

CHAPTER 5

The Social Net

5.1 Poverty Alleviation In Rural India- Strategy And Programmes

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. Tenth Plan aims at a growth target of 8 per cent per annum. It has also identified specific and monitorable targets for a few key indicators of human development. It has been projected that poverty should be brought down by 5 percentage points by the end of the Tenth Plan and by 15 percentage points by 2012. In addition, targets have also been set for the employment generation and for education and health indicators. In this endeavour the role of Panchayati Raj Institutions (PRI) is vital.

3. This Chapter briefly reviews the anti poverty programmes being implemented in the rural areas of the country. The role of Panchayati Raj Institutions (PRI) in planning & implementation is also discussed. In addition, the scheme of Pradhan Mantri Gramodaya Yojana(PMGY) has also been discussed.

Swaranjayanti Gram Swarozgar Yojana (SGSY)

4. 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.

5. 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 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.

6. 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.

7. 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.

8. A central outlay of Rs. 1000 crores has been provided for the scheme in the budget for 2004-05. The actual expenditure for 2002-03, budget and revised estimates for 2003-04 and budget estimates for 2004-05 along with the physical performance for 2002-03 and 2003-04 and the physical targets set for 2004-05 under the major rural development programmes may be seen at Annexure 5.1.1.

Sampoorna Grameen Rozgar Yojana (SGRY)

9. 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).

10. 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.

11. Five percent of the funds and foodgrains under SGRY for utilization in areas of acute distress, and certain percentage of the allotted foodgrains for the Special Component to meet exigencies arising out of any natural calamity, are retained in the Ministry of Rural Development. The remaining funds and foodgrains under SGRY are disbursed among Zilla Parishad, Intermediate Panchayats and Village Panchayat in the ratio of 20:30:50. Thirty percent of employment opportunities are reserved for women under the programme.

12. 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.

13. 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. However, the nature of works is required to be such that they can be completed in one or two years. Upto a maximum of 15% of the funds can be spend on maintenance of assets created under the programme by the Zilla Parishads/DRDAs/Intermediate Panchayats/Village Panchayats.

14. A central outlay of Rs. 5100 crores has been provided for the scheme in the budget of 2004-05. However, the budget outlay of SGRY is greatly enhanced every year to around Rs 10,000 cr. at RE stage, due to foodgrains released under normal component as well as larger quantities of foodgrains released under special component, far exceeding the normal component.

National Social Assistance Programme (NSAP) and Annapurna

15. 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.

16. 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.

17. 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.

18. An ACA of Rs. 679.87 crore has been provided to the States for NSAP and Annapurna under BE 2004-05. An additional sum of Rs 510 cr has been further provided for the scheme for the year 2004-05.

Rural Housing - Indira Awaas Yojana (IAY)

19. 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.

20. Indira Awaas Yojana (IAY) -The objective of IAY is to provide dwelling units free of cost to the 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. From the year 2004-05 assistance for house construction has been raised to Rs 25000/- in plain areas and Rs 27500/- in the hilly/difficult areas.

21. From the year 1999-2000, 20% of the total funds allocated under IAY are being utilized for the conversion of unserviceable kutchha 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.

22. 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. For the Annual Plan 2004-05, a total allocation of Rs. 2500 crore has been provided for construction/upgradation of 15.62 lakh houses in rural areas under IAY and its sub-schemes.

Land Reforms

23. 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): 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. 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.

During 1998-99, a 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. 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.300.51 crore has been provided to the States / UTs upto 31.3.2004.

(B) Strengthening of Revenue Administration and Updating of Land Records' This is the second stream of the 'Modernisation of Revenue and Land Administrative' scheme. 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.

24. Since inception, Government of India has released Rs. 265.97 crore upto 31.3.2004 to the States / UTs as Central share for Strengthening of Revenue Administration and Updation of Land Records.

Panchayati Raj

25. 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.

26. 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.

27. 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.

28. 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.

29. 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.

30. 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 Panchayati Raj 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.

31. 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.

32. The governance reforms are highlighted as critical to the efficient public service delivery, give a prominent place to non governmental organisations in mobilizing community and capacity building of the people, demand better services and accountability from government agencies. CAPART is the main organization under Ministry of Rural Development (MORD) which supports and fund various Non governmental organisations(NGO) with the mandate to promote voluntary action and propagate appropriate rural technologies for the benefit of rural areas. A number of NGOs have been funded for implementation of watershed development programmes. These organisations have also played an important role in the Swarnajayanti Gram Swarozgar Yojana (SGSY) in the formation of Self Help Groups (SHGs) and undertaking training and capacity building activities as a part of SGSY project. The enactment of right to Information Act by the Government of India and State Governments has strengthened the capacity of the non governmental organisations to effectively monitor programmes for Rural Development.

Pradhan Mantri Gramodaya Yojana

33. 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.

34. 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. From 2004-05 year, it has been decided to replace elementary education with the conversion cost of mid-day-meal.

35. 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, 2002-03 and 2003-04. For the year 2004-05, the allocation for PMGY has been kept at the same level i. e. Rs. 2800 crore.

36. 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, 2003-04 and 2004-05 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 Governments in allocation of their ACA among six PMGY components except for Nutrition and conversion cost of mid-day-meal for which a minimum allocation of 15 percent of ACA must be earmarked for each of these components. 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 2004-05 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 2004-05. 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. The second instalment of ACA for PMGY is in fact recommended to any State only after the necessary utilization certificates are actually received in the Planning Commission. This stipulation is adhered to in all cases without any exception. The State-wise allocations and releases under PMGY for the last four years as well as allocations for Annual plan 2004-05 are at **Annexure-5.1.2.**

Annexure- 5.I.I

Financial and physical performance under Major Rural Development Programmes

(Rs. in crores)

S. No	Name of the Scheme	2002-03 Actual Expenditure	2003-04 Budget Estimate	2003-04 Revised Estimates	2004-05 Budget Estimates	2002-03 Physical achievements	2003-04 physical achievements	2004-05 Physical targets
1	2	3	4	5	6	7	8	9
1	Sampoorna Grameen Rozgar Yojana (SGRY)	9871.11	4900.00	10130.00	5100.00	74.83 (core mandays)	87.36 (core mandays)	
2	Swarnjayanti Gram Swarozgar Yojana (SGSY)	706.04	800.00	800.00	1000.00	8.27 (Lakh Swarozgaris Assisted)	8.93 (Lakh Swarozgaris Assisted)	
3	DRDA Administration	199.19	220.00	220.00	230.00	-	-	
4	Rural Housing - Indira Awaas Yojana(IAY)	1693.14	1900.00	1900.00	2500.00	13.49 (Lakh Houses constructed)	13.55 (Lakh Houses constructed)	15.62 (Lakh Houses constructed)
5	Food for Work Programme				2020.00*			
6	Grants to National Institute of Rural Development (NIRD)	5.45	6.00	6.00	9.00			
7	Training	17.73	39.00	39.00	24.40			
8	Assistance to CAPART	58.79	50.00	50.00	65.00			
9	Information, Education & Communication (IEC)	10.29	10.00	10.00	20.00			
10	Monitoring Mechanism	10.24	20.00	20.00	20.00			
11	PURA				10.00*			
	Total	12646.87	7945.00	13175.00	10998.40			

Source: Ministry of Rural Development (MORD)

* RE 2004-05

**ALLOCATION AND RELEASE OF ACA UNDER PMGY FOR THE YEAR 2001-01, 2001-02 & 2002-03
AND ALLOCATION FOR 2003-04.**

(Rs in lakh)

Sl. No	STATES	ACA Allocation 2002-03	Release	ACA Allocation 2003-04	Release	ACA Allocation 2004-05	Release
1	ANDHRA PR.	15644.00	15644.00	15644.00	15644.00	15644.00	15644.00
2	ARUNACHAL PR	6500.00	6500.00	6500.00	6500.00	6500.00	6500.00
3	ASSAM	19000.00	19000.00	19000.00	19000.00	19000.00	19000.00
4	BIHAR	24173.00	24173.00	24173.00	24173.00	24173.00	24173.00
5	CHHATTISGARH	3435.00	3435.00	3435.00	3435.00	3435.00	3435.00
6	GOA	72.00	72.00	72.00	72.00	72.00	36.00
7	GUJARAT	7122.00	7122.00	7122.00	7122.00	7122.00	7122.00
8	HARYANA	1834.00	917.00	1834.00	1834.00	1834.00	1834.00
9	HIMACHAL PR.	7000.00	7000.00	7000.00	7000.00	7000.00	7000.00
10	J & K	18000.00	18000.00	18000.00	18000.00	18000.00	18000.00
11	JHARKHAND	7446.00	3723.00	7446.00	7446.00	7446.00	7446.00
12	KARNATAKA	8273.00	8273.00	8273.00	8273.00	8273.00	8273.00
13	KERALA	7608.00	7608.00	7608.00	7608.00	7608.00	7608.00
14	MADHYA PR.	8500.00	8500.00	8500.00	4250.00	8500.00	8500.00
15	MAHARASHTRA	10917.00	10917.00	10917.00	5458.50	10917.00	5458.50
16	MANIPUR	4800.00	2400.00	4800.00	2400.00	4800.00	4800.00
17	MEGHALAYA	4112.00	4112.00	4112.00	4112.00	4112.00	4112.00
18	MIZORAM	4300.00	4300.00	4300.00	4300.00	4300.00	4300.00
19	NAGALAND	4526.00	2263.00	4526.00	4526.00	4526.00	4526.00
20	ORISSA	10863.00	5431.50	10863.00	10863.00	10863.00	10863.00
21	PUNJAB	4442.00	4442.00	4442.00	2221.00	4442.00	2221.00
22	RAJASTHAN	10611.00	10611.00	10611.00	10611.00	10611.00	10611.00
23	SIKKIM	3000.00	3000.00	3000.00	3000.00	3000.00	3000.00
24	TAMIL NADU	11547.00	11547.00	11547.00	11547.00	11547.00	11547.00
25	TRIPURA	5000.00	5000.00	5000.00	5000.00	5693.00	5693.00
26	UTTAR PRADESH	37087.00	37087.00	37087.00	37087.00	37087.00	37087.00
27	UTTARANCHAL	7000.00	7000.00	7000.00	7000.00	7000.00	7000.00
28	WEST BENGAL	18490.00	18490.00	18490.00	18490.00	18490.00	9245.00
	TOTAL	271302.00	238077.50	271302.00	238446.50	271995.00	251534.50

5.2 FOOD AND NUTRITION SECURITY

I. Introduction

A. Salient Features of the Sector

1. Severe malnutrition has decreased significantly, in India and classical syndromes of severe nutritional deficiencies have almost disappeared. But even today levels of child malnutrition are high.

