interstate differences in the nutritional status of the population especially the vulnerable groups, specific goals have been set up for each state taking into account the current nutritional status and national goals have been derived from the state goals. At the time of preparation of the Tenth Plan, data on nutritional status for the newly formed states of Chattisgarh, Jharkhand and



Uttaranchal were not available, hence no goals were set for these new states. In 2002-03 NFHS reports for these states have been published providing information on current nutritional status; hence goals for these States have also been set (Annexure-6.2.3). However, since information on current nutritional status of Bihar, MP and UP after they were bifurcated is not available, the goals set for these states continue to be those worked out for the undivided states.

### **Outlays and Expenditure**

30. The outlays and expenditure for nutrition under the state plan (including BMS/ PMGY outlays) during the Ninth plan, outlays for the Tenth plan and 2002-03 is given in Annexure-6.2.4. For the Tenth plan the outlay for nutrition is Rs 5658.60 crores representing 53% increase over the Ninth plan outlay. In spite of the repeated reiteration that the funds provided under PMGY are to be used as additionality and not as substitute to states' own outlays for nutrition, many states continue to use PMGY funds for funding all nutrition activities in the states. The outlay for the nutrition component of PMGY is given in Annexure-6.2.5. Against the Ninth plan outlay of Rs 3701.20 crore, the sum of annual outlays (including ACA for BMS/ PMGY) was Rs 3729.90 crores. However expenditure was only Rs 3230.90 crores. Even though overall expenditure was 87 % of the sum of the yearly outlays, in some states like Bihar with high poverty and undernutrition rates, the expenditure was less than a third of the outlay. In many of the states including Assam the entire outlay for nutrition was the ACA provided under PMGY. However in states like Gujarat expenditure was higher than the outlays; in addition the state provided non-plan funds for providing food supplementation.

## Nutritional Status of Children (ICDS)

Name of the State	Population in the 0-6 years age-group	Total children weighed	% Children weighed	% Grdae III & IV	% Children (0-3 years) severely under weight
	(Census 2001)	(District-wise ICDS Reports)			(NFHS-II)
Andhra Pradesh	9673274	2063425	21.33	1.03	10.3
Arunachal Pradesh	200055	44260	22.12	0.38	7.8
Assam	4350248	2300	0.05	2.00	13.3
Bihar	21030727	559747	2.66	6.65	25.5
Goa	142152	36266	25.51	0.31	4.7
Gujarat	6867958	2200203	32.04	1.13	16.2
Haryana	3259080	950999	29.18	0.18	10.1
Himachal Pradesh	769424	196739	25.57	0.21	12.1
J&K	1431182	60599	4.23	0.72	8.3
Karnataka	6826168	2075805	30.41	0.54	16.5
Kerala	3653578	1157146	31.67	0.09	4.7
Madhya Pradesh	14088097	2038903	14.47	1.40	24.3
Maharashtra	13187087	4524719	34.31	0.58	17.6
Manipur	312691	19216	6.15	1.72	5.3
Meghalaya	457442	63234	13.82	1.21	11.3
Mizoram	141537	64074	45.27	0.62	5.0
Nagaland	280172	91871	32.79	6.03	7.4
Orissa	5180551	2899287	55.96	1.64	20.7
Punjab	3055492	1705269	55.81	0.16	8.8
Rajasthan	10451103	626184	5.99	0.40	20.8
Sikkim	77170	16287	21.11	0.17	4.2
Tamil Nadu	6817669	1147248	16.83	0.67	10.6
Tripura	427012	63777	14.94	1.11	
Uttar Pradesh	31791435	1346423	4.24	3.16	21.9
West Bengal	11132824	1793396	16.11	1.62	16.3
A&N Islands	44674	15813	35.40	1.58	
Chandigarh	109293	18529	16.95	0.02	
Delhi	1924000	274709	14.28	0.16	
D&N Haveli	39173	0	-	-	
Daman & Diu	20012	5946	29.71	0.00	
Lakshadweep	8860	3897	43.98	0.00	
Pondicherry	113010	38858	34.38	0.02	

Source: Dept of WCD

## Annexure- 6.2.2

	2002-03		2003-04	
	Allocation of funds (Rs. In lakhs)	Amount released (Rs. In lakhs)	Requirement of funds (Rs. In lakhs)	Allcation of food grains in lakh kgs
<b>MAJOR STATES</b>				
ANDHRAPRADESH	995.70	527.78	1283.69	221.00
ASSAM	231.60	124.51	296.02	50.00
BIHAR	769.77	412.24	1330.86	230.00
GUJARAT	581.75	309.17	748.82	129.00
HARYANA	176.92	98.44	296.91	51.00
KARNATAKA	952.76	504.62	1228.93	212.00
KERALA	469.96	266.21	580.80	96.00
MAHARASHTRA	1132.42	600.81	1459.15	251.00
MADHYA PRADESH	408.81	219.93	704.39	122.00
ORISSA	537.51	281.32	698.25	121.00
PUNJAB	193.75	114.03	310.01	51.00
RAJASTHAN	343.82	184.95	592.44	102.00
TAMIL NADU	392.85	213.25	499.13	85.00
UTTAR PRADESH	461.10	248.44	793.54	137.00
WEST BENGAL	1127.07	593.23	1459.22	252.00
<b>SMALLER STATES</b>				
ARUNACHAL PRADESH	7.02	4.23	8.31	1.00
CHATTISGARH	239.39	129.55	410.61	71.00
GOA	80.65	44.11	101.98	17.00
HIMACHAL PRADESH	127.88	70.63	215.87	37.00
JAMMU AND KASHMIR	125.11	68.41	158.24	27.00
JHARKHAND	259.40	140.10	337.32	77.00
MANIPUR	29.76	16.78	36.90	6.00
MEGHALAYA	33.50	18.22	42.51	7.00
MIZORAM	12.50	6.93	15.66	3.00
NAGALAND	30.32	17.23	37.39	6.00
SIKKHIM	12.31	7.38	14.62	2.00
TRIPURA	165.84	90.57	209.89	36.00
UTTARANCHAL	150.90	82.67	256.38	44.00
<b>UNION TERRITORIES</b>				
Andamans	35.18		44.61	8.00
Chandigarh	46.21		72.94	12.00
Dadra & Nagar Haveli	36.63		47.23	8.00
Diu	7.63		9.84	2.00
Daman	15.17		29.24	5.00
Lakshadweep	5.04		6.28	1.00
Karaikal (Pondicherry)	20.42		25.98	4.00
North West Delhi	116.48		176.84	28.00
<b>TOTAL</b>	<b>10333.18</b>		<b>14540.79</b>	<b>2510.00</b>

