

**Eleventh Five Year Plan:
What We Need to Monitor?**

A Guide for Civil Society

Centre for Budget and Governance Accountability (CBGA) has brought out this publication mainly with the aim of highlighting the key proposals made in the Eleventh Five Year Plan (2007-08 to 2011-12) in some of the important social and economic sectors in a comprehensible format. We hope this publication will also help us recognise the scope for Civil Society engagement in these sectors (if any) as envisaged in the Plan. This is not an attempt to evaluate the proposals made in the Eleventh Plan for the sectors selected.

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This document has been compiled from the Eleventh Five Year Plan Document, Planning Commission, Government of India.

Prepared by: Bhumika Jhamb, Deepak L Xavier, Divya Singh, Gyana Ranjan Panda, Harsh Singh Rawat, Indranil, Jawed Alam Khan, Kaushik Ganguly, Khwaja Mobeen Ur-Rehman, Nilachala Acharya, Pooja Parvati, Ranjeet Singh, Rupashree Mohapatra, Sakti Golder, Subrat Das, Sumita Gupta, Trisha Agarwala, Yamini Mishra

Cover Design and Layout: Cogent Reach, Email: cogentreach@gmail.com

Printed By: Bhavya Offset, Email: bhavyaoffsetpress@gmail.com

Centre for Budget and Governance Accountability
A-11, Second Floor, Niti Bagh, New Delhi-110049
Tel: 91-11-4174 1285/ 86/ 87, Fax: 91-11-26537603
Email: info@cbgaindia.org

Foreword

The Eleventh Five Year Plan (XIth FYP) makes a very crucial political statement. It acknowledges that more than one-and-a-half decades of liberalisation and political rhetoric like 'Shining India' and 'Resurgent India' have failed to deliver and reach the majority of Indian population which remains poor, marginalised and unable to reap the benefits of sustained 7-9 % growth rate. With this realisation, the Eleventh Five Year Plan makes a laudable attempt at focusing on 'Inclusive Growth'. However, as they say, the devil lies in the details. A systematic and comprehensive reading of the Eleventh Five Year Plan clearly reflects that the slogan of 'Inclusive Growth' is not adequately backed by a paradigm shift towards 'people centered planning and development' and instruments of achieving this 'Inclusive Growth' do not seem very visible. There are significant tensions and contradictions within the Eleventh Five Year Plan. On the one hand, the dominant framework of the Eleventh Five Year Plan is to continue with the neo-liberal policy framework adopted by India since the early nineties. On the other hand, we see progressive ideas like redefining the poverty norm, strengthening PDS, strengthening monitoring and implementation mechanisms for some schemes, increasing the unit cost of rural housing, addition of one year of pre-school education to elementary education, among some others.

Amidst these tensions within the Eleventh Five Year Plan, we must put on record our appreciation of the process of preparing and finalising the Eleventh Five Year Plan, which has raised a lot of hope in civil society. One of the unique features of the Plan is the attempt to include people and their demands in the preparation of the Plan document through wide ranging consultations, including regional consultations; and extensive inputs sought from diverse cross section of the socio-political spectrum. The process went even beyond formal consultations and institutionalised the process by creating specific committees, sub-committees, task forces and working groups, which included a cross section of civil society representatives. Even more commendable is that these consultations were neither gender nor caste neutral and concrete efforts were made to reach out to marginalised groups. Finally, another silver lining in the Eleventh Five Year Plan is in the form of the role chalked out for the voluntary sector in the project of development and nation building. In fact, the National Policy on Voluntary Sector "is a clear commitment to encourage, enable and empower an independent, creative and effective voluntary sector".

The challenge for all of us is to work together in converting the laudable political objectives of inclusive and equitable growth of the Eleventh Five Year Plan into reality. Often the distance between well intentioned policies and programmes and their effective implementation remains one of the biggest stumbling blocks. In this context, it is imperative that civil society plays its democratic role of critiquing and constructively collaborating with élan. It is important that a formal mechanism is worked out to institutionalise this role of civil society in the planning and implementation process. The Eleventh Five Year Plan provides us that unique opportunity.

The National Consultation on the 'Role of Civil Society in the Eleventh Five Year Plan' organised by the Centre for Budget and Governance Accountability (CBGA), Wada Na Todo Abhiyan (WNTA) and National Social Watch Coalition (NSWC), in New Delhi on 15-16 December 2008 was an attempt to do so. The pressing need is that civil society should not just be consulted in the formulation of the Plan but should also have a role in monitoring and effective implementation of the Plan. This booklet is an attempt to help civil society organisations in playing this role more effectively.

Hopefully, civil society will be able to contribute in realising the Eleventh Five Year Plan agenda of 'Inclusive Growth'; where inclusion is seen as a process of including the excluded as agents whose participation is essential in the very design and implementation of the process and not simply as welfare targets of development programmes.

In Solidarity,
Yamini Mishra and Amitabh Behar

for
Centre for Budget and Governance Accountability (CBGA)
National Social Watch Coalition (NSWC)
Wada Na Todo Abhiyaan (WNTA)

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Introduction

India has adopted development planning since the early 1950s. Under the process of development planning, the government prepares Five Year Plans, which put forward the goals/ targets for socio-economic development to be achieved by the end of the Plan period (typically, five years) and also suggest a wide range of programmes/ schemes to achieve those goals. The responsibility for the formulation of the Five Year Plan for the country has been vested with the Planning Commission, Government of India.