2. Health indicators like the Infant Mortality Rate, Under-5 Mortality Rate and Maternal Mortality Rate are exceptionally high even today. The Infant Mortality Rate (IMR) of 63 per thousand live birth as SRS 2002 shows a marginal decline during the last 13 years. The plateau observed during this period can only be removed if efforts for reducing IMR are focused on eradication of malnutrition. Promotion of exclusive breastfeeding during the first six months of life has shown to reduce IMR by 13 per cent.

3. Nutrition indicators like underweight in pre-school children, stunting, wasting of these children, prevalence of low birth weight, anemia in pregnant women, adolescent girls and children under three years, poor breastfeeding and complementary feeding rates pose a major challenge. There has been a significant reduction in malnutrition levels in preschool children in the last two decades. Undernutrition among preschool children has reduced from 77 per cent in 1975-79 to 47 per cent in 1998-99. Chronic malnutrition among pre-school children as reflected by stunting and wasting is 45.5 per cent and 15.5 per cent respectively as per National Family Health Survey (NFHS) 2 1998-99. The onset of malnutrition in young children starts at about six months and peaks when the child is 12-23 months of age. There is five-fold increase in malnutrition levels in children during this period, underweight being 11.9 per cent at 0-6 months and 58.5 per cent at 12-23 months.

4. The prevalence of Chronic Energy Deficiency (CED) in adults as assessed through Body Mass Index (BMI) since the 70s is suggestive of an improvement in the nutritional status of adults. CED in adult females has declined from 51.8 per cent in 1975-79 to 35.8 per cent during 1998-99 while CED in adult males has declined from 55.6 per cent in 1975-79 to 37 per cent in 2000-01.

5. CED and anemia in pregnant women are major factors responsible for low birth weight of the new borns. Nearly one-third of all children born have low birth weight i.e., weight <2.5 kg at birth.

6. The prevalence of vitamin A deficiency in preschool children has declined significantly over the years. Nutritional blindness due to vitamin A deficiency has been completely eliminated. It was 2 per cent of the total blindness during 1971-73 and was reduced to 0.04 per cent in 1988-89. The prevalence of Bitot's Spots in preschool children declined from 1.8 per cent in 1975-79 to 0.7 per cent in 1988-90. The prevalence, however, continues to be the same even in 2003 making India an endemic region for vitamin A deficiency as it is still more than the WHO cut off level of 0.5 per cent. The prevalence of night blindness has reduced to 1.3 per cent during 1997-2000 which again is higher than the World Health Organisation's cut off level of 1 per cent for night blindness.

7. Nutritional anemia due to iron and folic acid deficiency is widely prevalent in the country particularly among the high risk groups comprising of pregnant women, infants, young children and adolescent girls. The prevalence of anemia among pregnant women has declined from 87.5 per cent in 1989 to 74.3 per cent in 2003 and preschool children from 74.3 per cent in 1998-99 to 67.5

per cent in 2003. The prevalence of anemia among lactating mothers is currently at 77.7 per cent (2003), adolescent girls (12-14 years) at 68.6 per cent and adolescent girls (15-17 years) at 69.7 per cent.

8. There has been a significant decline in prevalence of Iodine Deficiency Disorders (IDD) as a result of salt iodisation undertaken since 1962. The goitre prevalence has reduced from 21 per cent in 1989 to about 10 per cent in 2001. No state in the country is free from IDD and 254 districts out of 312 districts surveyed have more than 10 per cent prevalence, making the country an endemic region for IDD.

9. Infant and young child feeding practices not only influence the growth, development, nutritional and health status of the child but also have life long implications on the health of a person. While 95 per cent of the mothers breastfeed their infants at sometime or the other, only 15.8 per cent initiate breastfeeding within one hour of birth, 55.2 per cent infants receive exclusive breastfeeding upto three months of age only and 33.5 per cent infants receive complementary foods between 6-9 months of age along with breastfeeding (NFHS 2 1998-99).

10. Intra-uterine malnutrition resulting in low birth weight of the new borns coupled with early childhood malnutrition is the major cause of diet related chronic diseases like diabetes, hypertension, cardio-vascular diseases etc in later life. Nutritional deficiency disorders affect productivity of the person resulting in household food insecurity thus making a vicious cycle of poverty and malnutrition.

B. Tenth Plan Strategy

11. Taking this into account the Tenth Plan recommended **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 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.

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
 - Improving purchasing power
 - Food for work programme
 - 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 ICDS
- ✓ Efforts of the health sector to tackle
 - Adverse health consequences of undernutrition
 - Adverse effects of infection and unwanted fertility on the nutritional status
 - Micronutrient deficiencies and their health consequences

II. Review of Annual Plan 2003-04 and Annual Plan 2004-05

Programmes & Schemes

A. Integrated Child Development Services (ICDS)

12. Integrated Child Development Services Scheme (ICDS) is a flagship scheme of the Government, which aims at the holistic development of children (0-6 years) and pregnant and lactating mothers from disadvantaged sections. It provides integrated services comprising: Supplementary nutrition, Immunization, Health Check-up, Referral Services, Pre-school non-formal education and nutrition and health education

13. It is a centrally-sponsored scheme with 100 per cent financial assistance to the State Governments for input other than supplementary nutrition which the states have to provide from their own resources.

14. The ICDS Scheme was introduced in 33 blocks (projects) in 1975. It was gradually expanded to 5652 projects (4533 rural, 759 tribal and 360 urban). Out of 5652 projects, 922 projects are being implemented with World Bank assistance which will be available up to 30-06-05. Currently, services under the scheme are being provided to about 438.63 lakh beneficiaries comprising of about 366.22 lakh children (0-6 years) and about 72.4 lakh pregnant and lactating mothers through a network of about 6.49 lakh Anganwadi Centres.

Universalisation of ICDS Scheme

15. In response to a Public Interest Litigation filed by the People's Union for Civil Liberties (WF No. 196/2001), the Supreme Court has vide its order dated 29-04-04 inter alia directed the Government to increase the number of Anganwadi Centres so as to cover 14 lakh habitations. On the direction of the Supreme Court, the Government of India has issued revised guidelines on cost norms for supplementary nutrition as under:

	Old Rates	Revised Rates
Children (6 months-72 months)	95 paise per child/per day	Rs. 1.90 per child/per day
Severely malnourished children (6 months -72 months)	135 paise per child/per day	Rs. 2.70 per child/per day
Pregnant women and nursing mothers/adolescent girls under KSY)	115 paise per beneficiary per day	Rs. 2.30 per beneficiary per day

16. The National Common Minimum Programme (NCMP) of the Government also envisages that the ICDS Scheme will be universalized and a functional Anganwadi Centre will be provided in every settlement. To comply with the SC Order, the States/UTs were requested to furnish their requirement of additional ICDS Scheme of 467 additional Projects and 188168 Anganwadi Centres is under process. Even with sanction of these additional AWCs, the total number would be around 9 lakh, which is far short of the figure of 14 lakh quoted in the order of the Supreme Court.

17. However, the main issue concerns the funding of the nutrition component. Given the states' poor financial position, they are not able to provide adequate funds. This needs immediate attention. Nutrition of pre-school children in the age-group 0-6 years is vital for the physical growth and mental development of the child. Having created a massive infrastructure under ICDS, it needs to be effectively operationalised. Finance Minister in his Budget Speech (as on 28.2.2005) had clearly indicated that -"Supplementary Nutrition is an integral part of the ICDS Scheme. I propose to double the supplementary nutrition norms and share one-half of the state's cost for this purpose." This may have a direct impact in reducing the financial stress facing by various states in this regard. In addition there is need to screen for detection of under-nutrition in order to ensure that those children needing food supplementation are covered.

18. During the last two decades the nutritional component of ICDS programme has been evaluated by several agencies including Nutrition Foundation of India, National Institute for Public co-operation and Child Development, Govt. of India and World Bank and several lacunae have been identified .

- ✓ The norms for funding of ICDS Programme is uniform. Currently it is envisaged that 102 individuals should receive food supplements per Anganwadi. There are huge differences percentage of below poverty line families and birth rates not only between states but also vary between districts in the same states; both these will modify the number of persons who are to receive food supplements in the anganwadi .
- ✓ The food supply is erratic in many states.
- ✓ Quality and quantity of food provided varies. The preparations are not tasty and the food provided is monotonous.
- ✓ The most needy persons are not identified and food supplement are not given according to their need.
- ✓ 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. Very few anganwadis weigh all children, identify those with moderate and severe under nutrition and provide them double rations to under-nourished children.