## Annexure- 6.2.3

## NATIONAL AND STATE LEVEL GOALS FOR THE TENTH PLAN

% under nourished children under age 3 years											
State Name	Current levels of Wt for-age below -3 SD	Tenth Plan Goal-redn. by 50%	Current levels of Wt for-age below -2 SD	Tenth Plan Goal-redn. From current level of 47% to 40%	Current levels of % children breast-fed within one hour of birth	Tenth Plan Goal-increase to 50%	Current levels of % of children 0-3 months exclusively breast fed	Tenth Plan Goal - 80% of children upto 6 months to be exclusively breast-fed	Current levels of complementary feeding of infants aged 6-9 months	Tenth Plan Goal Introduction of semi-solids at 6 months to 75% of children	
Andhra Pradesh	10.3	5.2	37.7	32.1	10.3	32.6	74.6	100.0	59.4	100.0	
Arunachal Pradesh	7.8	3.9	24.3	20.7	49.0	100.0	33.9	\$ 49.1	60.2	\$ 100.0	
Assam	13.3	6.7	36.0	30.6	44.7	100.0	42.5	61.6	58.5	100.0	
Bihar	25.5	12.8	54.4	46.3	6.2	19.6	55.2	80.0	15.0	33.6	
Chattisgarh	25.9	13.0	60.8	51.7	13.9	44.0	81.7	\$ 100.0	40.1	# 89.8	
Goa	4.7	2.4	28.6	24.3	34.4	100.0			65.4	\$ 100.0	
Gujarat	16.2	8.1	45.1	38.4	10.1	32.0	65.2	94.5	46.5	100.0	
Haryana	10.1	5.1	34.6	29.4	11.7	37.0	47.2	68.4	41.8	93.6	
Himachal Pradesh	12.1	6.1	43.6	37.1	20.7	65.5	17.5	25.4	61.3	100.0	
Jammu & Kashmir	8.3	4.2	34.5	29.4	20.8	65.8	41.5	60.1	38.9	87.1	
Jharkhand	26.8	13.4	54.3	46.2	9.0	28.5	55.9	81.0	54.4	@ \$ 100.0	
Karnataka	16.5	8.3	43.9	37.4	18.5	58.5	66.5	96.4	38.4	86.0	
Kerala	4.7	2.4	26.9	22.9	42.9	100.0	68.5	99.3	72.9	100.0	
Madhya Pradesh	24.3	12.2	55.1	46.9	9.9	31.3	64.2	93.0	27.3	61.1	
Maharashtra	17.6	8.8	49.6	42.2	22.8	72.2	38.5	55.8	30.8	69.0	
Manipur	5.3	2.7	27.5	23.4	27.0	85.4	69.7	100.0	86.8	100.0	
Meghalaya	11.3	5.7	37.9	32.3	26.7	84.5	16.1	23.3	77.1	100.0	
Mizoram	5.0	2.5	27.7	23.6	54.0	100.0	40.7	59.0	74.2	100.0	
Nagaland	7.4	3.7	24.1	20.5	24.5	77.5	43.9	63.6	81.3	100.0	
Orissa	20.7	10.4	54.4	46.3	24.9	78.8	58.0	84.1	30.1	67.4	
Punjab	8.8	4.4	28.7	24.4	6.1	19.3	36.3	52.6	38.7	86.6	
Rajasthan	20.8	10.4	50.6	43.1	4.8	15.2	53.7	77.8	17.5	39.2	
Sikkim	4.2	2.1	20.6	17.5	31.4	99.4	16.3	23.6	87.3	100.0	
Tamil Nadu	10.6	5.3	36.7	31.2	50.3	100.0	48.3	70.0	55.4	100.0	
Tripura*	NA	3.9	NA	24.9	NA	100.0	NA	70.0	NA	100.0	
Uttar Pradesh	21.9	11.0	51.7	44.0	6.5	20.6	56.9	82.5	17.3	38.7	
Uttaranchal	16.0	8.0	41.8	35.6	24.1	76.3	65.9	95.5	62.1	@ \$ 100.0	
West Bengal	NA	8.2	48.7	41.4	25.0	79.1	48.8	70.7	46.3	100.0	
Andaman & Nicobar Is.*	NA		NA		NA		NA		NA		
Chandigarh *	NA	4.7	NA	27.0	NA	28.5	NA	60.0	NA	90.0	
Dadra & Nagar Haveli *	NA	8.8	NA	42.2	NA	72.2	NA	55.8	NA	69.0	
Daman & Diu *	NA	8.1	NA	38.4	NA	32.0	NA	94.5	NA	100.0	
Delhi	10.1	5.1	34.7	29.5	23.8	75.3	13.2	19.1	37.0	82.8	
Lakshadweep *	NA	2.4	NA	22.9	NA	100.0	NA	99.3	NA	100.0	
Pondicherry *	NA	5.3	NA	31.2	NA	100.0	NA	70.0	NA	100.0	
INDIA	18.0	9.2	47.0	40.0	15.8	50.0	55.2	80.0	33.5	75.0	

Source for current level: NFHS 1998-99

Notes: 1. NFHS was not conducted in States with a \* mark. In these the values have been estimated.

2. Current status for children in 0-3 years age-group is taken as representing status for children in 0-6 years age-group