The Planning Commission

The Planning Commission was set up as an advisory and specialised institution by a Resolution of the Government of India in March 1950. The Planning Commission was given the responsibility of making assessment of all resources of the country, augmenting deficient resources, formulating Plans for the most effective and balanced utilisation of resources and determining priorities. The Prime Minister of the country is the Chairman of the Planning Commission. The Deputy Chairman and the full time members of the Commission, as a composite body, provide advice and guidance to the different subject Divisions (in the Planning Commission) for the formulation of Five Year Plans and Annual Plans, both at the national level as also for different States. The Planning Commission is supposed to work under the overall guidance of the National Development Council (NDC). The working of the Planning Commission led to the setting up of the NDC in 1952, as an adjunct to the Planning Commission, to associate the States in the formulation of the Plans. Since mid 1967, all members of the Union Cabinet, Chief Ministers of States, the Administrators of the Union Territories and members of Planning Commission have been members of the NDC. The most important suggestions made by the Planning Commission are those relating to: the magnitude of funds to be given from the Union Budget to different States as 'Central Assistance for State Plans'; and the magnitude of funds to be given to the Central Government Ministries/Departments for Plan Expenditure on the Central Sector Schemes.

Public Expenditure on the Five Year Plan

Once a Five Year Plan has been accepted, Annual Plans are also prepared drawing from the Five Year Plan. An Annual Plan can be seen as a collection of various programmes/ schemes for socio-economic development. The implementation of the programmes/ schemes envisaged in the Plan documents requires financial resources. Hence, the Government makes financial provisions for all such Plan programmes/ schemes every year in its Budget. This kind of government expenditure is known as Plan Expenditure.

Thus, Plan Expenditure refers to government expenditure, which is meant for financing the programmes/ schemes framed under the ongoing Five Year Plan or the unfinished programmes/ schemes of the previous Five Year Plans. Until a certain programme/ scheme under a specific Five Year Plan completes its duration, all kinds of expenditures on that are treated as Plan Expenditure, whether the expenditure is on creation of assets and infrastructure or it is for salary of staff implementing the scheme. However, once a Plan programme/ scheme completes its duration, the expenditure towards maintenance of the assets/ infrastructure created (if any) and salary of staff running the assets/ infrastructure (if any) are not regarded as Plan Expenditure anymore.

Expenditures of the government, which are not included under Plan Expenditure, are called Non-Plan Expenditure. We may note here that Non-Plan Expenditure should not be interpreted as unplanned expenditures of the Government. Quite contrary to being unplanned, Non-Plan Expenditures include some of the important types of government expenditure, e.g. Interest Payments, Defence expenditure, Subsidies, and Non-Plan Grants to States & UTs. Besides, a large chunk of government expenditure which is incurred for running of different organs of the state (such as, judiciary, police, administration and so on) is included under Non-Plan Expenditure. Moreover, in several sectors like, Education and Health, the entire government expenditure on maintenance of the existing government establishments (including schools and hospitals) and salary of existing government staff (excluding the small proportion of staff hired under Plan programmes/ schemes) is regarded as Non-Plan Expenditure.

Thus, Non-Plan Expenditure of the government is meant for supporting all those government services,

which function on a regular basis irrespective of the Five Year Plans. Whereas, Plan Expenditure of the government is meant for covering the entire costs, i.e. salaries of new staff hired as well as construction of buildings and procurements, under the interventions envisaged under Five Year Plans.

The Eleventh Five Year Plan (2007-08 to 2011-12)

We have entered the Eleventh Five Year Plan period at a time when the economy is growing at 7-9 % per annum, making India one of the fastest growing economies in the world. However, the benefits of the growth and development, as rightly pointed out in the Plan document, have failed to reach a vast majority of our population. The reasons for this can be attributed to many factors but most importantly to the set of policies adopted by successive governments during the last one-and-a-half decades. Acknowledging this very fact, the Eleventh Five Year Plan document clearly states that “a major weakness in the economy is that the growth is not perceived as being sufficiently inclusive for many groups, especially SCs, STs, and minorities. Gender inequality also remains a pervasive problem and some of the structural changes taking place have an adverse effect on women. The lack of inclusiveness is borne out by data on several dimensions of performance.” As a revival remedy to the exclusion pointed above, the Eleventh Five Year Plan goes on to title the Plan document 'Inclusive Growth'. Many proposals as laid down in the Plan document do talk about inclusiveness. This is a creditable attempt by the Planning Commission. However, a deeper analysis of the Eleventh Five Year Plan proposals does suggest that the objectives of the Eleventh Five Year Plan are not translated effectively into actions. The Eleventh Five Year Plan has clearly failed to discredit the neo-liberal policy framework which is instrumental in exclusion of socially marginalised groups from the current development paradigm.

	Thrust Areas of the Eleventh Five Year
Sectors	Thrust Areas
Education	Quality upgradation in Primary Education, Expansion of Secondary Education, major emphasis on upgradation of Higher Education including Technical Education, ICT throughout education system.
Health, Nutrition, Drinking Water & Sanitation	Major upgradation of rural Health infrastructure, Medical Education, Nutritional support to children and Pregnant & Lactating Women through ICDS, Health Insurance Base Urban Health , Health care for elderly; Achieving sustainability, improvement in service levels and moving towards universal access of safe and clean drinking water
Agriculture & Irrigation	Ensuring Food Security, Supporting State specific agriculture strategy and programmes, Better seed production, Focused agricultural research, Extension, Development of modern markets
Rural Development, Land Resources & Panchayati Raj	Universalization and improvement in programme delivery of NREGP; Integrated Watershed Management including management of underground water level.
Social Justice & Empowerment	Special attention to the needs of SCs, STs and Minorities and other excluded groups through Pre-& Post metric scholarship, Hostel for Boys girls, income and employment generation opportunities, multi-sectoral Development programmes for minority in Minority concentration Districts.
Physical Infrastructure	Emphasis on the Public Private Partnership in investment, Initiate policies to ensure time bound creation of world-class infrastructure, especially in remote and inaccessible rural areas and NE, Hinterland connectivity through improved rail & road infrastructure.
Energy	Electrification of all villages & extending free household connections to all 2.3 crore BPL households through RGGVY; Nuclear Power Development; Scientific Departments Development of satellite launch capabilities to GSLV-Mk-III; Development of New Energy Systems viz. Advance Heavy Water Reactor and Nanotechnology.