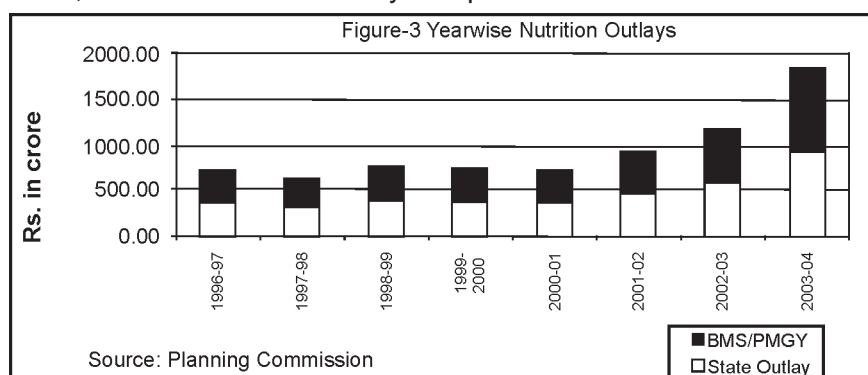
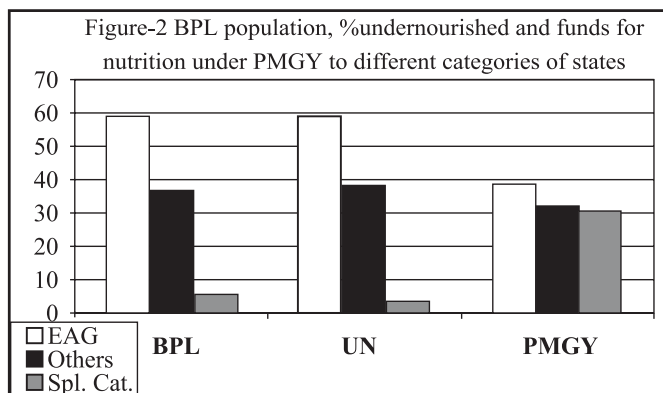
19. The Tenth Plan has laid down ambitious but achievable goals for reduction in under nutrition. The progress towards these in the initial two years of the plan have been rather slow. However the major paradigm shift in the strategy namely universal screening for detection of under nutrition and targeted health and nutrition care to undernourished individuals, would take some time to get operationalised. There is some evidence that some of the better performing states such as are already moving to wards operationalisation of these strategies and may perhaps come fairly close to achieving the goals set. Once other states also catch up it is reasonable to expect rapid decline in under nutrition in child hood.

20. Even today a third of infants in India, weight less than 2.5 kgs at birth. Weight at birth is a major determinant of growth in infancy and childhood. Increasing energy intake later may not be effective. It is imperative to ensure adequate nutritional supplements to the pregnant and lactating mothers to ensure improvement in the intergenerational nutritional cycle.

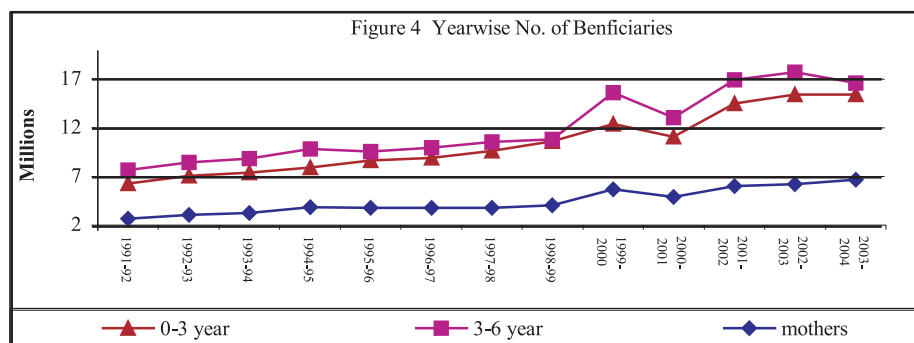
B. PMGY Nutrition Component

21. One of the major problems with the ongoing ICDS programme is that children in the 6 to 36 months age group do not come to the Anganwadi and benefit from food supplements.

22. 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 (ACA) under the nutrition component of Pradhan Mantri Gramodaya Yojana from 2001-02. States are to provide take home cereal, pulse and oil seed mixtures to families with children between 6 to 36 months of age. It was 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.



23. Under the formula used for allocation of funds under PMGY, the special category states with less than 10% the country's population get 30% of the funds under PMGY. The populous states with high poverty, birth rate and under-nutrition rates get relatively small amounts under the nutrition component of PMGY and are unable to provide supplements to large proportion of the eligible children.



Many states have used ACA for PMGY as a substitute rather than additionally 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 (Fig No 3). There has also been anecdotal reports that the take home supplements being used to prepare recipes for the entire family so that the child does not get the supplements as envisaged. It is important that the programme is evaluated to ensure that appropriate mid course correction can be carried out. Figure 4 indicates year-wise number of beneficiaries.

C. Food grain supplementation to under nourished adolescent girls and pregnant women

24. Tenth Plan envisaged that the persons belonging to vulnerable groups will be screened for under nutrition and those under nourished persons will be given nutrition and health care. However, observations indicate that less than 16% of the pregnant and lactating women receive food supplements under ICDS and focused attention has not been provided to adolescent girls in terms of receiving food supplements.

25. A pilot project under which under nourished adolescent girls (<35 kg), pregnant and lactating women (<40 Kg) were identified and given 6 kg of food grains free of cost for three months has been initiated in 2002-03 in 51 backward districts. Planning Commission provided Additional Central Assistance to the states for meeting the food grain, IEC and operational cost of the Pilot Project. 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. Most of the states have been able to operationalise the project. Majority reported that they have no problem in delivering the food grains to the households free of cost. Drought affected states like Chattisgarh had reported that this project was a major help in coping with adverse effects of drought on vulnerable groups. However there have been anecdotal reports how the family reduced their monthly purchase of the food grains because of the grains provided under the scheme. As envisaged at the time of initiation of the project it is necessary that the project is evaluated In two instalments Planning Commission has released an amount of Rs 94 Crores to the States as normal central assistance. Department of Women and Child Development is in the process of seeking Cabinet Approval for this programme.

26. Available data suggest that ongoing untargeted programmes providing food supplements to pre-school children, school children, adolescent girls and pregnant and lactating women have very limited impact on improving dietary intake and nutritional status of children. It is important to get these programme evaluated by nutritionists to identify problems and appropriate remedial measures. In the mean time every effort is to be made to ensure that the Tenth Plan strategy of universal screening of the vulnerable groups to identify under nourished persons and providing them with integrated nutrition and health intervention should be operationalised. It has also been observed that in the dynamics of intra family distribution of food, supplementary nutrition provided to adolescent girls results in improvement of her status in the family.

Micronutrient Deficiencies

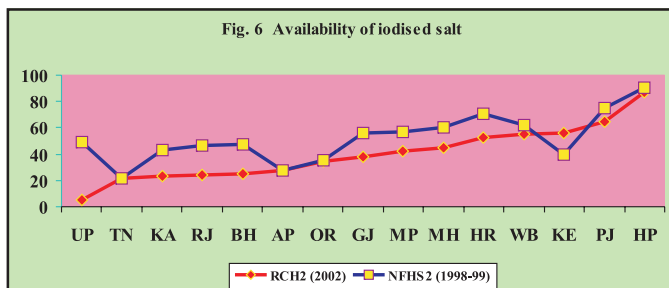
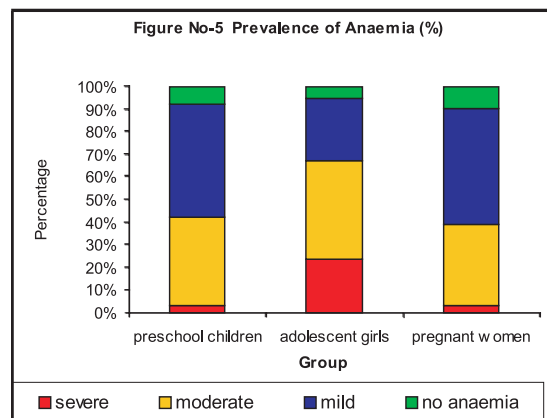
27. Goitre due to iodine deficiency, blindness due to Vitamin A deficiency, dry and wet beriberi and pellagra were the major public health problems in pre-independent India. Kerato malacia due to severe Vitamin A deficiency is no longer a public health problem. However, there has not been any decline in the prevalence of anaemia due to iron and folic acid deficiency; the decline in Vitamin A

deficiency and iodine deficiency disorders has been very slow. The Tenth Plan envisages a paradigm shift from food security to nutrition security to meet the needs of the macro, micro and phyto nutrients through dietary diversification. There will be sustained efforts to reduce/eliminate micronutrient deficiencies including universal salt iodisation to eliminate Iodine Deficiency Disorders (IDD) and a multi-pronged strategy to reduce the prevalence of anaemia and associated health hazards.

28. There are three approaches for combating micro-nutrient deficiencies: dietary diversification with increased intake of micro-nutrient-dense foods, food fortification and medicinal supplementation. Dietary diversification is the most appropriate and sustainable option ensuring adequate intakes of all micronutrients and phytochemicals. Dietary diversification can be made possible through community effort through increased production of micro-nutrient- dense foods and reduced wastage through appropriate processing. It can be linked to income generation, particularly for the rural women. Micronutrient intake in children and women can be improved if the community contributes locally produced millets, fruits and vegetables for supplementary feeding programmes such as ICDS, and Mid-Day Meals. It is important to update and expand available data on the micro and phyto- nutrient content of conventional and unconventional food items so that optimal use is made of the country rich diverse plant resources to eliminate micro nutrient deficiencies.

29. The Tenth Plan recommended the following strategies :
- ✓ Universal access to iodisation salt as the major strategy for combating iodine deficiency disorders
 - ✓ Dietary diversification supplemented by massive dose Vit A administration to improve Vit A nutritional status .
 - ✓ Optimal utilization of all the three strategies namely dietary diversification, food fortification (iron and iodised salt consumption) and detection and treatment of anaemia with iron and folate medication to combat the massive problem of anaemia.