3. As NFHS data for divided Bihar, M.P. and U.P. are not available, goals laid down are for undivided States

4. As NFHS data for A&amp;N Islands was not available, no goals have been set up.

\$: Based on 25-49 unweighted class

#: % children 4-9 months receiving supplements with breast feeding

@: % children 7-9 months receiving supplements with breast feeding

## Annexure- 6.2.4

State Plan Outlays and Expenditure for Nutrition during the IX and X Plans														(Rs. in lakhs)	
	IX Plan	1997-98		1998-99		1999-2000		2000-01		2001-02		Total	X Plan	AP 2002-03	
		Outlay	Expendi- ture	Outlay	Expendi- ture	Outlay	Expendi- ture	Outlay	Expendi- ture	Outlay	Expendi- ture				
Andhra Pradesh	29985.00	4000.00	2515.00	7500.00	3787.00	4500.00	3127.00	5530.00	5420.00	9560.00	8233.00	31090.00	23082.00	52781.00	8552.00
Arunachal Pradesh	1940.00	331.00	281.00	241.00	224.00	228.00	228.00	228.00	928.00	1146.00	1146.00	2174.00	2807.00	4813.00	1146.00
Assam	8000.00	845.00	768.00	913.00	789.00	920.00	501.00	3000.00	2009.00	3017.00	1011.00	8695.00	5078.00	17500.00	3747.00
Bihar	19500.00	2530.00	1098.00	3500.00	335.00	1400.00	600.00	1500.00	0.00	3687.00	1548.00	12617.00	3581.00	20267.00	3626.00
Chattisgarh									937.00	2823.00	2271.00	2823.00	3208.00	22570.00	6898.00
Goa	400.00	70.00	47.00	45.00	44.00	50.00	50.00	50.00	48.00	80.00	79.00	295.00	268.00	450.00	90.00
Gujarat	82500.00	12550.00	11433.00	5000.00	11433.00	14000.00	3203.00	5000.00	13324.00	13250.00	8448.00	49800.00	47841.00	28090.00	13416.00
Haryana	2508.00	500.00	495.00	693.00	526.00	525.00	496.00	350.00	348.00	450.00	438.00	2518.00	2303.00	6771.00	900.00
Himachal Pradesh	3600.00	600.00	600.00	800.00	800.00	940.00	940.00	940.00	938.00	980.00	980.00	4260.00	4258.00	8465.00	1050.00
J & K	3800.00	835.00	738.00	825.00	715.00	825.00	804.00	825.00	823.00	1000.00	990.00	4310.00	4070.00	7000.00	1000.00
Jharkhand										N.A.	0.00		0.00	0.00	0.00
Karnataka	16000.00	3738.00	3741.00	3884.00	3560.00	3850.00	3873.00	4886.00	4734.00	4826.00	5181.00	21184.00	21089.00	22606.00	3930.00
Kerala	510.00	75.00	65.00	75.00	75.00	45.00	45.00	40.00	7.00	35.00	10.00	270.00	202.00	3050.00	3010.00
Madhya Pradesh	12617.00	4139.00	3738.00	4700.00	3248.00	4960.00	3789.00	5125.00	3943.00	4200.00	3584.00	23124.00	18302.00	32852.00	5973.00
Maharashtra	17892.00	4339.00	3671.00	7538.00	5050.00	7458.00	4781.00	5747.00	5093.00	4933.00	6819.00	30015.00	25414.00	34707.00	4564.00
Manipur	1630.00	200.00	188.00	230.00	229.00	230.00	225.00	729.00	364.00	816.00	816.00	2205.00	1822.00	4488.00	770.00
Meghalaya	1400.00	200.00	179.00	250.00	180.00	260.00	236.00	680.00	355.00	682.00	656.00	2072.00	1606.00	3750.00	685.00
Mizoram	866.00	185.00	185.00	200.00	200.00	250.00	250.00	606.00	415.00	627.00	811.00	1868.00	1861.00	2925.00	645.00
Nagaland	1800.00	183.00	183.00	183.00	183.00	183.00	183.00	617.00	962.00	667.00	679.00	1833.00	2190.00	3400.00	680.00
Orissa	47200.00	8200.00	5780.00	7329.00	6210.00	6474.00	5283.00	3700.00	4410.00	2696.00	4092.00	28399.00	25775.00	44361.00	8558.00
Punjab	3458.00	300.00	294.00	300.00	132.00	500.00	164.00	606.00	957.00	779.00	302.00	2485.00	1849.00	5000.00	667.00
Rajasthan	10225.00	1810.00	1007.00	1810.00	1279.00	1135.00	796.00	2446.00	1977.00	3000.00	6885.00	10201.00	11944.00	52836.00	10719.00
Sikkim	1000.00	226.00	195.00	195.00	195.00	195.00	92.44	421.00	382.00	570.00	554.00	1607.00	1418.44	2900.00	570.00
Tamil Nadu	50000.00	9086.00	10579.00	10220.00	14101.00	12417.00	14563.00	9836.00	7263.00	12802.00	7183.00	54361.00	53689.00	40000.00	15196.00
Tripura	4773.00	695.00	682.00	578.00	576.00	658.00	649.00	872.00	839.00	1168.00	1258.00	3971.00	4004.00	7456.00	1063.00
Uttar Pradesh	23200.00	3558.00	536.00	4500.00	2473.00	4500.00	3655.00	5233.00	4639.00	8154.00	10496.00	25945.00	21799.00	77947.00	8550.00
Uttaranchal									0.00		184.00		184.00	1391.00	779.00
West Bengal	7291.00	2622.00	1262.00	2614.00	1020.00	4100.00	2870.00	9747.00	3964.00	7600.00	6253.00	26683.00	15369.00	31429.00	5607.00
A & N Islands	400.00	55.00	45.43	61.00	47.61	50.00	51.91	154.05	95.63	220.00	153.94	540.05	394.52	1360.00	248.00
Chandigarh	25.00	5.00	5.07	5.00	4.99	5.00	5.00	73.40	73.00	95.00	111.00	183.40	199.06	35.00	247.00
D & N Haveli	237.25	47.25	47.25	47.25	47.25	47.00	37.99	66.80	58.88	62.00	61.00	270.30	252.35	330.00	56.00
Daman & Diu	177.00	34.00	27.00	30.00	24.36	28.00	28.00	28.00	27.60	46.00	45.26	166.00	152.22	450.00	144.65
Delhi	15000.00	2075.00	2025.21	2920.00	1772.47	3210.00	1716.29	2517.00	2306.08	3430.00	2983.00	14152.00	10803.05	20230.00	3746.47
Lakshadweep	87.14	18.80	16.78	19.00	21.00	30.00	23.68	28.47	28.59	59.00	48.00	155.27	138.05	74.56	55.30
Pondicherry	2100.00	310.00	405.62	518.00	517.82	623.00	661.27	598.00	625.11	674.00	644.60	2723.00	2854.42	3575.00	1002.24
<b>Total</b>	<b>370121.39</b>	<b>64362.05</b>	<b>52832.36</b>	<b>67723.25</b>	<b>59799.48</b>	<b>74596.00</b>	<b>53927.58</b>	<b>72179.72</b>	<b>68293.89</b>	<b>94134.00</b>	<b>84953.80</b>	<b>372995.02</b>	<b>319807.11</b>	<b>565859.56</b>	<b>117890.66</b>

State plan outlays include outlays provided under ACA for BMS/ PMGY

Source: Outlays &amp; Exp. by State Plan Div., Planning Commission

## Statewise Alloc/ Release under PMGY (Nutrition)

Rs in lakhs

States	Year			
	2000-01 (Rel)	2001-02(Rel)	2002-03 (Alloc)	2003-04 *
Andhra Pradesh	1065.45	2841.00	2841.20	2346.60
Arunachal Pradesh	1022.56	1146.00	1146.00	975.00
Assam	2693.56	3017.00	4100.00	2850.00
Bihar	2154.37	3686.85	3625.95	3625.95
Chattisgarh	471.00	729.00	859.00	515.25
Goa	11.70	13.05	12.00	10.80
Gujarat	485.92	1088.40	1070.00	1068.30
Haryana	390.55	281.85	281.85	275.10
Himachal Pradesh	529.58	980.00	1050.00	1050.00
J & K	1286.85	1350.00	1550.00	2700.00
Jharkhand	1016.85	1138.80	1116.90	1116.90
Karnataka	3004.95	2147.00	1773.00	1240.95
Kerala	1036.20	1161.00	1150.00	1141.20
Madhya Pradesh	3406.54	1921.00	2125.00	1275.00
Maharashtra	1486.95	1979.00	1638.00	1637.55
Manipur	728.40	815.85	720.00	720.00
Meghalaya	608.85	681.90	612.00	616.80
Mizoram	790.15	627.00	625.00	645.00
Nagaland	962.00	691.00	680.00	678.90
Orissa	739.13	1655.70	2455.20	1629.45
Punjab	606.00	678.75	667.00	666.30
Rajasthan	1446.00	2000.00	5306.00	1591.65
Sikkim	210.83	570.00	550.00	450.00
Tamil Nadu	785.92	1760.40	1905.40	1732.05
Tripura	762.45	1133.25	900.00	853.95
Uttar Pradesh	4718.81	5651.00	5550.00	5563.05
Uttaranchal	188.40	211.05	700.00	1050.00
West Bengal	2517.30	2820.00	2774.00	2773.50
<b>Union Territories</b>	(RE)			
NCT of Delhi	400.00	186.00	164.00	161.70
Pondicherry	42.20	192.24	192.24	69.75
A&N Island	98.00	172.50	150.00	150.30
Chandigarh	68.00	76.65	90.00	66.30
D&N Haveli	58.88	22.20	20.00	19.20
Lakshadweep	28.59	29.70	25.80	25.80
Daman & Diu	27.60	18.00	16.85	16.65
<b>TOTAL</b>	<b>35850.54</b>	<b>43473.14</b>	<b>48442.39</b>	<b>41308.95</b>

\* Worked out as 15% of total PMGY allocation

## 6.3 PUBLIC DISTRIBUTION SYSTEM

A series of normal monsoons over the years together with a policy of ensuring relatively higher returns on production of rice and wheat have led to a surplus of food grains with the FCI far in excess of prescribed buffer stock norms. The problem facing the country today is not one of shortage of food grains but finding ways and means of managing the accumulated surplus. The Public Distribution System (PDS) in the country facilitates transfer of the food grains produced in the country to the poor and needy in various geographical regions. In the light of the growing food subsidy and food stocks many doubts have been raised about the cost-effectiveness of the PDS, which requires a re-look at the existing system.