The total public sector outlay in the Eleventh Five Year Plan (i.e. budget outlays from both Centre and States and extra budgetary resources of their Public Sector Enterprises) is estimated at Rs. 36,44,718 crore. Of this total, the share of the Centre (including the outlay of Central PSEs) will amount to Rs. 21,56,571 crore, while that of the States and UTs will be Rs. 14,88,147 crore. According to the Planning Commission, the Eleventh Five Year Plan outlay will be 120 % higher than the Tenth Five Year Plan realisation (at constant 2006-07 prices). As a proportion of GDP, the projected Eleventh Five Year Plan total public sector outlay will be average of 13.54 % on an average compared to the average of 9.46 % achieved in the Tenth Five Year Plan.

Health & FAMILY WELFARE



I. Objectives of the Eleventh Five Year Plan

- The broad objective of the Eleventh Five Year Plan is to achieve good health for people, especially the poor and the underprivileged. In order to do this, the Plan proposes to adopt a comprehensive approach which encompasses individual health care, public health, sanitation, clean drinking water, access to food, and knowledge of hygiene and feeding practices. The Plan aims to facilitate convergence and development of public health systems and services that are responsive to health needs and aspirations of people. It lays emphasis on reducing disparities in health across regions and communities by ensuring access to affordable health care.

- Reiterating the commitment of previous plans, the Eleventh Five Year Plan also gives special attention to the health of marginalised groups like adolescent girls, women of all ages, children below the age of three, older persons, disabled, and primitive tribal groups. The Plan proposes to view gender as the cross-cutting theme across all schemes.
- To achieve these objectives, aggregate spending on health by the Centre and the States will be increased significantly to strengthen the capacity of the public health system to do a better job. The Plan aims to ensure a large share of allocation for health programmes in critical areas such as HIV/AIDS. In absolute contrast to its goal of ensuring 'health for all citizens' with special emphasis on marginalised sections, the Eleventh Five Year Plan proposes to increase the contribution of the private sector in providing primary, secondary, and tertiary services through various measures including partnership with the government. It aims to involve Panchayati Raj Institutions (PRIs), community and civil society groups in order to ensure good governance, transparency and accountability in the delivery of health services.

Targets of Eleventh Five Year Plan in Terms of Outcome Indicators

- Reducing Maternal Mortality Ratio (MMR) to 1 per 1000 live births.
- Reducing Infant Mortality Rate (IMR) to 28 per 1000 live births.
- Reducing Total Fertility Rate (TFR) to 2.1.
- Providing clean drinking water for all by 2009 and ensuring no slip-backs.
- Reducing malnutrition among children of age group 0–3 to half its present level.
- Reducing anaemia among women and girls by 50 %.
- Raising the sex ratio for age group 0–6 to 935 by 2011–12 and 950 by 2016–17

II New Initiatives in the Eleventh Five Year Plan

- The Eleventh Five Year Plan aims to introduce National Urban Health Mission (NUHM), which along with National Rural Health Mission (NRHM) will form Sarva Swasthya Abhiyan. The NRHM was launched in 2005-06 for meeting health needs of all age groups and to reduce the disease burden across rural India. NUHM will be launched to meet the unmet needs of the urban population. Instead of providing access to public health services to the urban population, NUHM is based on health insurance and Public Private Partnership (PPP) which is supposed to provide integrated health service delivery to the urban poor with the initial focus on urban slums. NUHM would cover all cities with a population of more than 100,000. NUHM will be aligned with NRHM and existing urban schemes. The strategies for NUHM are listed below:
 - i. Resources for addressing the health problems in urban areas, especially among urban poor.
 - ii. Need based city specific urban health care system to meet the diverse health needs of the urban poor and other vulnerable sections.
 - iii. Partnership with the community for a more proactive involvement in planning, implementation, and monitoring of health activities.
 - iv. Framework for partnerships with NGOs, charitable hospitals and other stakeholders.
 - v. Two-tier system of risk pooling: (i) women's Mahila Arogya Samiti to fulfill urgent hard-cash needs for treatments; (ii) a Health Insurance Scheme for enabling urban poor to meet medical treatment needs.
 - vi. Institutional mechanism and management systems to meet the health-related challenges of a rapidly growing urban population.
- During Eleventh Five Year Plan, the Ministry of Health and Family Welfare (MoHFW) will take up a Programme for Prevention and Control of Water Borne Diseases as a part of Sarva Swasthya Abhiyan, which will establish a mechanism of collaboration with other departments (for supplying safe water to the community and carry out water quality monitoring), with specific responsibilities. The targets are: (i) to reduce the burden of waterborne diseases to 75% of the present level by 2010; and (ii) to reduce the burden of waterborne diseases to 50% of the present level by 2015.