30. District Level Household Survey (2002-04), and Micronutrient surveys carried out by ICMR, NNMB and NFI clearly demonstrated majority of the Indian in any age group are anaemic. Prevalence of anaemia in the preschool children, adolescent girls and pregnant women is over 85% in most states (Figure 5). High prevalence of moderate and severe anaemia in pregnant women suggests that anaemia detection and management does not receive the attention that it deserves in



antenatal period and access to consumption of IFA tablets is low . It is imperative that the benefits of dietary diversification and DFS (Double Fortified Salt) -technology envisaged in the Tenth Plan should reach the people with no further delay. Continued consumption of double fortified salt and dietary

diversification will result in a slow but steady improvement in the Hb status of the population over the next decade. It is imperative that every effort is made to operationalize the Tenth plan strategy for prevention, early detection and management of anaemia.

31. India has made significant progress in terms of improvement in access to iodised salt during the nineties. In October 2000, the central government lifted the ban on sale of non-iodised salt for human consumption.

32. Data from DLHS 2002-03 shows that there has been some decline in the access to iodised salt (figure No.6). It is essential that all efforts are made to ensure that only iodised salt is made available for human consumption in order to enable the children of the 21st century to attain their full intellectual potential and take their rightful place in a knowledge based-society and the goal of elimination of IDD as a public health problem is achieved within the specified time frame.

33. Clinical Vitamin A deficiency often coexists with other micro-nutrient deficiencies and, hence, there is a need for broad-based dietary diversification programmes aimed at improving the overall micro-nutrient nutritional status of the population. In addition, Tenth Plan envisaged ongoing Massive Dose Vitamin A supplementation programme in children will be continued and its implementation strengthened by ensuring that all children in the community receive two doses of massive dose Vit A in the Pre summer and pre winter months. UP and some other states have operationalised this strategy and are giving Vit A in May and Nov every year. The impact of the changed strategy on coverage and prevalence of Vit A deficiency has to be evaluated. If coverage in UP has substantially improved the other states may be requested to follow the strategy and improve coverage and achieve the goals set in the Tenth Plan .

Nutrition and HIV/AIDS

34. Under nutrition is one of the major manifestations of HIV infection. Stigma associated with HIV infections often leads to reduction in earning capacity and which in turn has an adverse effect on dietary intake. Repeated infections take their toll on both macro and micro nutrient intake. Optimal nutrition interventions alone will prolong quality of life among those infected with HIV. Since treatment for AIDS has commenced only 12 months ago in April 2004 and may not be available everywhere, nutritional interventions acquire significance in terms of palliative care and support The National AIDS Control Organization (NACO) has signed an MOU with the World Food Programme to first conduct a detailed situation analysis and then to jointly formulate appropriate nutrition related interventions, that will enhance immune systems.

Fortification of common foods with micronutrients

35. Food fortification and enrichment have been recognised, for decades, in the scientific world as effective strategies for improving the nutritional status of the population. This needs to be pursued more vigorously. There are instances where successful interventions have been made: conceivable types are available in the market and are commonly used by the population.

- a. Salt iodisation launched in 1962 has contributed significantly in reducing prevalence of goitre in the population. Studies have revealed that the visible impact of increase in I.Q. of children as a result of salt iodisation can be seen in school children in Himachal Pradesh, an endemic region for goitre.

- b. Fortification of wheat flour with iron and folic acid being undertaken in Darjeeling district of West Bengal under an Integrated Micronutrient Malnutrition Control project has demonstrated significant reduction in anemia levels in the population. Fortified wheat flour in Darjeeling district is distributed through Public Distribution System successfully. The districts used as control in this research study are demanding fortified wheat flour.
- c. The Roller Flour Millers Association in Haryana has adopted fortification of wheat flour with iron and folic acid. The increase in cost of wheat flour as a result of fortification is less than 40p/kg.
- d. Candies fortified with iron, folic acid, vitamin A and vitamin C are being successfully provided to all 3-6 year old children, adolescent girls, pregnant and lactating women through ICDS in Bihar under the micronutrient malnutrition control project with assistance from The Micronutrient Initiative.
- e. Double fortified salt (DFS) - Research studies undertaken by the National Institute of Nutrition, Hyderabad to ascertain the feasibility of salt fortified with both iodine and iron have revealed positive results.
- f. Fortification of milk with vitamin A launched by FNB in 1988 aimed at replacing vitamin A in the milk which was removed during the toning process alongwith the fat content. The cost of fortificant was borne by the Government on tapering basis for the first three years. 62 dairies were producing 32 lakh litres of fortified milk daily. Mother Dairy, Delhi Milk Scheme and other cooperative dairies are still continuing fortification of milk with vitamin A on their own.

National Nutrition Mission

36. A National Nutrition Mission headed by the Hon'ble Prime Minister of India has been set up by Department of Women and Child Development with the following Terms of Reference
1. Review and revise the goals set out in the National Nutrition Policy, 1993 and the National Plan of Action on Nutrition, 1995 keeping in view the present nutrition profile of the country.
 2. To review the existing strategies adopted by the various Ministries concerned with nutrition and revise them for achieving the goals set out by the Mission
 3. To put in place effective mechanism for coordinating the efforts of different Ministries concerned with implementation of nutrition programmes to sub serve the nutrition goals.
 4. To review the systems of data collection and monitoring of t nutrition status across different regions, groups and particularly the vulnerable population of the country.
 5. To review research and development and dissemination in the field of nutrition, specially regarding low-cost balanced diet, safe drinking water and sanitation, women and child development and health & family welfare
 6. To address the special problems of nutrition during natural calamities
 7. Any other nutrition related issues arising from time to time.
37. The Department is activising the National Nutritional Mission and it is proposed to launch it in near future.

Outlays and Expenditure

38. The outlays and expenditure for nutrition under the State plans is indicated in Annexure 5.2.1, the outlays for the nutrition programme for PMGY is indicated at Annexure 5.2.2 and Annexure 5.2.3 indicates the state-wise release of funds as Additional Central Assistance (ACA) under Nutrition Programme for Adolescent Girls (NPAG).

Annexure-5.2.1

Statewise 10th Plan Approved Outlay, Actual Exp 2002-03, BE 2003-04, RE 2003-04 and
BE 2004-05, for Nutrition

(Rs. In lakhs)

	10 Plan outlay 2002-07	Actual Exp.02-03	Approved Outlay 03-04	RE 03-04	Approved Out.04-05
Andhra Pradesh	52781	8449.11	13960.10	13018.74	13960.1
Arunachal Pradesh	4813	1146.00	1146.00	1146.00	
Assam	17500	4041.04	5278.00	5728.00	
Bihar	20267	3670.88	4957.00	4956.95	5005.95
Chhattisgarh	22570	3596.00	5133.00	5133.00	
Goa	450	88.75	420.00	200.00	450.00
Gujarat	28090	4383.22	17416.00	7064.00	6216.00
Haryana	6771	477.57	1200.00	800.00	1000.00
Himachal Pradesh	8465	1090.00	1100.00	1100.00	1272.00
Jammu & Kashmir	7,000	603.36	1550.00	1300.00	2000.00
Jharkhand	0		7483.00	4244.44	
Karnataka	22,606	3913.16	5709.00	5709.00	5738.96
kerala	3050	3916.99	810.00	810.00	10.00
Madhya Pradesh	32,852	8678.61	8343.00	11096.48	9123.38
Maharashtra	34707	2583.50	5672.00	4000.00	
Manipur	4488	164.56	930.00	930.00	930.00
Maghalaya	3750	867.16	1232.00	1535.00	2200.00
Mizoram	2925	657.51	680.00	680.00	682.00
Nagaland	3400	680.00	827.00	827.00	790.00
Orissa	44361	6978.57	7258.00	4903.00	
Punjab	5000	529.62	2869.00	1563.75	2596.00
Rajasthan	52836	8835.08	9906.00	12179.79	12251.53
Sikkim	2900	598.33	635.00	635.00	680.00
Tamil Nadu	40000	32452.12	54580.00	54579.88	59402.41
Tripura	7456	900.00	1566.00	1716.00	900.00
Uttar Pradesh	77947	14477.00	10000.00	7754.00	10000.00
Uttaranchal	1391	1234.42	2722.00	1972.19	2062.00
West Bengal	31429	6773.77	5865.00	10500.00	9799.95
Total (States)	539805	121786.26	179247	166082.22	147070.28
Andaman & Nicobar	1360	245.00	250.00	300.00	300.00
Chandigarh	35	140.50	247.00	247.00	245.00
Dadar & Nagar Haweli	330	55.75	103.00	103.00	103.00
Daman & Diu	450	127.30	85.00	114.00	114.00
Delhi	20230	3097.60	4000.00	3005.00	4400.00
Lakshadweep	75	38.00	96.00	95.00	70.00
Pondicherry	3575	1014.14	1260.00	1728.57	1940.00
Total (Uts)	26054.56	4718.29	6041.00	5592.57	7172
Total (States & Uts)	565859.56	126504.55	185287.75	171674.79	7172.00
% age to Total	0.96	1.51	1.71	1.69	1.48

Annexure-5.2.2
Statewise Allocations of ACA and Releases for Nutrition Component under PMGY during 2003-03, 2003-04 and 2004-05.