2. In our country we have successfully tackled the problem of persistent hunger but the problem of poverty and under-nutrition continues to daunt us. The issue of food and nutritional security at the household and individual level remains a challenge. There are two dimensions of this problem. One relates to the inadequate purchasing power with the poor and the other is the access to food in terms of physical availability. In remote, inaccessible and backward regions both job opportunities and access to food may be constrained. In such situations, food-for-work and related schemes are necessary and are being implemented. These may be supplemented by more innovative schemes like grain banks. Community grain banks can be set up in such areas from where the needy can borrow grain in times of need and repay later the grain after the emergency is over. This would ensure food security. Natural disasters such as earthquakes and floods also create conditions in which the government must provide emergency assistance and the administration has to be alert to the demand for food. Finally a minimal amount of social security must be provided to those who are old, sick or disabled and cannot partake of work even if it is available, as also to those who cannot find work specially in times of lean agricultural season.

### **MSP and Food Procurement Policy**

3. The stock of food grains available with the government agencies as on 1-4-2003 was 32.80 million tonnes, of which 17.16 million tonnes was rice and 15.65 million tonnes was wheat. The offtake of foodgrains under the Public Distribution System has shown considerable improvement during 2002-03. From April 2002 to March 2003 the offtake under TPDS has been 10.03 million tones in respect of rice and 9.06 million tones in respect of wheat against 8.16 million tones of rice and 5.68 million tones of wheat during the corresponding period of 2001-02. The level of foodgrain stocks, however, are still well above the buffer stock norms prescribed by the government. Thus, the problem today on the food front is not one of scarcity but that of managing the surplus.

4. The changing demand pattern for cereals where people today prefer to consume more fruits, vegetables and animal products as against cereals could have been one of the factors that may have contributed to the accumulation of surplus food grains stocks in our FCI godowns— but to a small extent only. The main factor that has contributed to excess stocks is the fact that in recent years there has been a tendency among successive governments to fix minimum support prices for paddy and wheat in excess of the levels prescribed by the Commission for Agricultural Costs and Prices. While this increases farmer's incentive to produce

more, it has created the problem of procurement in excess of the buffer stock norms. Studies conducted at the National Council of Applied Economic Research show that fixing of procurement prices over and above the levels prescribed by the CACP has led to procurement of an additional quantity of wheat of about 12.8 million tonnes and in the case of rice, this was about 3.4 million tonnes. This points to the need for adhering to the recommendations of the CACP while procurement prices for cereals are fixed. A more realistic "Minimum" Support Price policy will help promote the diversification of cropping patterns.

5. The MSP Scheme served the country well in the past three and a half decades. However, in recent years, it has started encountering certain problems. This is mainly because the scenario of agricultural production has undergone significant changes over the past few years. Surpluses of several agricultural commodities have started appearing in several states and this trend is likely to continue in the coming years as well. Former deficit states like Bihar, Assam and Eastern UP have started generating surpluses of certain cereals, and logically the FCI should procure from these states also.

6. MSP for wheat and rice as compared to MSP for other crops helped exploit the opportunity created by the green revolution and led to much higher average productivity of wheat and rice than the average productivity of pulses or coarse cereals. Therefore, relatively higher prices of MSP for these crops increased the profitability of these crops and motivated the farmers to divert their areas to these crops from coarse cereals, pulses and even oilseeds as in the case of Punjab. This enabled the country to achieve higher output of food grains and reach a situation of surpluses and reach self-sufficiency in foodgrains. But in the changing context the need for rethinking on this approach is overdue. There should be a marked incentive in favour of growing pulses and oilseeds. This could be achieved by an increase in the MSP of oilseeds and pulses so as to make these crops more advantageous to the farmer.

### **Targeted Public Distribution System**

7. While the off-take under TPDS has shown improvement during 2002-03, there has also been an increase in the food subsidy bill of the Central Government. The level of food subsidy is expected to go up from Rs.17,612 crore in 2001-02 and Rs.24,200 crore in 2002-03 to Rs.27,800 crore in 2003-04 as per budget estimates. As a percentage of the total expenditure of the Central Government, the food subsidy is expected to go up from 4.86 per cent in 2001-02 and 5.99 per cent in 2002-03 to 6.34 per cent in 2003-04.

8. Under the Antyodaya Anna Yojana (AAY), 35 kgs. of food grains are being provided to the poorest of the poor families at a highly subsidised rate of Rs.2 per kg. for wheat and Rs.3 per kg. for rice. It has now been decided to extend the coverage to AAY from 1 crore to 1.5 crore families.

### **Plan Schemes**

9. The Annual Plan outlay of the Department of Food and Public Distribution was fixed at Rs.144.23 crore in 2002-03 for which the gross budgetary support was fixed at Rs.44.23 crore. For Annual Plan 2003-04, while the total outlay of the Department was fixed at Rs.138.23 crore,



the gross budgetary support was retained at the level of Rs.44.23 crore. A statement showing scheme wise outlay under the various schemes of the Department of the Food and Public Distribution is given at the Annexure. A brief description of the schemes of the department is given below:

### **1. Construction of Storage Godowns by FCI**

10. The scheme was conceived under the Fifth Five Year Plan to build and increase the storage capacity for storage of food grains. The scheme is funded by the Government of India and the funds are released as equity to the Food Corporation of India. In the Tenth Five Year Plan, an allocation of Rs.185.46 crore has been made to build up 6.42 lakh MT storage capacity/ railway sidings. For the Annual Plan 2002-03, an amount of Rs.33.47 crore was allocated for construction of 1.32 lakh MT storage capacity. At the end of financial year, FCI had created 2500 MT capacity in the North East Region and 91.97 thousand MT capacity in other zones and spent Rs.31.03 crore. For the Annual Plan 2003-04, an amount of Rs.27.83 crore has been allocated for construction of 1.35 lakh MT Godown capacity across the country.

### **2. Management Information System for Foodgrains in FCI**

11. This scheme is proposed to be initiated during the year 2003-04 after obtaining the necessary EFC clearance. The scheme is to be introduced in three phases. During the first phase, the Headquarter of FCI will be linked to Zonal Offices (5), Regional Offices (22), District offices (167) and Depot offices (134). During the second phase, 673 Depot offices would be computerized and in the third phase, 864 Depot offices would be computerized. Total project cost would be Rs.110.03 crore. An amount of Rs.12.00 crore has been approved for the Annual Plan 2003-04. With the implementation of this scheme, operations of FCI would significantly improve especially in the matter of quicker decision making, improved management of stocks, efficient movement of food grains, speedier information gathering and monitoring systems and greater transparency.

### **3. Training, Research and Monitoring**

12. The scheme aims at strengthening and upgrading the skills of personnel, engaged in the functioning and implementation of PDS. Assistance is given in the form of grants-in-aid for training up to Rs.50,000/- for a one week training programme for a maximum of 20 participants. During the Tenth Five Year Plan, an amount of Rs.1.15 crore had been allocated under the scheme, out of this, an amount of Rs.0.35 crore was sanctioned for Annual Plan 2000-03, out of which an amount of Rs.0.28 crore was spent during the year. For the Annual Plan 2003-04, an amount of Rs.0.60 crore has been sanctioned.

### **4. R & D and Modernisation of LABS of the Directorate of V.V.O & F.**

13. The R&D Scheme is mainly to augment the availability of vegetables oils and to make quality products. The scheme of Modernisation of Lab is to equip the laboratory of the Directorate of Vanaspati, Vegetable Oils and Fats (VVO & F) by introducing modern equipments for testing of oils and fats. In the Tenth Five Year Plan, an amount of Rs.1.25 crore has been

sanctioned. Out of this, an amount of Rs.0.25 crore has been sanctioned for Annual Plan 2002-03. Till the end of March, 2003, an amount of Rs.0.15 crore was utilized under this scheme. For the Annual Plan 2003-04, an amount of Rs.0.25 crore has been approved, which would be utilized for conducting new R&D projects in the field of VVO&F.