III Plan Outlay for the Health Sector

- The Eleventh Five Year Plan aims to increase public provisioning on health to 2% of GDP. According to the Plan estimates, in order to meet the target expenditure level, total Plan expenditure will need to grow at 29.7 % annually during the first three years of the Eleventh Five Year Plan, which breaks down to 30.2 % for the Centre and 29.2% for the States. As a result, total health expenditure of the Centre and the States, respectively, will rise to 0.55% of GDP and 0.85% of GDP in 2009–10. In the last two years of the Plan, total Plan expenditure will need to rise at about 48% annually. This will result in a total health expenditure of 0.87 % of GDP by the Centre and 1.13% by the States in 2011–12.

- The total projected Gross Budgetary Support (GBS) for the Eleventh Five Year Plan is Rs. 1,20,374.00 crore (at 2006–07 prices) and Rs. 1,36,147.00 crore (at current prices). This enhanced outlay is about four times the initial outlay for the Tenth Plan (Rs. 36,378.00 crore). A large proportion of this amount, i.e. Rs. 89,478.00 crore (65.72%) is for NRHM, the flagship programme of the Government of India (GoI). Another Rs. 625 crore is to be contributed by the Department of AYUSH to make a total of Rs. 90,103 crore for NRHM during the Eleventh Five Year Plan. For the other ongoing schemes, a total of Rs. 23,995.05 crore has been earmarked. For the new initiatives it is Rs. 20,846.95 crore.

IV Measures Envisaged for Strengthening Health Sector

- In order to improve the health care services in the country, the Eleventh Five Year Plan will insist on integrated District Health Plans and Block Specific Health Plans. It will mandate involvement of all health related sectors and emphasize partnership with PRIs, local bodies, communities, NGOs, Voluntary and Civil Society Organizations.
- Under the NRHM, care has been taken to allocate 70 % of the total financial resources to below district level (block level and below), 20 % at district level and 10 % at State level.
To address the issue of pure access of skill attendance at birth by pregnant women, the Eleventh Five Year Plan emphasizes on linking all Primary Health Centres (PHCs) and Community Health Centres (CHCs) with all weather roads and the provision of home based neo-natal care along with emergency life saving measures.
- In order to do away with various types of inequities and imbalances, the Plan proposes to provide greater proportion of funds to the primary health sector. To address the issue of out-of-pocket expenditure of the poor, the Plan emphasizes on several models of insurance. Instead of talking about universal social insurance schemes, it focuses on Community Based Health Insurance where the role of the state would be to provide credit through Self Help Groups (SHGs).
- For the unorganized sector workers the Eleventh Five Year Plan has introduced a new scheme based on cashless transaction.
- In order to take up drug pricing, quality, clinical trials, etc. as recommended by the Mashelkar Committee (2003) and National Commission on Macroeconomics and Health (2005), a National Drug Authority (NDA) with an autonomous status was to be set up during the Plan. Accordingly, Central Drugs Authority of India has been set up.

Limitations in the Eleventh Five Year Plan Proposals

- The Section on Health & Family Welfare and AUYSH reflects the neo-liberal thinking of the policy makers in India. The mainstream neo-liberal thinking aims to limit the role of the state only to disease control and family welfare and open the entire domain of health care to market forces. The central theme of the Eleventh Five Year Plan is to deepen the role of the market in health care in India, which is already among the most privatised in the world. In fact there are instances where mention of private sector has been used interchangeably with Civil Society, clearly depicting the dominance of the market in the thinking of the Planners. The greater role of private sector, as envisioned by the Eleventh Five Year Plan has to be seen in the context of unregulated growth of the private sector. Many studies have shown that PPPs in fact, have had negative implication on the public health.
- Further, there is a renewed emphasis on health insurance of different forms based on public and community finance and private provision. Deviating from the commitment of the National Common Minimum Programme (NCMP) to spend 2-3% of GDP on health, the Eleventh Five Year Plan limits itself to step up spending only to 2%. Several studies

have pointed out that the state of health services in the rural area is very poor and require enormous investment to boost up the sector. Given the sub-threshold levels of spending on health sector for almost two decades now, which has led to virtual collapse of the health system, the Eleventh Five Year Plan layouts are clearly meager. The rhetoric of developing comprehensive health service is not matched by expenditure commitments and there is also no evidence of concrete planning towards that. The implementation of the proposed Community Based Health Insurance through SHGs is not clear. Also, in the context of SHGs not being properly functional in many of the areas, such a proposal will be also be limited in many ways.

V Scope for Civil Society Engagement

- One of the important strategies for strengthening the health sector, envisaged by the Eleventh Five Year Plan is to involve communities in various activities- through the PRIs, community-based organizations and NGOs and of people participating at all levels of health interventions. The emphasis in the Five Year Plan seems to be service delivery through civil society participation rather than state owning the responsibility for delivery and implementation of programs.
- The NRHM tries to ensure that more than 70% of the resources are spent through bodies that are managed by peoples' organizations and at least 10% of the resources are spent through grants-in-aids to NGOs. The mechanism of untied funds at the local level is meant to give them a little flexibility. During the Eleventh Five Year Plan, efforts will be made to promote various community-based initiatives.
- The NRHM empowers PRIs at each level - Gram Panchayat, Panchayat Samiti (Block), and Zilla Parishad (District) to take leadership to control and manage the public health infrastructure at district and sub district levels. A Village Health and Sanitation Committee in each village within the overall framework of Gram Sabha whereby there is proportionate representation from all the hamlets would be ensured. Adequate representation is given to the disadvantaged categories like women, SCs, STs, OBCs and Minorities.
- The Zilla Parishad at the district level will be directly responsible for the budgets of the health societies and for planning for people's health needs.
- Monitoring committees will be formed at various levels, with participation of PRI representatives, user groups and CBO/NGO/VO representatives to facilitate their inputs in the monitoring the planning process. They will enable the community to be involved in broad-based reviews and suggestions for planning. A system of periodic Jan Sunwai or Jan Samvad at various levels has been built in to empower community members to engage in giving direct feedback and suggestions for improvement in public health.