(Rs.crore)

Sl. No.	Name of States	Allocation (2002-03)	Release 2002-03	Expenditure (2002-03)	Unspent Bal. 02-03	Allocation (2003-04)	Release 2003-04	Expenditure 2003-04	Unspent Bal. 03-04	Allocation 2004-05	Release 2004-05
1	2	3	4	5	6	7	8	9	10	11	12
1	Andhra Pra.	2841.20	2841.20	2841.20	Nil	2841.20	2841.20	710.00	2131.20	2841.20	1420.60
2	Arunachal Pra.	1146.00	1146.00	1141.00	5.00	1146.00	1146.00	1054.00	92.00	1146.00	573.00
3	Assam	4100.00	4100.00	4000.08	0.92	4000.00	4000.00	4550.00	Nil	4000.00	2000.00
4	Bihar	3625.95	3625.95	3670.88	Nil	3625.95	3625.95	3401.86	224.09	3625.95	1812.97
5	Chhattisgarh	859.00	859.00	1395.72	Nil	860.00	860.00	1452.76	Nil	687.00	343.50
6	Goa	12.00	12.00	12.00	Nil	12.00	6.00	12.00	Nil	12.00	6.00
7	Gujarat	1070.00	1070.00	662.33	407.67	1068.30	1068.30	702.02	366.28	1068.30	584.15
8	Haryana	281.85	140.92	279.92	Nil	281.85	281.85	278.96	2.89	281.85	140.92
9	Himachal Pra.	1050	1050	1090.00	Nil	1100.00	1100.00	1076.00	24.00	1050.00	525.00
10	J & K	1550	1550	1550	Nil	1900.00	1900.00	442.00	1458.00	2000.00	1000.00
11	Jharkhand	1116.9	558.45	558.45	751	3723.00	3723.00	Nil	3723.00	3350.70	1675.35
12	Karnataka	1773	1773	2892.00	886	1773.00	1773.00	2777.40	132.13	1773.00	886.50
13	Kerala	1150	1150	1150.00	Nil	1150.00	1150.00	1150.00	Nil	1150.00	575.00
14	Madhya Pra.	2125	2125	2796.00	Nil	2125.00	1062.50	2125.00	Nil	2125.00	1062.50
15	Maharashtra	1638	1638	819.00	819	2183.40	1091.70	NR	NR	2183.40	1091.70
16	Manipur	720	360	150.00	210	900.00	450.00	234.05	215.95	900.00	450.00
17	Meghalaya	612	612	839.67	Nil	612.00	612.00	617.00	Nil	612.00	306.00
18	Mizoram	625	625	452.00	173	645.00	645.00	645.00	Nil	645.00	322.50
19	Nagaland	680	340	680.00	Nil	680.00	680.00	680.00	Nil	680.00	340.00
20	Orissa	2455.2	1227.6	1066.74	160.86	2755.00	2755.00	2749.55	5.45	2455.00	1227.50
21	Punjab	667	667	244.84	422.16	333.50	333.50	59.85	273.65	667.00	333.50
22	Rajasthan	5306	5306	3842.01	1488.83	5306.75	5306.75	6713.31	82.27	4775.00	2387.50
23	Sikkim	550	550	430.00	170	600.00	600.00	770.42	Nil	500.00	250.00
24	Tamil Nadu	1905.4	1905.4	1953.62	0.54	1905.40	1905.40	1905.29	0.65	1905.40	952.70
25	Tripura	900	900	900.00	Nil	1566.00	1566.00	1484.63	81.37	900.00	450.00
26	Uttanchal	700	700	38.68	661.32	1000.00	1000.00	485.00	515.00	1000.00	500.00
27	Uttar Pradesh	5550	5550	5502.89	47.11	5550.00	5550.00	9856.00	Nil	5550.00	2775.00
28	West Bengal	2774	2774	2984.59	Nil	3810.25	3810.25	2376.89	1433.36	2773.50	-
	Total	47783.5	45156.52	43943.62	6203.41	53787.10	50843.40	48308.99	10761.29	50657.30	23991.89

Annexure-5.2.3

State/ Districtwise requirement of Additional Central Assistance (ACA) under NPAG

(Rs in Crores)

Major States	Final Amount released as Ist Installmen (2002-03)	Final Amount released as IInd Installment (2003-04)	Total Amount released
ANDHRAPRADESH	5.28	4.22	9.50
Adilabad			
Mahbubnagar			
ASSAM	1.25	1.00	2.24
Kokrajhar			
Karbi Anglong			
BIHAR	4.12	3.30	7.42
Aurangabad			
Gaya			
GUJARAT	3.09	2.47	5.57
Panch Mahal			
Dohad			
HARYANA	0.98	0.79	1.77
Ambala			
Yamunanagar			
KARNATAKA	5.05	3.58	8.63
Gulbarga			
Kolar			
KERALA	2.66	2.13	4.79
Palakkad			
Malappuram			
MAHARASHTRA	6.01	4.81	10.81
Nanded			
Nagpur			
MADHYA PRADESH	2.20	1.76	3.96
Sagar			
Damoh			
ORISSA	2.81	2.05	4.86
Koraput			
Kalahandi			
PUNJAB	1.14	0.91	2.05
Hoshiarpur			
Jalandhar			
RAJASTHAN	1.85	1.48	3.33
Dungarpur			
Banswara			
TAMIL NADU	2.13	1.71	3.84
Thiruvannamalai			
Ramanathapuram			

Annexure-5.2.3

State/ Districtwise requirement of Additional Central Assistance (ACA) under NPAG

(Rs in Crores)

Major States	Final Amount released as Ist Installmen (2002-03)	Final Amount released as IInd Installment (2003-04)	Total Amount released
UTTAR PRADESH	2.48	1.99	4.47
Mirzapur			
Sonbhadra			
WEST BENGAL	5.93	2.28	8.21
Jalpaiguri			
Puruliya			
SMALLER STATES			
ARUNACHAL PRADESH	0.04	0.03	0.08
Lohit			
CHATTISGARH	1.30	1.04	2.33
Sarguja			
GOA	0.44	0.35	0.79
North Goa			
HIMACHAL PRADESH	0.71	0.57	1.27
Kangra			
JAMMU AND KASHMIR	0.68	0.55	1.23
Anantanag			
JHARKHAND	1.40	1.12	2.52
Pashchimi Singhbhum			
MANIPUR	0.17	0.13	0.30
Senapati			
MEGHALAYA	0.18	0.15	0.33
East Khasi Hills			
MIZORAM	0.07	0.06	0.12
Lunglei			
NAGALAND	0.17	0.14	0.31
Tuensang			
SIKKIM	0.07	0.06	0.13
East			
TRIPURA	0.91	0.72	1.63
West Tripura			
UTTARANCHAL	0.83	0.66	1.49
Hardwar			
Total	53.96	40.04	94.00

Source: Planning Commission

5.3 PUBLIC DISTRIBUTION SYSTEM

In our country we have successfully tackled the problem of producing sufficient foodgrains but the problems of poverty and under-nourishment continue to haunt 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. The National Common Minimum Programme (NCMP) recommends that the government will enact a National Employment Guarantee Act. This will provide a legal guarantee for at least 100 days of employment to begin with on asset creating public work programmes every year at minimum wages for at least one able bodied person in every rural, urban poor and lower middle class household. In the interim a massive food for work programme will be started. This will put additional purchasing power in the hands of the poor.

2. The NCMP also recommends that the government will work out a comprehensive medium-term strategy for food and nutrition security. The NCMP further states that the government will strengthen the public distribution system particularly in the poorest and backward blocks of the country and also involve women's and ex-servicemen's cooperatives in its management. Special schemes to reach foodgrains to the most destitute and infirm will be launched. Grain banks in chronically food-scarce areas will be established. Antyodaya cards for all households at risk of hunger are also to be introduced, according to the NCMP.

Food Procurement and Distribution:

3. The stock of food grains available with the government agencies as on 1-8-2004 was 265.35 lakh tonnes, of which 91.09 lakh tonnes was rice and 174.26 lakh tonnes was wheat. The cumulative allotment of rice under TPDS from April, 2004 to August, 2004 was 143.38 lakh tonnes, against which the off-take has been 60.14 lakh tonnes representing 42% off-take. The BPL offtake has been 72%. The APL offtake has been 15% and the off-take under AAY has been 88%. The cumulative allotment of wheat under TPDS from April, 2004 to August, 2004 was 156.66 lakh tonnes, against which the off-take has been 43.39 lakh tonnes representing 28% off-take. The BPL off-take has been 60%. The APL off-take has been 10% and the off-take under AAY has been 72%. The details of TPDS off-take are given in the statement below:

4. 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 1.5 crore to 2.0 crore families.

Allocation and Offtake of Foodgrains under TPDS ('000 tonnes)

Allotment	Offtake						Offtake (%)		
	BPL	APL	AAV	BPL	APL	AAV	BPL	APL	AAV
2001-02									
Rice	9923	6282	1028	5835	1418	903	58	22	87
Wheat	7942	4262	931	4216	686	774	53	16	83
2002-03									
Rice	12944	20792	2285	7172	1280	1900	55	6	83
Wheat	9826	26992	1842	6340	1797	1638	64	6	88
2003-04									
Rice	12657	19294	2505	9029	1973	2381	71	10	95
Wheat	9891	25163	2050	6774	2250	1783	68	8	86
2004-05 upto Aug									
Rice	5113	8026	1198	3706	1242	1064	72	15	88
Wheat	4064	10587	1014	2474	1128	736	60	10	72

Plan Schemes:

5. The Annual Plan outlay of the Department of Food and Public Distribution was fixed at Rs.65.39 crore in 2004-05 for which the gross budgetary support was fixed at Rs.48.64 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-5.3.1. A brief description of the schemes of the department is given below:

1. Construction of Storage Godowns by FCI:

6. 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 2004-05, an amount of Rs.4.80 crore has been allocated for the scheme.

2. Management Information System for Foodgrains in FCI.

7. With a view to upgrading the Management Information System (MIS) to put in place an online MIS which will give the stock position in any depot of the Food Corporation of India at any given point of time, the Ministry has undertaken the project of computerisation and networking of all the Depots, Regional Offices, Zonal Offices and Headquarters at New Delhi of the Corporation. 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. 40.00 crore has been approved for the scheme for Annual Plan 2004-05. 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. During the year 2004-05 it is proposed to cover 92 district offices and 632 depots under the project.

3. Training, Research and Monitoring.

8. 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. For the Annual Plan 2004-05, 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.

9. 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. For the Annual Plan 2004-05, 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.

10. 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. For the Annual Plan 2004-05, an allocation of Rs.1.74 crore has been made.

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

11. This scheme was introduced in Tenth Five Year Plan with an allocation of Rs.13.20 crore. 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 2004-05, an amount of Rs.1.25 crore has been approved for completing the pilot project.