#### **5. National Sugar Institute, Kanpur.**

14. The schemes, viz., National Sugar Institute, Kanpur and Technical Studies and Consultancies have been merged under this scheme. For the Tenth Five Year Plan, an amount of Rs.8.95 crore has been allocated. Out of this, an amount of Rs.2.04 crore was earmarked for Annual Plan 2002-03 and Rs.0.48 crore has been spent. In the Annual Plan 2003-04, an allocation of Rs.2.05 crore has been made.

#### **6. Pilot Project on implementation of Food Credit Cards in PDS.**

15. This scheme was introduced in Tenth Five Year Plan with an allocation of Rs.13.20 crore, out of which an amount of Rs.4.40 crore was sanctioned for the Annual Plan 2002-03. This was reduced to Rs.2.69 crore at the RE stage and only an amount of Rs.0.98 crore could be utilised. It has now been decided to implement the scheme in phases by launching pilot projects in selected districts. NIC would be the nodal agency for providing technical support for software development. For the Annual Plan 2003-04, an amount of Rs.1.50 crore has been approved for completing the pilot project.

#### **7. Central Warehousing Corporation (I.E.B.R. Scheme)**

16. The Internal and External Budgetary Resources (I.E.B.R.) Scheme of the Department is operated by the Central Warehousing Corporation (CWC). For the Tenth Five Year Plan, an outlay of Rs.485.00 crore has been approved. During this period, the CWC proposes to construct 15.00 lakh MT storage capacity in the country. In the Annual Plan 2002-03, an outlay of Rs.100.00 crore (Rs.96.50 crore for construction of godowns and Rs.3.50 crore towards contribution to the share capital of State Warehousing Corporations) to construct storage capacity of 3.25 lakh MT in the country was approved. CWC had created 3.59 lakh MT capacity and spent an amount of Rs.90.51 crore during this period. For the Annual Plan 2003-04, an amount of Rs.94.00 crore has been approved out of which Rs.92.00 crore is for construction of 3.12 lakh MT storage capacity and Rs.2.00 crore would be spent for making contribution towards share capital of SWCs.

## Annexure 6.3.1

## Statement showing scheme-wise allocations/expenditure on schemes of the Department of Food &amp; Public Distribution for Annual Plan (2002-03) and (2003-04).

(Rs. Crore)

Name of the Scheme	Annual Plan (2002-03) B.E	Annual Plan (2002-03) Anticipated	Annual Plan (2003-04) B.E
1 Construction of godowns by FCI	36.06	31.03	27.83
2 Integrated Information System for FCI (New Scheme)	-	-	12.00
3 Training, Research and Monitoring	0.35	0.28	0.60
4 Research and Development and modernization of the of Labs of the Directorate of VVO & F	0.25	0.15	0.25
5 National Sugar Institute, Kanpur and Technical Studies and Consultancies	2.04	0.48	2.05
6 Pilot Project on Implementation of Food Credit Card in PDS	4.40	0.98	1.50
7 Post-Harvest Operations	1.13 <sup>\$</sup>	0.54 <sup>^</sup>	-
<b>Total (GBS)</b>	<b>44.23</b>	<b>32.92</b>	<b>44.23</b>
<b>IEBR Schemes</b>			
1 Construction of Warehouses/ godowns by CWC	96.50	89.91	92.00
2 Contribution to share capital of the State Warehousing Coporation.	3.50	0.60	2.00
<b>Total (IEBR)</b>	<b>100.00</b>	<b>90.51</b>	<b>94.00</b>
<b>Grand Total</b>	<b>144.23</b>	<b>123.43</b>	<b>138.23</b>

\$ Revised Estimate

<sup>^</sup> Scheme discontinued, expenditure upto 30<sup>th</sup> September 2003.

## 6.4 LABOUR WELFARE AND SOCIAL SECURITY

Labour sector addresses multidimensional socio-economic aspects affecting labour welfare, productivity, raising living standard of labour force and social security. To raise earnings of work force and achieve higher productivity, skill upgradation through suitable training is of utmost importance. Manpower development to provide adequate labour force of appropriate skills and quality to different sectors essential for rapid socio-economic development and elimination of the mismatch between skills required and skills available has been a major focus of human resource development activities during the last fifty years.

2. The major concerns of the Government has been the improvement of labour welfare with increasing productivity and provision of a reasonable level of social security; reviewing and harmonizing labour laws with the new economic and social situation; expanding the provision of social security to workers through efforts to create viable location specific and a self financing system, and improving the conditions of workers facing highly adverse work situations.

3. The situation of surplus labour, coupled with the employment of most of the workers in the unorganized segment of the economy has given rise to unhealthy social practices like bonded labour, child labour and adverse working conditions faced by the migrant labour. Elimination of these undesirable practices and aspects such as ensuring workers safety and social security, looking after labour welfare and providing the necessary support measures for sorting out problem relating to employment of both men and women workers in different sectors received priority attention in the earlier plans and the same effort would continue during the Tenth Five Year Plan.

4. The planning process attempts to create conditions for improvement in labour productivity and for provision of social security to supplement the operations of labour market. The Government has enacted a number of legislations in the area of Social Security for the workers. The important Acts in this regard are the Workmen's Compensation Act, 1923, the Employees Provident Funds & Miscellaneous Provisions Act, 1952 and the Employees State Insurance Act, 1948. Under EPFO the EPF Scheme has been simplified and subscribers can avail withdrawal from their Provident Fund for housing purposes on the basis of self declarations. Arrangements have been made for disbursement of pension through 26,000 Post Offices across the country under Employees Pension Scheme.

### **Tenth Plan Objectives**

5. The present infrastructure for improving labour productivity and for ensuring the welfare of workers covers only a small segment of the labour force. The objective of Tenth Plan will be to increase the coverage of labour market institutions. During the Tenth Plan, some of the new initiatives for labour productivity and labour welfare are to be:-

- (i) Reforms of vocational training system so that bulk of the new entrants to labour force acquire vocational skills before entering employment.
- (ii) Simplified procedures for labour laws administration for the small and medium establishment.

- (iii) Developing professional services to supplement the efforts of State Governments, for occupational health and safety for the small establishments.
- (iv) A perspective plan to provide social security cover to workers in agriculture, small establishments in the informal sector, etc.
- (v) To strengthen awareness generation campaigns and dissemination of information to unorganized sector workers extend coverage of social security measures.

### **Plan Outlay & its utilization**

6. In the current year (2003-04), the outlay has been provided at Rs. 170 crore which is at the same level of the Annual Plan 2002-03. The major part of the plan budget of the Ministry of Labour relates to the scheme - Elimination of Child Labour through the National Child Labour projects scheme, Rehabilitation of Bonded Labour, schemes of DGE&T, Research and Statistics on labour related subjects, schemes for improving working conditions of Mines and Factories, Social Security and Safety in work places are the other important plan schemes **(For Labour and Labour Welfare Sector outlay refer to Annexure 6.4.1 for Central Sector and Annexure 6.4.2 for State Sector)**. As per the Government's directives, during 2003-04, 10% of plan allocations to the tune of Rs. 17.00 crore have been earmarked for specific projects/schemes in the North Eastern States and Sikkim.