I. Objectives of the Eleventh Five Year Plan

The Eleventh Five Year Plan titled 'Inclusive Growth' aims to trigger a development process that would ensure broad-based improvement in the quality of life of the people, especially the poor, SCs/STs, other backward castes (OBCs), minorities and women while sustaining its targeted GDP growth rate of 9% for the country. To accomplish such an inclusive growth, the Plan envisages several components: rapid growth that reduces poverty and creates employment opportunities, access to essential services in health and education especially for the poor, equality of opportunity, empowerment through education and skill development, employment opportunities underpinned by the National Rural Employment Guarantee, environmental sustainability, recognition of women's agency and good governance.

EDUCATION



Targets in terms of Outcome Indicators

The following five monitorable socio-economic targets in education have been outlined in the Eleventh Five Year Plan:

- Reduction in the drop out rates of children from elementary school from 52.2% in 2003-04 to 20% by 2011-12, i.e. by the end of the Eleventh Five Year Plan period.
- Developing minimum standards of educational attainment in elementary schools, to ensure quality education.
- Increasing the literacy rate for persons of age 7 years or more to 85% by 2011-12.
- Lowering the gender gap in literacy to 10 percentage points by 2011-12.
- Increasing the percentage of each cohort going to higher education from the present 10% to 15% by 2011-12.

II. Plan Outlay for the Education Sector

The Eleventh Five Year Plan apportions 21% of the total Plan outlay on Education. The break up within the sectors is shown in Table-1 below. With the government promising to raise public spending on education to 6% of GDP, the Union Budget 2004-05 introduced a cess of 2% on major central taxes/duties for elementary education and the Union Budget 2007-08, a cess of 1% for secondary and higher education. In the Eleventh Five Year Plan, the Central Government envisages an outlay of about Rs 2.70 lakh crore at current prices (Rs. 2.37 lakh crore at 2006-07 prices) for education. This is a four-fold increase over the Tenth Plan allocation of Rs. 0.54 lakh crore at 2006-07 prices. The share of education in the total Plan outlay will correspondingly increase from 7.7% to 19.4%. Around 50% of the Eleventh Five Year Plan outlay is for elementary education and literacy, 20% for secondary education and 30% for higher education (including technical education). Table-2 outlines the Plan-wise composition of total allocation on education, in the various sectors, which clearly shows that although the maximum inter-se allocation is made towards the elementary sector, the share of other sectors has been declining.

Table-1: Share of Education as Proportion to Total Eleventh Five Year Plan Outlay (2007-12)

Sector	Outlay in XIth FYP* (Rs. in Crores)	Share of Education as Proportion of Total Eleventh Five Year Plan Outlay
Elementary	1,10,854.81	9.87
Secondary	47,346.27	4.21
Higher, Technical and Vocational	75,102.41	6.69
Adult	5,304.9	0.47
Total on Education	2,38,608.39	21.25
Total Eleventh Plan Outlay	11,22,478.63	

Source: Eleventh Five Year Plan (2007-12), Volume III, 54th NDC Meeting, 2007

* Eleventh Five Year Plan Projections at 2006-07 Prices

Table-2: Composition of Total Allocation on Education in Different Plans

Plan	Elementary	Secondary	Adult	University	Technical	Others	Totals
First Plan	57.6	5.5	0.0	7.8	14.2	15.0	100
Second Plan	34.8	18.7	0.0	17.6	17.9	11.0	100
Third Plan	34.1	17.5	0.0	14.8	21.2	12.4	100
Fourth Plan	50.1	0.0	1.7	25.2	10.5	12.5	100
Fifth Plan	51.7	0.0	2.1	27.9	9.4	8.9	100
Sixth Plan	32.1	20.4	5.9	21.4	10.4	9.8	100
Seventh Plan	37.3	24.0	6.2	15.7	14.2	2.6	100
Eighth Plan	47.7	24.0	5.2	9.6	10.1	3.4	100
Ninth Plan	57.1	21.3	1.7	8.7	8.1	3.0	100

Source: Report of the Working Group on Higher Education, Eleventh Five Year Plan

III. Major Initiatives in the Eleventh Five Year Plan

Let us examine the provisions made in the Plan for the various sectors in Education. This section will also highlight the changes, if any, in the scheme structure and measures taken for better implementation.

A. Elementary Education

The major Plan schemes in this sector include *Sarva Shiksha Abhiyan (SSA)*, *Kasturba Gandhi Balika Vidyalaya (KGBV) Scheme*, *Mid Day Meal (MDM) Scheme* and *Mahila Samakhya (MS)*.

The Eleventh Plan provides Rs. 62,775 crore for SSA, a two-fold increase over the Tenth Plan dispensation. With regard to the Centre-State sharing under SSA, the approved SSA programme provided for an 85:15 sharing between the Centre and the States till the end of the Ninth Plan period, 75:25 sharing during the Tenth Plan period and 50:50 thereafter. In view of persistent demand from the States and the urgency in filling up the infrastructure gap in the educationally fragile States, the funding pattern between the Centre and States/UTs for SSA Phase II has been modified to 65:35 for the first two years of the Eleventh Plan, 60:40 for the third year, 55:45 for the fourth year and 50:50 thereafter. The special dispensation for North Eastern (NE) States during 2005–06 and 2006–07 will continue for the Eleventh Plan whereby each of the NE States contribute only 10% of the approved outlay as State share.