12. The districts of Vidisha in Madhya Pradesh, Kangra in Himachal Pradesh and Trivandrum in Kerala have been selected for implementation of the project. Financial sanction has been made to NIC for procurement of hardware and software required for computerisation of the PDS operations/ creation of household databases in the pilot districts as a backend operation. A decision regarding implementation of smart card technology in PDS shall be taken after the above operations are complete.

13. In a meeting of selected State Food Secretaries organized in the Planning Commission the Secretary (Food), Government of Andhra Pradesh said that his state had introduced food coupons under PDS. But under their scheme, foodgrains had to be purchased from the ration shop itself. The scheme had reduced the extent of leakages in the system. A pilot project for introducing smart cards was also being worked out in the State. However, it is being considered only in urban areas. The representative from Madhya Pradesh referred to his state's experiment with food coupons and pointed out that even though the programme started out well, problems started creeping up in a

year's time. They were receiving more coupons for meeting claims than what was issued. He also pointed out that costs under a smart card system will be high. Secretary, Planning Commission then pointed out that smart cards issued under PDS can be used to meet the requirements of food for work and other welfare schemes and thus their utility can be increased. The representatives from Rajasthan and Orissa were not in favour of venturing into the area of food stamps. The representative from Rajasthan said that in addition to the problem of forgery, the scheme will not work in remote areas.

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

14. 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. For the Annual Plan 2004-05, an amount of Rs.16.75 crore has been approved for the scheme.

Annexure-5.3.1

Statement showing scheme-wise allocations on schemes of the Department of Food & Public Distribution for Annual Plans 2002-03, 2003-04 and 2004-05.

(Rs. crores)

	Name of the Scheme	Annual Plan 2002-03 (Actual)	Annual Plan 2003-04 (R.E.)	Annual Plan 2004-05 (B.E.)
1	Construction of godowns by FCI	31.04	10.65	4.80
2	Integrated Information System for Foodgrain Management in FCI	-	9.00	40.00
3	Training, Research and Monitoring	0.28	0.07	0.60
4	Research and Development and modernization of the of Labs of the Directorate of VVO & F	0.14	0.04	0.25
5	National Sugar Institute, Kanpur and Technical Studies and Consultancies	0.48	0.15	1.74
6	Pilot Project on Implementation of Food Credit Card in PDS	0.98	-	1.25
7	Post Harvest Operations	1.13	-	-
	Total (GBS)	34.05	19.91	48.64
	IEBR Schemes			
1	Construction of Warehouses/ godowns by CWC	89.91	45.02	15.00
2	Contribution to share capital of the State Warehousing Coporations	0.60	1.00	1.75
	Total (IEBR)	90.51	46.02	16.75
	Grand Total	124.56	65.93	65.39

5.4 LABOUR WELFARE AND SOCIAL SECURITY

The planning process supports the attainment of economic and social objectives in the labour sector through a set of strategies. The supply of labour is kept in tune with demand through skill development and vocational training. Appropriate conditions at work are ensured by measures taken to promote safety at the workplace and minimizing occupational hazards. Labour laws that regulate payment of wages and provision of social security to workers facilitate a reasonable return on labour.

Tenth Plan Objectives

2. The present infrastructure for improving labour productivity and for ensuring the welfare of workers covers only a very small segment of the labour force. The objective of the Tenth Plan is to increase the coverage of the labour market institutions. The essential condition for this is the provision of gainful employment to the entire labour force.

3. The Tenth Plan will strive to ensure that over a period of five to ten years, the labour market institutions for productive improvement, safety, health and social security of workers covering the bulk of the labour force through simplified procedures.

National Common Minimum Programme (NCMP)

4. The Government has recently announced in May 2004, a National Common Minimum Programme (NCMP) which states:

- That the UPA Government is firmly committed to ensure the welfare and well being of all workers, particularly those in the unorganized sector who constitute 93 % of our labour force. Social Security, health insurance and other schemes for such workers like weavers, handloom workers, fishermen and fisherwomen, toddy tappers, leather workers, plantation labour, beedi workers, etc. will be expanded.
- That the UPA Government rejects the idea of automatic hire and fire. It recognizes that some changes in labour laws may be required but such changes must fully protect the interests of workers and families and must take place after full consultation with trade unions. The UPA will pursue a dialogue with industry and trade unions on this issue before coming up with specific proposals. However, labour laws other than the Industrial Disputes Act that create an Inspector Raj will be reexamined and procedures harmonized and streamlined.
- That the UPA Government firmly believes that labour-management relations in our country must be marked by consultations, cooperation and consensus, and not confrontation. Tripartite consultations with trade unions and industry on all proposals concerning them will be actively pursued. Rights and benefits earned by workers, including the right to strike according to law will not be taken away or curtailed.
- That the UPA administration will ensure the fullest implementation of minimum wage laws for farm labour. Comprehensive protective legislation will be enacted for all agriculture workers

Plan Outlay and its Utilisation

5. The 10th Five Year Plan (2002-07) outlay of the Ministry of Labour has been approved at Rs.1500 crore (Central Plan), which is nearly 90% higher than that for the 9th Plan outlay of Rs.792.12 crore. The Annual Plan outlay for 2004-05 has been finalized at Rs.181 crore. The major part of the plan budget of the Ministry relates to the schemes of National Child Labour Project, Employment Service and Vocational Training. Rehabilitation of Bonded Labour, Improving Working Conditions of Mines and Factories, Worker's Education, Research and Statistics and Improvement in the Labour & Employment Statistical system are the other important schemes included in 10th Plan. The States & UTs Plan outlay for the Tenth Plan period (2002-07) is Rs. 2035.41 crore.

Labour and labour welfare sub-head wise outlays are given in Annexure 5.4.1 for Central Sector, and in Annexure 5.4.2 for State Sector for the Annual Plans.

ZBB exercise

6. Ministry of Labour & Employment has all along pursued the objective of converging related schemes so as to obviate duplication of efforts and thin spread of resources. Earlier a zero-based budgeting exercise was carried out during 2001-2002. As an outcome of this exercise, the number of on-going plan schemes were reduced from 142 to 101 during 2001-2002. The number after rationalization is around 94 in 2003-2004 and 73 during 2004-2005 including those schemes, which are under examination for transfer from Plan to Non-plan.

Second National Commission on Labour

7. The Second National Commission on Labour (NCL), under the Chairmanship of Hon'ble Shri Ravindra Varma, was set up on 15.10.1999 to suggest rationalization of existing laws relating to labour in the organized sector, and to evolve an "umbrella" legislation for ensuring a minimum level of protection to the workers in the unorganized sector.

8. The Report of Second National Commission on Labour (NCL), submitted to the Government on 29.06.2002, has made wide ranging recommendations on various facets of labour viz. review of laws, social security, women & child labour, skill development, labour administration, unorganized sector etc. The Ministry has already held intensive consultations and interactions with the workers representatives, employers' organizations, experts & professionals etc. The Report of the Commission has been discussed in various fora including the Consultative Committee Meetings held on 07.02.2003 and 30.04.2003, the Standing Labour Committee (SLC) Meeting held on 25th July, 2003 and the Indian Labour Conference (ILC) Meeting held on 16-18 October, 2003.

Elimination of Child Labour

9. The National Policy on Child Labour announced by the Government in August 1987 seeks to ban employment of children below the age of 14 years in factories, mines and hazardous employments and to regulate the working conditions of children in other employments, as per the guidelines set in the Child Labour (Prohibition & Regulation) Act, 1986.

10. To achieve these objectives Government is implementing a scheme named National Child Labour Project (NCLP) in various districts of the country. In the Ninth Plan, 100 districts in the country were covered under this scheme. In the Tenth Plan, a decision has been taken to include

150 more districts under NCLP. In the Tenth Plan, there will be 250 districts in the country to be covered by the scheme.

Objective

11. A major activity undertaken under the NCLP is the establishment of special schools to provide non-formal education, vocational training, supplementary nutrition, stipend, health care etc. to children withdrawn from employment and through a bridge education to put them in formal schools after the age of 14 so that they can come into the mainstream. At the end of Ninth Plan, there were 100 National Child Labour Projects in 13 child labour endemic States for rehabilitation of about 2.12 lakh working children. EFC approved the continuation of this scheme in the Tenth Plan and extended the number of districts to be covered to 250 from the existing 100 districts.

12. To deal more effectively with the problem of child labour, the resources needed are more than what is possible under this Project for running special schools. The scheme, therefore, tries to maximize benefits under various social sectors and developmental schemes of the Government in the areas where National Child Labour Project is in operation. The benefits from the Schemes under Ministries/Departments like Ministry of Welfare, Women and Child Development, Urban Employment & Poverty Alleviation, Rural Development, Health and HRD are pooled together by the district Child Labour Project Society wherever possible. The scheme "Sarva Shiksha Abhiyan", implemented by the Ministry of Human Resource Development is to take care of the children age up to 9 years, whereas NCLP is to take care of the children from 10 to 14 years.

Target on Child Labour

13. The target set under the scheme is to eliminate child labour from hazardous industries by the end of the Tenth Plan i.e. by 2007.

Outlay

14. For the scheme NCLP, approved outlay for Annual Plan 2003-04 was Rs.67.38 crore and RE for Annual Plan 2003-04 was Rs.66.90 crore. The actual expenditures incurred for Annual Plan 2002-03 and Annual Plan 2003-04 were Rs.65.13 crore and Rs.67.40 crore. The outlay in 2004-05 is Rs.99.05 crore.

15. A Central Monitoring Committee for the overall supervision, monitoring and evaluation of the National Child Labour Projects has been set up under the Chairmanship of Secretary, Ministry of Labour. The V.V. Giri National Labour Institute monitors and evaluates the implementation of this scheme. The institute also has been made the resource center for child labour problem.

INDUS Project (India & U.S jointly funded) for Preventing and Eliminating Child Labour

16. The Scheme of INDUS Project for preventing and eliminating child labour in certain identified industries in 20 districts in 5 States of Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh and the NCT of Delhi is also being implemented by Ministry of Labour. The INDUS Project is treated as an additional/special component of NCLP.