### **Review of the Annual Plan 2002-03 & Programmes for Annual Plan 2003-04**

#### **Labour & Labour Welfare**

7. A number of legislative, policies, administrative and programmatic steps have been taken to promote and protect occupational health, safety, social security and welfare of workers through observance of the ethos and culture of tripartism. Implementation of programmes under various schemes initiated during 2002-03 would continue during 2003-04. The progress made during 2002-03 and initiative taken during the current year for some of the important activities are as follows:

#### **Welfare of Labour**

8. The improvement of labour welfare and increasing productivity with reasonable level of social security is one of the prime objectives concerning social and economic policy of the government. The resources have been directed through the Plan programmes towards skill formation and development, monitoring of working conditions, creation of industrial harmony through infrastructure for health, industrial relations and insurance against disease, accident and unemployment for the workers and their families.

9. The Ministry of Labour is administering 5 Welfare Funds for Beedi, Cine, Mica Mines, Lime Stone and Dolomite Mines and Iron, Manganese ore. These Welfare Funds continued to provide assistance for housing, medical care, educational facilities to workers employed in beedi industry, cine industry and in certain non-coal mines. Efforts are being made to substantially extend the welfare fund approach to cover more categories and sub-categories of workers in unorganized sector workers such as Tendu Patta pluckers, fish processing industry workers and

salt industry workers. In addition to the Central Government, a number of State Governments have also taken initiatives to cater to the needs of the unorganized sector.

### **Industrial Relations**

10. There was a significant improvement in the industrial relations scenario in 2001. The number of strikes and lockouts and more importantly, the workers affected due to these disturbances declined by 12.7%, 12.5% and 51.5% respectively as compared to 2000. During 2002 (upto September), the decline in the incidence of industrial unrest has been much steeper with the number of strikes and lockouts coming down by 51% and 31% respectively in comparison to the same period last year. The workers involved in these unrests have however, increased by about 9.2%. As an alternative grievance redressal mechanism in the adjudication system of the CGIT-cum-Labour Courts, 8 Lok Adalats have been organized and 259 cases decided therein.

### **Indian Labour Conference**

11. The 38<sup>th</sup> Session of the Indian Labour Conference (ILC) was held on 28-29 September 2002. There were different views on both the positive and negative impact of globalization. The ILC, therefore, felt that strategies to meet the challenges of globalization should be evolved by social partners through dialogue. There were divergent views on the disinvestments policy of the Government. As regards social safety net, the ILC urged the Government to have a Social Security Policy covering all workers and to set up a National Social Security Authority headed by the Prime Minister. The increase in social security spending by 1 to 2 per cent of GDP each year was also emphasized.

### **Second National Commission on Labour**

12. The Second National Commission on Labour (NCL) had submitted its report in June 2002. The first term of reference of the Commission was to review the existing law and rationalize them and suggest simplification wherever they require. The second important term of reference was to suggest umbrella legislation for unorganized sector for ensuring a certain minimum level of protection. The report is under examination of the Government.

### **Labour Statistics**

13. Labour Bureau (MOL) is premier agency in the country engaged in collection, analysis and dissemination of labour statistics at all India level on different facets of labour. Labour Bureau compiles and maintains the following three price indices on monthly basis.

- i) Consumer Price Index for Industrial Workers (base 1982 = 100)
- ii) Consumer Price Index for Rural Labourers as well as for its subset viz. agricultural labourers (base 1986-87=100)
- iii) Retail price Index of selected 31 Essential Commodities in urban areas. (base 1982=100).

14. The consumer Price Index for Industrial Workers determines the dearness allowance of workers, Government employees, etc. During the year 2002-03, Labour Bureau released 12 publications on Labour Statistics, Industrial disputes in India, Wage Rates in Rural India, Working of Minimum Wages Act, Working Conditions of Contract Labour in Iron and Steel Industry (1999), etc.

### **Elimination of Child Labour**

15. The existence of child labour in hazardous industry is a serious problem. Non-availability of accurate, authentic and up-to-date information on child labour has been the major handicap in planned intervention for eradication of the social evil. A Plan scheme designed to make effective intervention to prevent the abuse of child labour is the National Child Labour Project (NCLP) initiated in the areas of concentration of child labour to rehabilitate the children withdrawn from work. At present, 100 NCLPs are under implementation covering about 2.11 lakh children in 13 child labour endemic states engaged in glass brassware, locks, carpets, slates, tiles match and fire work, gems, agro-chemicals, beedi industries, etc. A National Authority for Elimination of Child Labour, which was set up earlier, is working towards convergence of services under various Central Ministries and Departments of the State Governments, which implement child related programmes. To reduce the incidence of child labour, effort would be taken in the Tenth Plan to converge this scheme with Sarva Shiksha Abhiyan (SSA) – a scheme implemented by the Ministry of Human Resource Development. **(State –wise coverage under NCLP is as given in Annexure 6.4.3)**

### **Women Labour**

16. Programmes for women labour include action oriented projects and studies, organization of Child Care Centres and welfare projects for women engaged in construction activities, etc. A Committee has been set up at the Centre under the Equal Remuneration Act, 1976 to advise the Government on providing increasing employment opportunities for women.

### **Bonded Labour**

17. In order to assist the State Governments in their task of rehabilitation of released bonded labourers, the Ministry of labour has been implementing a Centrally Sponsored Scheme since May 1978 for rehabilitation of bonded labourers. Under this scheme rehabilitation assistance of Rs. 20,000/- per freed bonded labour is provided, which is shared by the Central and State Governments on 50:50 basis; in the case of the Seven North-eastern States, 100% central assistance is provided. Under the scheme, Central grants are also provided to the State Governments for conducting district wise survey of bonded labour, awareness generation and evaluatory studies.

18. During the current financial year 2002-03, Rs. 54.00 lakh have been provided for conducting survey in 27 districts. Besides a sum of Rs. 103.81 lakh have been provided to the various State Governments for rehabilitation of 1058 bonded labourers during the year. **(Details of Bonded Labourers identified and rehabilitated may be seen at Annexure 6.4.4. State-wise release of funds for the scheme is given in Annexure 6.4.5)**

## **Occupational Safety & Health**

19. The Directorate General of Mines Safety (DGMS) and Directorate General of Factory Advice Services and Labour Institutes (DGFASLI), the two field organizations of Ministry of Labour strive to achieve the principles enshrined in the area of occupational safety and health in mines, factories and ports.

### **Directorate General Of Factory Advice, Service And Labour Institute (DGFASLI)**

20. This organization functions as the technical arm of the Ministry in matters concerning with safety, health and welfare of workers in factories and ports/docks. In keeping with DGFASLI's pioneering role in the field of industrial safety and health, 44 Seminars/Workshops and longer duration Training Programmes were conducted for 1022 participants from 200 organizations during 2002-03. Labour Institutes in Mumbai, Kanpur, Kolkata, Chennai and Kanpur conducted 133 appreciation programmes for 2885 beneficiaries on safety, health and welfare. Mobile safety exhibitions were set up at 30 factories benefiting 25850 factory workers. DGFASLI completed 32 consultancy studies in the areas of hazardous assessment, environment assessment, safety audit, and assessment of occupational health status at the request of various organizations.

### **Directorate General Of Mines Safety (DGMS)**

21. The Directorate General of Mines Safety (DGMS) through a variety of promotional initiatives and awareness programmes exercise preventive as well as educational influence over the mining industry, promote the concept of self-regulation as well as workers participation in the safety management. One of the major responsibility of this organization is to draft appropriate legislation and set standards as well as its compliance through a variety of promotional initiatives and thereby creates an environment to give due priority to safety. With a view to ensuring enforcement of necessary safety measures in mines, inspections and enquiries are carried out by the inspecting officers. During the period April 2002 to September 2002, 33 notices and 22 orders were issued in coal mines and 17 notices and 27 orders were issued in non-coal mines.