It is also proposed that SSA be restructured by ensuring that all teachers, including para teachers, are trained, the norms for civil works are the same throughout a State, there is 1 Cluster Resource Centre (CRC) for every 10 schools, 10 CRCs per Block Resource Centre (BRC), and 5 resource teachers per block, there is no single teacher school and no multi-grade teaching. The Plan outlines 14 pointers to make SSA more quality-oriented. Suggested goals include reducing the Pupil Teacher Ratio (PTR), bringing in uniform curriculum, addressing grievances relating to teachers and training of teachers. While it has been suggested that quality be defined in a more operational manner, it has not been elaborated further. A positive step is the suggested inclusion of pre-school education by having a one year pre-primary component within SSA.

Some key issues that have been flagged in the Plan relating to the distribution of spending in SSA are worth noting here. Low expenditures on components relating to quality dimensions of the programme in the Tenth Plan, such as Teacher's Training (2.9%), Teaching Learning Equipment (2%), Innovative Activities (0.9%), School/Teacher Grants etc., need to be sharply stepped up during the Eleventh Plan. While the decision to relax the ceiling on civil works expenditure of 33% has seen an increase under this head, it is felt that the focus is skewed with scant attention being paid to quality concerns in education. KGBV and District Primary Education Programme (DPEP) have been subsumed within SSA in the Eleventh Plan.

The Plan allocates Rs. 42,439 crore for MDM and has also extended the scheme to all upper primary schools from April 2008. With reference to specific measures to improve the implementation of the scheme, the Plan suggests inclusion of local community in management of the scheme, promoting social audit and online monitoring and reviving the School Health Programme to be run in conjunction with the MDM scheme. A matter of concern is that instead of completely de-linking teaching and non-teaching work, teachers are still being seen as the agents to facilitate running of the scheme at the school level. This seems to be contradictory to the suggestion of involving the local community, as has been mentioned earlier.

A scheme focusing on the educational empowerment of poor women, Mahila Samakhya, will continue on the existing pattern and has been apportioned Rs.185 crore in the Eleventh Plan. The Plan also reiterates the urgent need to constitute a new Education Commission, the last being set up in 1964-66.

B. Adult Education

A positive step taken by the Plan is revamping the National Literacy Mission (NLM) by integrating the

following: Total Literacy Campaign (TLC), Continuing Education Programmes (CEP) and Post Literacy Projects (PLP) into a broad-based Lifelong Education and Awareness Project (LEAP). The Plan allocates Rs. 3,360 crore to LEAP. Another suggestion is to bring most of these programmes under PRIs through the existing Panchayat Saksharata Samitis. Increase in the number of Jan Shikshan Sansthan (JSS) providing educational and vocational development to economically backward and educationally disadvantaged groups has been another provision. JSS has been provided Rs. 353 crore. It has also been suggested that in order to ensure transparency in the functioning of JSS, an accreditation process be evolved.

C. Secondary Education

The Central Government has been managing four types of schools that have been allocated the following: Kendriya Vidyalayas (Rs. 1,326 crore), Navodaya Vidyalayas (Rs. 4,067 crore), Central Tibetan Schools (Rs. 36 crore) and National Institute of Open Schooling (Rs. 88 crore).

The Union Government scheme 'Strengthening of Boarding and Hostel Facilities for Girl Students of Secondary and Higher Secondary Schools (Access & Equity)' is to be restructured and merged with the new umbrella scheme of 'Universalization of Access and Improvement of Quality of Secondary Education'. Further, the erstwhile schemes of Information, Communication and Technology (ICT) in schools, girl child incentive, Integrated Education for Disabled Children, Vocational Education, etc. will be subsumed under a new umbrella Centrally Sponsored Scheme (CSS) named SUCCESS. The Eleventh Plan apportions Rs. 9,282 crore to SUCCESS. It is worthwhile here to note that under this scheme it is proposed to set up 6,000 block-level Model Schools at the secondary level which would be largely managed and run by the corporate entities, trusts and reputed private providers. This, when seen in the light of growing share of private schools (from 15% in 1993-94 to 30% in 2004-05) and encouraging establishment of good quality schools in deficient areas in Public Private Partnership (PPP) mode is reflective of the policy direction of the Planning Commission and the Central Government.

Focusing on the girl child, A Girl Child Incentive Scheme with a provision of Rs. 1,326 crore is to be launched on a pilot basis in selected Economically Backward Blocks (EBBs). On the basis of quick evaluation, its expansion will be considered in the Eleventh Plan period. It is proposed that the merger of all girl child incentive schemes will be ensured.

Herein, a critical aspect related to school education is teacher education and training. The Plan provides Rs. 3,536 crore to Teacher Education. In this regard, severe gaps have been observed in the management of District Institutes of Education and Training (DIETs). Not only have most of the DIETs been headless, there is also a shortage of quality faculty in DIETs, thereby leaving much to be desired in the quality of teacher training. While the Plan document finds this detrimental to promoting quality in teaching, the solution suggested is heavily dependent on outsourcing the DIET faculty or DIETs adopting the PPP mode.

D. Vocational Education

The Eleventh Plan apportions Rs. 1,768 crore towards Vocational Education. As part of the strategy adopted by the Plan, there is greater emphasis on the services sector. This apart, over 95% of the unskilled and semi-skilled population will be provided continuous informal training. It is also suggested that a National Vocational Qualification (NVQ) system be developed.