17. The scheme is funded equally from the US Department of Labour and Ministry of Labour, Government of India. This is a collaborative effort of the US Department of Labour and the Ministry

of Labour, aimed at providing support for elimination of child labour, from identified hazardous occupations, in 4 districts each, in 5 States namely, UP, TN, Maharashtra, MP and the NCT of Delhi.

18. The project aims at withdrawing, rehabilitating, preventing and progressively eliminating child labour. The overall approach of the project would be to create an enabling environment where children would be induced to refrain from working and households would be provided with alternatives so that they refrain from sending their children to work. In the target districts, the project would mobilize and strengthen the capacity of agencies in the private and public spheres against child labour, enabling them to avail of a multi sectoral package of services. The project targets younger children in the age group of 5-8 years and has special vocational component for children in the age group of 14-17 years. The outlays for the scheme for 2003-04 and 2004-05 are Rs.5 crore and Rs.10 crore respectively.

Special Schemes for Scheduled Castes/Tribes

- Coaching-cum-guidance Centres for Scheduled Castes and Scheduled Tribes.
- Special Coaching Schemes.
- Labour Welfare Funds/Schemes.
- Rehabilitation of Bonded Labour.
- Survey and Research Studies.

19. The Ministry of Labour has some plan schemes for the benefit of Scheduled Castes and Scheduled Tribes. Together these constitute the Tribal Sub-Plan (TSP) and Special Component Plan (SCP) for STs and SCs respectively. During 2003-2004, a sum of Rs.4.86 crore has been earmarked for TSP and SCP in respect of those schemes where these are permissible.

20. In addition to labour and labour welfare sector, in the number of labour intensive sectors and social welfare sectors, many initiatives are taken for the benefit of workers through plan schemes. They are not discussed here because they fall under the purview of the respective sectoral programmes of the plan.

Industrial Relations

21. Central Industrial Relations Machinery (CIRM) of Ministry of Labour works towards harmonious industrial relations in this central sphere, which includes 1.5 lakh establishments through:

- Monitoring of Industrial Relations in Central Sphere
- Intervention, mediation and conciliation in Industrial Disputes in order to bring about settlement of disputes.
- Intervention in situations of threatened strikes and lockouts with a view to avert the strikes and lock outs
- Implementation of settlements and awards
- Enforcement of other provisions in Industrial Disputes Act relating to : (i) Works Committee (ii) Recovery of Dues (iii) Lay off (iv) Retrenchment (v) Unfair Labour Practices, etc.

22. Chief Labour Commissioner's (Central) Organization, also known as CIRM, attached office of the Ministry, is headed by the Chief Labour Commissioner (Central). It has been entrusted with the task of maintaining Industrial Relations, enforcement of Labour Laws and verification of Trade Union Membership in central sphere. CIRM has a complement of 25 officers in the HQ and 253 officers in the field.

23. There are 3 ongoing Plan Schemes in Central Labour Commissioners (Central) - (i) Machinery for better conciliation and preventive mediation and more effective enforcement of labour laws; (ii) Improving efficiency by providing better facilities and construction of new office complex of CLC(C) and RLC(C) New Delhi, and (iii) Improvement and strengthening of training wing of CLS officers.

Workers Education

24. The Central Board of Workers Education (CBWE), an autonomous body under Government of India, gets its grant-in-aid from Ministry of Labour for achieving the objectives of creating and increasing awareness of educating the work force for their effective participation in the socio-economic development of the country. To achieve these objectives, various training programmes are conducted by the Board for the workers of organized, unorganized, rural and informal sectors at national, regional and unit levels through a network of 49 Regional and 9 Sub-Regional Directorates spread all over the country and an Apex Training Institute, viz., Indian Institute of workers Education, Mumbai and the Headquarters at Nagpur.

25. Since the last two years, CBWE has been focusing more on unorganized sector labour force.

The Board has also taken up some new/additional training programmes as under;

- (1) Integrating HIV/AIDS into all the training programmes of the Board and special training programmes on HIV/AIDS for the work force.
- (2) Intensification of awareness generation programme for child labour and their parents.
- (3) 4-day Conscientisation camps and Block level programmes for the unorganized work force in addition to 2-day rural awareness camps.
- (4) Special programmes for specific categories of workers like salt workers, fisheries workers, beedi workers, etc.

26. The Board also received additional funds since 2003-04 for Labour Welfare and Development programmes. About 1000 camps were exclusively conducted for creating awareness generation of labour welfare funds and various beneficiary schemes of Government. Exclusive educational materials and publicity materials are now under preparation.

Labour Statistics

27. Labour Bureau is the primary agency for collection, compilation, and dissemination of statistics relating to different aspects of labour, including working conditions, wages & earnings, industrial relations, labour welfare etc. The main activities of the Bureau include compilation of price indices, collection and compilation of information received as part of statutory and voluntary returns filed under various labour laws, conducting surveys and research studies on labour related matters.

28. The Bureau is currently engaged in updating the base year of the existing series of Consumer Price Index Numbers for Industrial Workers (CPIIW) from 1982 to 2001. New series is likely to become available soon after completing necessary consultation procedures.

29. A sound statistical system, which meets the criterion of timeliness, quality and reliability, is essential for formulating appropriate policies. Keeping this in mind, a major effort is proposed to be undertaken during the Tenth Five Year Plan for improving the labour statistical system, both at Central level and at the level of States. The Ministry of Labour is to draw up a scheme to this effect, in consultation with the State Governments.

Rehabilitation of Bonded Labour

30. Govt. of India launched Centrally Sponsored Scheme since May, 1978 for rehabilitation of bonded labourers. Under the scheme, rehabilitation assistance of Rs. 20000 per freed bonded labour is provided which is shared by the Central and the State Govt. on 50:50 basis, in case of the seven North Eastern States, 100% Central Assistance if they express their inability to provide their share. Under the modified scheme, 100% subsidy for conducting district wise surveys of bonded labourers, awareness generation activities, evaluation studies are provided to the State Govts. / U.T.s **(Details of Bonded Labourers identified and rehabilitated may be seen at Annexure 5.4.3).**

31. Further, an amount of Rs.356.00 lakh has so far been released to various State Governments viz., Haryana, Punjab, Rajasthan, Tamil Nadu, Karnataka, Uttar Pradesh, Orissa, Bihar, Jharkhand, Madhya Pradesh, Arunachal Pradesh, Chattisgarh, Uttaranchal and Maharashtra for conducting survey of Bonded Labour, evaluatory studies and awareness generation.

Occupational Safety & Health

32. Director General of Mines Safety (DGMS) and Director General Factory Advice Service & Labour Institutes (DGFASLI) strive to achieve occupational safety and health in mines, factories and ports. The scheme relating to Occupational Safety and Health concentrates on improvement of work environment, man machinery interface, control and prevention of chemical hazards, development of protective gear and equipment, training in safety measures and development of safety and health information system. Physical achievements of Directorate General of Factory Advice Service and Labour Institute (DGFASLI) are given in Annexure 5.4.4.A.

Directorate General of Mines Safety (DGMS)

33. The Directorate General of Mines Safety is a subordinate office under the Ministry of Labour with its Head quarters at Dhanbad (Jharkhand) and is headed by the Director-General who is assisted by specialist staff-officers of Mining, Electrical and Mechanical Engineering, Occupational Health, Law, Survey, Statistics, Administration and Accounts discipline. The Head quarters also has a Technical Library and S&T Laboratory as a back-up support to the organization. Physical performance is given in Annexure 5.4.4 B.

Social Security

34. To provide social security measures to the workers, Central & State Governments have enacted and established schemes for providing a social security and welfare to specific categories of working people. The principal social security law enacted centrally, are the following:

- The Workmen's Compensation Act, 1923
- The Employees State Insurance Act, 1948
- The Employees Provident Funds and Miscellaneous Provisions Act, 1953
- The Maternity Benefit Act, 1961
- The Payment of Gratuity Act 1972

35. Several initiatives have recently been taken up to accord larger benefits to workers under EPF & MP Act and ESI Act as detailed in Annexure 5.4.4.C.

Social Security for Workers through Central Acts

36. The Central Government through the Ministry of Labour, operates at present Five Welfare Funds for Beedi workers, Limestone & Dolomite Mine workers, Iron ore, Chrome ore & Manganese Ore Mine workers, Mica Mine workers, Cine workers. These welfare funds have been developed by way of collecting Cess from the persons who are selling the finished products. To provide social security to fish processing workers, salt workers etc. this type of Welfare Fund is under consideration.

New Social Security for the unorganized sector workers

37. The Government introduced in 2004 a Social Security Scheme for the unorganized sector workers on a pilot basis in 50 districts of the country, which was launched on 23.01.2004. The scheme is under review.

Social Security Schemes for the unorganized sector workers at State Level

38. To extend social security to the rickshaw pullers in Jaipur, an experiment has been carried out by ESIC and if it gets successful, throughout the country this group can get benefit. In addition to the Central Govt., a number of State Govts. have also taken several initiatives to extend social security for unorganized sectors. Recently, the Government of West Bengal introduced State Assisted Scheme of Provident Fund for Unorganized Workers (SASPFUW). The scheme covers all wage employed and self-employed workers between the age of 18 to 55 years in the unorganized sector having an average family income of not more than Rs. 6500 per month. Each subscriber worker contribute a sum of Rs. 20 per month and equal matching amount contributed by the State Government. Similarly, the Govt. of Punjab has been implementing a Social Security scheme for farmers and labourers in case of death or injury on duty. To extend social security cover to manual worker, auto-rickshaw workers, washermen, tailoring workers, handicraft workers etc. the Govt. of Tamil Nadu has introduced a new Social Security and Welfare Scheme-2001. Government of Madhya Pradesh has proposed a Bill, "The Madhya Pradesh Asangathit Karmkar Kalyan Vidheyak, 2003" which would provide for the constitution of Welfare Board and Welfare Fund for the unorganized workers of rural and urban areas of the State of Madhya Pradesh. The Board will register unorganized workers as Members of the Welfare Fund. The Members are required to pay certain contributions and would receive certain benefits under this scheme. In addition to Governmental efforts, several public institutions and agencies are also providing various kinds of social security benefits to the selected groups of workers.