## **Amendment In Labour Laws**

22. Reforms in labour laws in recent years have been necessitated with a view to make Indian industry efficient, cost effective and internationally competitive in the face of globalization process. In this direction, necessary initiatives have been taken to amend Payment of Wages Act, 1936 Industrial Disputes Act, 1947 and Contract Labour Act, 1970.

## **Social Security**

23. The Employees' Provident Fund Organization has proposed to put in place information driven compliance model as part of the proposed project "RE-inventing EPF India". Under this project, a Social Security number would be provided as permanent and unique number to Provident Fund members for identification. Further networking of all Provident Fund offices would be established to facilitate online settlement of claims within 2-3 days.



24. The ESI scheme under Employees State Insurance Corporation is being operated in 677 Centres in 25 States / U.T.'s. Till date over 85 lakh insured persons and about 329.55 lakh beneficiaries are covered under the scheme. The number of factories and establishments covered had gone up to about 2,38,000. ESIC has exempted insured persons earning upto Rs. 40/- a day from the payment of employees contribution w.e.f. 1<sup>st</sup> April, 2001. Over six lakh workers would benefit from this. Dependent and disability benefits under ESI scheme have been increased ranging from 14% to 23.59%.

25. In order to provide welfare measures to the workers in the unorganized sector, a number of welfare funds are being administered by the Central Ministry of Labour and by various State Governments. These are:

- The Ministry of Labour is administering five Welfare Funds for the welfare of beedi, cine and certain categories of non-coal mine workers. These funds have been set up under the five respective Acts of Parliament for the welfare of these workers. A number of welfare schemes have been formulated and are in operation in the fields of health, group insurance, housing, education, recreation and water supply.
- Schemes for financial assistance for education to the wards of the target workers were simplified / rationalized in August 2002 to make them more meaningful and easy to avail. Simplified single page application has been adopted for the purpose. Similarly, health care and grants-in-aid schemes have also been improved upon. The bottlenecks in extending health care to the target workers have been removed and to further improve effectiveness and delivery of welfare schemes, independent evaluation of scheme has been initiated. Rationalization / simplification of housing scheme is under active consideration and will be finalized after evaluation is completed.
- Projects for construction of three new 30-bedded hospitals have been taken up for beedi workers at Nalanda ( Bihar), Sagar (M.P.) and Mukkudal (TN).

26. In addition to the Central Government, a number of State Governments have also taken initiatives to cater to the welfare needs of the workers in the unorganized sector. The efforts made by some of the State Governments are as under:-

- The Government of Kerala set up Welfare Fund for different categories of occupational groups.
- Assam Plantation Employees Welfare Fund Act, 1959 enacted by the Government of Assam.
- Social Security Authority is being set up by the Government of Karnataka for different occupational groups.
- State Assisted Scheme of Provident Funds for Unorganized Workers (SASPFUW) launched by Govt. of West Bengal.

- Tamil Nadu Social Security and Welfare Scheme 2001 covering manual workers such as auto-rickshaws, taxi drivers, washer-men, tailoring workers, etc.

27. Several public institutions and agencies are also providing various kinds of Welfare and Social Security Benefits to selected groups of workers in the unorganized sector such as, Self Employed Women Association (SEWA), Mathadi Workers Boards in Maharashtra, etc.

## **Labour Education**

### **A. V.V. Giri National Labour Institute, NOIDA.**

28. V.V. Giri National Labour Institute (VVG NLI), an autonomous body of the Ministry of Labour, Government of India, which was set up in July, 1974, has grown into a premier Institute of labour research and education. Since its inception, the Institute has endeavoured through its research, training education and publications to reach out to diverse groups concerned with various aspects of labour in the organized and the unorganized sectors.

29. In the area of Child Labour, the Institute has achieved the distinction of becoming a premier training and research institution and has been declared as a nodal Institute under ILO-IPEC. A National Resource Centre on Child Labour has been created for this purpose. The Institute continued to bring out regular publications namely the Awards Digest, Shram Vidhan, Shram Jagat, Labour and Development.

30. The Institute completed 31 research projects in the areas of labour market, employment & regulations, agrarian relations & rural labour, integrated labour history, child labour and prevention of HIV/AIDS in the work place. As many as 15 projects are under various stages of progress. The Institute also organized 42 training programmes covering 1145 participants.

### **B. Workers' Education Scheme**

31. Central Board for Workers Education (CBWE) sponsored by the Ministry of Labour, Government of India, is a tripartite society established in 1958 with headquarters at Nagpur, to implement Workers Education Scheme at National, Regional and Unit/Village levels. The Board has a network of 49 Regional and 10 Sub-Regional Directorate spread throughout the country to implement the scheme at Regional and Unit/Village levels.

32. The Central Board for Workers Education conducted 3004 programmes and trained 97664 participants during April-August, 2002 at national, regional and unit level on various topics ranging from leadership development, industrial health, safety & environment to industrial relations and trade unionism. Special programmes/ seminars were also held for unorganized and rural workers, child labour, women and SC/ST workers. During the current year ( upto October), the Board has also organized 133 one-day camps for 5356 agricultural workers under Krishi Shramik Suraksha Yojana.

## **Institute of Applied Manpower Research**

33. The Institute of Applied Manpower Research (IAMR) was established in 1962 as an autonomous organization under the Societies Registration Act of 1860. The Institute is now functioning from its new campus at Narela since December 2002. The main mandate of IAMR is to evolve an institutional framework capable of sustaining and steering of systematic manpower planning process.

34. Besides research, technical manpower planning, IAMR also conducts a 9-month diploma course and one-year master's degree course in Human Resource, Planning & Development with affiliation from Guru Gobind Singh Indraprastha University. The Institute envisioned, conceptualized and developed a range of academic activities in the field of human resource planning and development, including research, consultancy, information system, training and workshops, seminars and conferences.

35. The Institute brings out a publication - Manpower Profile India Year Book, which contains compilation of information on various aspects of manpower related to different sectors. National Technical Manpower Information System (NTMIS) continued compilation of information on technical manpower with the aid of All India Council of Technical Education (AICTE), Ministry of Human Resource Development (HRD) and Government of India.