E. Higher Education

Apart from the existing 7 schemes in Higher Education, the Eleventh Plan has provided 9 new schemes along with outlining a Special Plan for Higher Education wherein uncovered regions are provided with Science, Medical and Engineering Universities. The Plan highlights the need for autonomy and accountability in the higher educational institutions and calls for quality improvement. While the Plan observes that there are inherent imbalances due to the private sector focusing on specific disciplines and regions of the country; it is worth noting that the Plan hopes that more than half of the incremental enrolment in higher education is made by private providers, thereby encouraging the role of private unaided higher educational institutions in the country.

F. Technical Education

In the field of technical education, the Eleventh Plan envisages establishing new institutes of management, technology, industrial research and training, planning and architecture. This apart, upgrading select existing technical institutes is on the anvil. The State technical institutes are also proposed to be strengthened. Another key area that has been highlighted is the lack of adequate polytechnics in the country. With 125 districts not having a single polytechnic, it is suggested that every district be covered, through Central funding as well as with PPP and private funding. Some critical issues with regard to these polytechnics include: static curricula, poor industry interface, lack of flexibility to respond to needs, obsolescence of equipment, lack of trainers and inadequate funding.

Limitations in the Eleventh Five Year Plan with Regard to Provisions for Education

“The Eleventh Plan would be a Quality Plan in respect of the education sector.”

– Eleventh Five Year Plan

While some advances have been made towards ensuring the basic issues of access, retention and quality is met, some problems persist. The Plan seems to adopt a piecemeal approach as there are multiple schemes having multiple goals and a constant friction persists between the Centre and the States with regard to funding norms allowing scant progress in terms of outcomes.

The Eleventh Plan is increasingly stressing on privatisation in elementary and secondary, higher and technical education sectors in education. PPP is being seen as the preferred route to financing and implementing schemes. Another distressing trend observed in the Plan document is the encouragement given to private players ranging from setting up educational institutions and suggestions to outsource DIET faculty, establishing private polytechnics, etc. Further, acknowledgment of the need to levy (user charges) fees even in public (government-run) schools is worth noting.

This, when seen in the light of the Plan proposing to be a Quality Plan, also proves to be contradictory as illustrated by specific instances. In the elementary sector, the Plan continues to seek the participation of teachers in implementing the MDM scheme thereby denying quality teaching to pupils. Under adult education, low motivation and lack of training of voluntary teachers is hardly seen as encouraging quality concerns. Increasing role of public private participation in secondary schools and continuing to have four types of public-funded schools, instead of having a common system of school, also do not promote uniform quality education.

With regard to addressing gender concerns, initiatives focusing on Muslim women need to be enhanced. There is also a fear that having multiple schemes with divergent goals (vocational training ranging from small scale entrepreneurial development to computer literacy, etc.) might dilute the primary objectives of ensuring education and training of uniform quality for all.

IV. Scope for Civil Society Engagement

The role of civil society is critical to the success of making good the promises in the Plan document. Three specific areas emerge:

- In the implementation of MDM scheme (under elementary sector), the role of local community can be enhanced and the scheme management can be decentralised to ensure that teaching does not suffer.
- Under adult education, with regard to ensuring that the (JSS) are functioning transparently, the accreditation process can involve NGOs and the local community.
- At the secondary stage, under the newly-formed SUCCESS, the management of Model Schools can be handed over to civil society – the PRIs, local community, etc.

I. Objectives of the Eleventh Five Year Plan

To provide

- safe drinking water to entire rural and urban population.
- access to sanitation for the entire rural and urban population.
- clean environment to entire rural and urban population.



Water
SUPPLY
and
Sanitation

Targets of the Eleventh Five Year Plan in Terms of Outcome Indicators

Rural and Urban Water Supply:

- Providing clean drinking water for all by 2009 and ensuring that there are no slip-backs by the end of the Eleventh Five Year Plan.
- Providing 100% coverage of water supply to rural schools.
- Providing 100% water supply accessibility to the entire urban population by the end of the Eleventh Five Year Plan in 2012.

Rural and Urban Sanitation:

- The Eleventh Five Year Plan targets to complete construction of 7.29 crore individual toilets for achieving universal sanitation coverage in rural areas.
- Under Total Sanitation Campaign, the target is to achieve 100 percent coverage by 2012. The physical target is to cover 69 million households, 25,769 sanitary complexes, 1,33,114 anganwadis, all the remaining schools and Rural Sanitary Mats and Production Centres.
- The target fixed for urban sanitation is 100% population coverage with 70% by sewerage facility and 30% by low-cost sanitation. For Solid Waste Management (SWM) 100% population is proposed to be covered with appropriate SWM.

II. Initiatives in the Eleventh Five Year Plan

As such no new schemes have been taken in the Eleventh Plan period (2007 April onwards). However, the major schemes for water supply and sanitation in rural and urban areas that were present in the Tenth Plan period have again been taken up. These are, Accelerated Rural Water Supply Programme (ARWSP), Swajaldhara, Bharat Nirman, Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) and Jawaharlal Nehru Urban Renewal Mission (JNNURM) under water supply. Under sanitation, there is Total Sanitation Campaign (TSC), UIDSSMT and JNNURM.