Labour Research and Training

39. V.V. Giri National Labour Institute a fully funded autonomous body of the Ministry of Labour conducts action-oriented research and provides training to grass root level workers in the trade

union movement, both in the urban and rural areas, and also to officers dealing with industrial relations, personal management, labour welfare, etc. Physical activities are given in Annexure 5.4.4.D.

Institute of Applied Manpower Research

40. The main mandate of Institute of Applied Manpower Research (IAMR) is to evolve an institutional framework capable of sustaining and steering of systematic manpower planning process.

Academic & Research Activities

41. 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.

The Institute has recently shifted in 2003 to its new Campus at Narela.

Ministry of Labour (Annual Plan 2004-2005)

(Rs. in Crores)

S.NO	Division/Scheme	9th Plan 1997-2002		Tenth Plan Outlay 2002-07		Annual Plan 2002-03	Annual Plan 2003-04		Annual Plan 2004-05
		Outlay	Actual Exp.	Outlay	Actual Exp.	Actual Exp.	Outlay	Anti. Exp.	
1	2	3	4	5	6	7	8	9	10
1	IDGE& T								
	(a) Employment	37.00	27.53	36.66	14.79	2.23	14.79	14.47	6.37
	(b) Training	301.40	194.72	363.34	42.16	31.15	42.16	38.86	35.46
2	Occupational Health & Safety (DGMS & DGFASLI)	65.00	13.32	107.40	8.45	2.41	8.45	5.45	11.30
3	Industrial Relations	38.56	18.26	37.20	7.75	5.12	7.75	7.06	6.18
4	Child Labour	249.60	178.51	667.50	70.10	65.13	72.43	72.83	99.05
5	Women Labour	1.00	0.61	2.50	0.46	0.20	0.46	0.46	0.26
6	Labour Statistics	30.00	31.31	112.00	8.34	5.92	8.34	7.35	6.18
7	National Labour Institute (NLI)	10.75	10.41	12.00	2.65	2.65	2.65	2.65	2.85
8	Grant-in-aid Scheme for Research Studies	1.00	0.65	3.00	0.20	0.11	0.20	0.20	0.25
9	Worker's Education	15.00	14.66	35.00	7.00	6.04	8.67	8.67	9
10	Rehabilitation of Bonded Labour	35.30	24.43	44.00	2.00	3.45	3.00	3	3.00
11	Other Schemes (Housing for Hamals, Information Technology, Moderisation of Sections, Training, Awareness generation, Krishi Samajik Suraksha Yojana, New Initiative on Social Security of Workers etc.)	7.51	2.15	79.40	6.10	1.16	1.10	1.00	1.10
12	Exp. IN North East (other than DGE&T)	0.00	0.00	0.00	0.00	0.81	0.00	0.00	0.00
	Total	792.12	516.56	1500.00	170.00	126.38	170.00	162.00	181.00

Source: Annual Report 2003-04 of Ministry Of Labour.

Annexure 5.4.2

LABOUR AND EMPLOYMENT SECTOR STATEWISE OUTLAY AND EXPENDITURE

(Rs. in lakhs)

State/U.T.	Annual Plan 2001-02 Actual Exp.	Annual Plan 2002-03		Annual Plan 2003-04 Approved Outlay	
		B.E	R.E	B.E	R.E
1	2	3	4	5	6
Andhra Pradesh	888.00	2918.00	1666.00	1742.00	1264.45
Arunachal Pradesh	135.00	125.00	127.00	125.00	129.00
Assam	766.00	687.00	687.00	713.00	713.00
Bihar	90.00	5371.00	5233.00	5344.00	5224.52
Chattisgarh	1045.00	1296.00	1296.00	1370.00	1370.00
Goa	431.00	500.00	500.00	5466.00	5299.93
Gujarat	4919.00	11555.00	11555.00	11555.00	5555.00
Haryana	1928.00	1130.00	1130.00	1335.00	1033.00
H.P.	154.00	156.00	75.00	48.00	52.54
Jammu & Kashmir	1045.00	1453.00	1453.00	1570.00	1512.50
Jharkhand	341.00	350.00	350.00	2900.00	2900.00
Karnataka	1815.00	1530.00	2825.00	1404.00	1504.01
Kerala	550.00	865.00	600.00	785.00	700.00
Madhya Pradesh	839.00	1061.00	973.00	1344.00	1199.28
Maharashtra	2911.00	6037.00	6037.00	9016.00	7746.47
Manipur	194.00	60.00	60.00	82.00	82.00
Meghalaya	113.00	95.00	95.00	150.00	150.00
Mizoram	71.00	80.00	78.00	95.00	80.00
Nagaland	156.00	80.00	80.00	130.00	151.00
Orissa	283.00	8.00	8.00	29.00	29.43
Punjab	399.00	57.00	57.00	20330.00	@ 16.00
Rajasthan	909.00	350.00	109.00	142.00	141.87
Sikkim	23.00	35.00	35.00	45.00	45.00
Tamil Nadu	295.00	120.00	109.00	1945.00	1945.22
Tripura	50.00	79.00	79.00	161.00	98.28
Uttar Pradesh	549.00	1136.00	264.00	1584.00	1350.00
Uttaranchal	35.00	918.00	918.00	1557.00	1462.00
West Bengal	193.00	876.00	623.00	305.00	236.44
Total (States)	21127.00	38928.00	37022.00	71272.00	41990.94
UTs					
A & N Islands	113.61	84.00	84.00	100	97.00
Chandigarh	35.30	33.00	33.00	68	68.00
D & N Haveli	27.03	26.00	26.00	26	26.00
Daman & Diu	28.26	28.00	28.00	30	31.50
Delhi	368.00	800.00	567.00	965	0.00
Lakshadweep	22.27	2.70	2.70	27	1.00
Pondicherry	297.72	340.00	285.97	390	370.00
Total (UTs)	892.19	1313.70	1026.67	1606.00	593.50
All India	22019.19	40241.70	38048.67	72878.00	42584.44

Source: Figures obtained from State Plans Division

@ includes Rs.20265 outlay for social security for labour

**STATEMENT DETAILS OF BONDED LABOURERS
IDENTIFIED AND REHABILITATED UPTO 31.3.2004
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	37988	31534	850.00
2	Bihar & Jharkhand	13370	12552	361.18
3	Karnataka	63373	57121	1571.78
4	Madhya Pradesh	12822	11897	146.35
5	Orissa	50010	46882	901.44
6	Rajasthan	7488	6331	72.42
7	Maharashtra	1398	1319	9.55
8	UP	28195	28195	573.02
9	Kerala	823	710	15.56
10	Haryana	551	49	0.93
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
15	Chattisgarh	124	124	12.40
16	Uttranchal	5	5	0.50
	Total	285379	265417	6753.46

Source: Annual Report 2003-04 of Ministry of Labour

Physical achievement of Directorate General of Factory Advice, Service & Labour Institute (DGFASLI)

- This organisation functions as the technical arms of the Ministry in matters concerning which 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, 105 Seminars/Workshops and longer duration Training Programmes were conducted for 2206 participants from 717 organizations during 2003-04.
- Labour Institutes in Mumbai, Kanpur, Kolkata and Chennai conducted 380 appreciation programmes for 7220 beneficiaries on safety, health and welfare.

Source: Annual Report 2003-04 Ministry of Labour

Physical performance of Directorate General of Mines Safety (DGMS)

- During the year 2003-04, 179 notices and 61 orders were issued in coal mines;
- 42 notices and 315 orders were issued in non –coal mines;
- 9060 inspections and 1406 inquiries were carried out during the year 2003.

Source: Annual Report 2003-04 Ministry of Labour

Initiatives taken under EPF & MP Act and ESI Act

EPFO

- The coverage of benefits of PF, family pension and deposit linked insurance increased from 2.31 crore subscribers as on 31.03.1998 to nearly 3.95 crore subscribers as on 31.03.2003.
- A nationally unique Social Security Number of each worker would be provided. The scheme was launched by way of a Reinventing – EPF India programme on 25.02.2003 so as to reduce claim settlement from 30 days to 2-3 days only.
- A new Directorate of recovery has been approved to step up recovery of EPF dues.
- Additional facilities of disbursement of pension through 26000 post offices has been introduced so as to benefit the workers who after retirement go back to their native place located in rural and far flung areas.

ESIC

- The wage ceiling for coverage under ESI Scheme has been increased from Rs.6500/- to Rs.7500/- per month with effect from 01.04.2004.
- A revolving fund of Rs.40 crore has been created for super-speciality treatment.
- Over 6 lakh low paid workers drawing wages up to Rs.40/- per day has been exempted from contribution to the ESI Scheme.
- Four more long-term diseases have been added in the list of 29 chronic diseases for entitlement.
- Ceiling of medical benefits to each insured person has been increased from Rs.600/- to Rs.700/- per annum.
- Maternity benefit increased from Rs.250/- to Rs.1000/-.
- Ceiling for commutation of partial disablement benefit raised from Rs.10,000/- to Rs.30,000/-.

Source: Annual Report 2003-04 Ministry of Labour

Annexure 5.4.4 D

Physical achievements of V.V. Giri National Labour Institute

- The Institute completed 20 research projects in the areas of labour market, employment and regulations, agrarian relations and rural labour, integrated labour history, child labour and prevention of HIV/AIDS in the work place.
- There are as many as 28 projects under various stages of progress.
- The Institute also organized 106 training programmes covering 2828 participants.
- The Institute proposes to undertake on an average 25 research projects and 75 training programmes every year during 10th Five Year Plan.

Source: Annual Report 2003-04 Ministry of Labour