## MINISTRY OF LABOUR (Annual Plan 2003-2004)

(Rs. in lakhs)

S. No.	Divison / Scheme	Actual Expenditure 2001-02	Tenth Plan Outlay 2002-07	Annual Plan 2002-03 Approved Outlay		Annual Plan 2003-04
				BE	RE	
1	2	3	4	5	6	7
1	<b>DGE&amp;T</b>					
	a. Employment	141.00	3666.00	1479.00	1331.00	1479.00
	b. Training	2672.56	36334.00	4216.00	3226.57	4216.00
2	Industrial Relations	362.26	3720.00	775.00	727.25	775.00
3	Workers Education (CBWE)	399.00	3500.00	700.00	700.00	867.00*
4	Child Labour	6187.00	66750.00	7010.00	7510.00	7243.00
5	Women Labour	10.00	250.00	46.00	46.00	46.00
6	Labour Bureau	697.00	11200.00	834.00	819.00	834.00
7	Mines Safety (DGMS)	180.21	5500.00	355.00	602.00	355.00
8	Industrial Safety (DGFASLI)	65.70	5240.00	490.00	463.50	490.00
9	Labour Research (NLI)	250.00	1200.00	265.00	265.00	265.00
10	Information Technology	100.91	800.00	100.00	100.00	100.00
11	Krishi Shramik Samajik Suraksha Yojana	0.00	300.00	300.00	300.00	0.00
12	New Initiative on Social Security of Workers	0.00	5240.00	0.00	0.00	0.00
13	Awareness Generation on Lab. Welfare and Dev.	0.00	1000.00	150.00	150.00	0.00@
14	Rehabilitation of Bonded Labour	542.00	4400.00	200.00	400.00	300.00
15	Housing Scheme for Hamals	0.00	0.00	dropped	0.00	0.00
16	Grant-in-aid To NGOs/Vos	14.32	300.00	20.00	20.00	20.00
17	Training to the Personnel of the Ministry	0.00	200.00	10.00	10.00	10.00
18	Modernisation of Sections	0.00	400.00	50.00	100.00	dropped
19	Exp. In North East (other than DGE&T)	0.00	0.00	0.00	0.00	0.00
	<b>Total</b>	<b>11621.96</b>	<b>150000.00</b>	<b>17000.00</b>	<b>16770.32</b>	<b>17000.00</b>

\* : Includes provision for Awareness Genration.

@ : Included under Workers Education.

**LABOUR AND EMPLOYMENT SECTOR  
STATEWISE OUTLAY AND EXPENDITURE**

(Rs. in lakhs)

States/Uts	Annual Plan 2001-02 Actual Expenditure	Annual Plan 2002-03		Annual Plan 2003-04 Approved Outlay
		BE	RE	BE
Andhra Pradesh	888.00	2918.00	1666.00	1742.00
Arunachal Pradesh	135.00	125.00	127.00	125.00
Assam	766.00	687.00	687.00	713.00
Bihar	90.00	5371.00	5233.00	5344.00
Chattisgarh	1045.00	1296.00	1296.00	1370.00
Goa	431.00	500.00	500.00	5466.00
Gujarat	4919.00	11555.00	11555.00	11555.00
Haryana	1928.00	1130.00	1130.00	1335.00
Himachal Pradesh	154.00	156.00	75.00	48.00
Jammu & Kashmir	1045.00	1453.00	1453.00	1570.00
Jharkhand	341.00	350.00	350.00	2900.00
Karnataka	1815.00	1530.00	2825.00	1404.00
Kerala	550.00	865.00	600.00	785.00
Madhya Pradesh.	839.00	1061.00	973.00	1344.00
Maharashtra	2911.00	6037.00	6037.00	9016.00
Manipur	194.00	60.00	60.00	82.00
Meghalaya	113.00	95.00	95.00	150.00
Mizoram	71.00	80.00	78.00	95.00
Nagaland	156.00	80.00	80.00	130.00
Orissa	283.00	8.00	8.00	29.00
Punjab	399.00	57.00	57.00	20330.00
Rajasthan	909.00	350.00	109.00	142.00
Sikkim	23.00	35.00	35.00	45.00
Tamil Nadu	295.00	120.00	109.00	1945.00
Tripura	50.00	79.00	79.00	161.00
Uttar Pradesh	549.00	1136.00	264.00	1584.00
Uttranchal	35.00	918.00	918.00	1557.00
West Bengal	193.00	876.00	623.00	305.00
<b>Total (States) 75326.00</b>	<b>21127.00</b>	<b>38928.00</b>	<b>37022.00</b>	<b>71272.00</b>
<b>U.Ts.</b>				
A&N Islands	113.61	84.00	84.00	100
Chandigarh	35.30	33.00	33.00	68
D & N Haveli	27.03	26.00	26.00	26
Daman & Diu	28.26	28.00	28.00	30
Delhi	368.00	800.00	567.00	965
Lakshadweep	22.27	2.70	2.70	27
Pondicherry	297.72	340.00	285.97	390
<b>Total (U.Ts.)</b>	<b>892.19</b>	<b>1313.70</b>	<b>1026.67</b>	1606.00
<b>Grand Total</b>	<b>22019.19</b>	<b>40241.70</b>	<b>38048.67</b>	72878.00

Source: Figures obtained from State Plans Division

\$ :- Includes Rs. 150 lakhs for employment services and Rs. 1105 lakhs for Craft Training

@ :- Includes Rs. 1265 lakhs for employment services and Rs. 92 lakhs for Craft Training/Apprentice Training

# :- Includes Rs. 56 lakhs for employment services and Rs. 88 lakhs for Craft Training

## Coverage Under National Child Labour Projects During 2002-03

Sl. No.	Name of States	No. of districts covered	Sanctioned coverage		Actual coverage	
			No. of schools	No. of children	No. of schools	No. of children
1	Andhra Pradesh	22	1033	51650	1021	51820
2	Bihar	3	85	6500	84	6216
3	Chattisgarh	5	139	9900	98	5128
4	Jharkhand	5	114	5700	114	5700
5	Karnataka	5	190	9500	141	6689
6	M.P.	3	88	4600	84	4333
7	Maharashtra	2	74	3700	69	3570
8	Orissa	18	696	39550	628	34855
9	Rajasthan	6	180	9000	161	8050
10	Tamil Nadu	9	425	21900	414	21411
11	U.P.	11	524	27000	520	25067
12	West Bengal	8	347	17350	299	14950
13	Punjab	3	107	5350	107	5350
	<b>Total</b>	100	4002	211700	3740	193139

**DETAILS OF BONDED LABOURERS  
IDENTIFIED AND REHABILITATED UPTO 31.3.2002  
SINCE THE ENACTMENT OF THE BONDED LABOUR ACT 1976.**

Sl. No.	State	Number of Bonded Labourers		
		Identified and Released	Rehabilitated	Central assistance provided (Rs.in lakhs)
1	Andhra Pradesh	36289	29552	680.10
2	Bihar & Jharkhand	13112	12396	317.28
3	Karnataka	63583	56106	1470.28
4	Madhya Pradesh	12928	12021	158.75
5	Orissa	49971	46843	898.13
6	Rajasthan	7478	6321	71.42
7	Maharashtra	1401	1319	9.55
8	U.P.	27797	27797	533.22
9	Kerala	823	710	15.56
10	Haryana	544	28	0.82
11	Gujarat	64	64	1.01
12	Arunachal Pradesh	3526	2992	568.48
13	Tamil Nadu	65573	65573	1661.94
14	Punjab	69	69	6.90
	<b>Total</b>	<b>283158</b>	<b>261791</b>	<b>6393.44</b>

## STATE-WISE RELEASES OF FUND UNDER CENTRALLY SPONSORED SCHEME (CSS)

Name of the Scheme Year of Inception		Rehabilitation of Bonded Labour (Rs. in Lakhs)		
		1978		
S. No.	State / UT	2000-2001	2001-2002	2002-03
1	2	3	4	5
1	Arunachal Pradesh	497.64		8.00
2	Bihar		12.80	24.50
3	Chhatisgarh			44.40
4	Haryana	16.00	0.40	0.11
5	Jharkhand		16.00	24.00
6	Karnataka		57.60	185.40
7	Madhya Pradesh			25.00
8	Maharashtra		0.80	0.50
9	Orissa		35.00	
10	Punjab	10.00		6.90
11	Rajasthan	25.40	10.00	
12	Tamil Nadu	371.60	384.40	
13	Uttar Pradesh		25.00	
14	Uttaranchal			26.00
	<b>TOTAL</b>	<b>920.64</b>	<b>542.00</b>	<b>344.81</b>