III. Modifications in the Flagship Schemes as Compared to the Tenth Five Year Plan

Rural and Urban Water Supply:

- During the Tenth Plan, the approved outlay for the programme was Rs. 13,245 crore. The programme was well funded during the Tenth Plan (being a part of Bharat Nirman Programme) and by the end of March 2007, an amount of Rs. 16,103 crore was released to the States under the scheme. On the physical achievement side, 3,52,992 habitations were reported covered by the States during Tenth Plan.
- Under the Swajaldhara programme, out of the 19,385 schemes included under the programme with an estimated cost of Rs. 1,069 crore, only 11,046 schemes could be completed in the Tenth Plan with an expenditure of Rs. 610 crore. The monitorable target of covering all habitations in the Tenth Plan by 2004 could not be achieved. During the Eleventh Plan, the Swajaldhara principles are to be adopted by the State Governments as per local conditions and adequate flexibility has been provided to incorporate such principles under the ongoing ARWSP itself.
- The investment made in the urban water supply sector had been inadequate. The Tenth Plan projected a requirement of Rs. 28,240 crore for achieving population coverage of 100% with drinking water supply facilities in the 300 Class I cities by 31.3.2007. The estimated outlay for the Tenth Plan period, however, was only Rs. 18,749 crore in the State sector, and Rs. 900 crore in the Central sector making a total outlay of Rs. 19,649 crore only.
- The Tenth Five Year Plan envisaged augmentation of water supply in urban areas. While there was progress in some of the suggestions of the Tenth Five Year Plan like adoption of rainwater harvesting, tariff revision for sustaining Operation & Management (O & M), augmenting water supply, reducing leakages, etc. This was confined only to some pockets of the country.
- JNNURM is envisaged for implementation over a seven-year period starting from 2005 to 2012 with a tentative outlay of Rs. 1,00,000 crore, which includes contribution of Rs. 50,000 crore to be made by the States and Urban Local Bodies (ULBs). Water supply and sanitation is accorded priority under the programme and is likely to receive 40% of plan funds.

Rural and Urban Sanitation:

- The approved outlay for the TSC programme in the Tenth Plan was Rs. 955 crore and the anticipated financial utilisation was about Rs. 2,000 crore.
- While the hardware part of the TSC for assisting the States in providing various types of sanitation would continue, the focus now should be more on changing behaviour patterns. Low cost technology options for constructing toilets should be tried and the community should be given freedom to choose from various options. The focus on school sanitation needs to continue. In addition, SWM in villages should be the next focus area. 10% of the TSC funds are earmarked for this purpose already.
- The Tenth Plan targeted coverage of providing sewerage and sanitation facilities to 75% of the population from 57% at the beginning of the Plan. An investment requirement of Rs. 23,157 crore was worked out for sanitation and Rs. 2,322 crore for SWM. There was no scheme at the beginning of the Tenth Plan to assist the States in the sanitation sector and the Plan recommended an enhanced scope for the Accelerated Urban Water Supply Programme

(AUWSP) to include sanitation. With the launch of JNNURM and UIDSSMT, the AUWSP programme was subsumed in UIDSSMT. The scheme included funding for sanitation also. However, presently it has been subsumed under JNNURM. For completion of ongoing projects, Rs. 32.50 crore was provided for 2007–08.

- The Central Scheme of Solid Waste Management and Drainage in airfield towns was also launched in the Tenth Plan. Bird hits are among the major causes of air crashes in our country leading to the loss of both costly defence aircraft and invaluable lives of pilots. An Inter-Ministerial Joint Sub-Group constituted by the Ministry of Defence recommended to provide proper sanitation facilities, including SWM and drainage to over-come the bird menace.
- All the schemes are at different stages of execution and were expected to be completed in the Tenth Plan itself, but have not been completed.

IV. Plan Outlay for Water Supply and Sanitation Sector

The full coverage of rural drinking water supply is to be achieved by March 2009 and 100% sanitation coverage by the end of the Eleventh Plan (2012) with mass awareness and Nirmal Gram Puraskar (NGP). The Eleventh Plan Central sector Gross Budgetary Support (GBS) for rural water supply and sanitation is Rs. 41,826 crore (at 2006–07 prices) and Rs. 47,306 crore (at current prices) (including Rs. 60,00 crore for NGP). This provision will draw matching provision in the State Plan to the tune of Rs. 48,875 crore. Thus the total outlays in the Eleventh Five Year Plan for Rural Water Supply and Sanitation sector would be close to Rs. 1,00,000 crore. The total outlay for Urban Water Supply and Sanitation sector would be Rs. 75,000 crore.

V. Measures Envisaged for Better Implementation

In order to achieve 100% coverage of clean water and sanitation in rural areas, rural sanitation programme will be linked with the NRHM. The strategies include, convergence of health care, hygiene, sanitation, and drinking water at the village level, participation of stakeholders at all levels, from planning, design and location to implementation and management of the projects, instituting water quality monitoring and surveillance systems by involving PRIs, community, NGOs, and other CSOs and increased attention to Information, Education and Communication (IEC) campaign. Efforts will be made to launch a Sarva Swasthya Abhiyan in the country that will cover primary health care, safe drinking water and sanitation in urban areas.

Limitations in the Eleventh Five Year Plan Proposals

- The urban water supply and sanitation sector has been accorded low priority. This is evident from the fact that the fund allocated (Rs. 50,000 crore) is much less than the fund required (Rs. 1,29,237 crore). In JNNURM II, which also looks into urban water supply and sanitation, there is a risk of the focus being directed towards road projects and building flyovers.
- PPP in urban water, sanitation and solid waste management projects has been encouraged as well as additional financial assistance from External Support Agencies (ESA). Effective controls need to be put into place in PPP projects to ensure that community interests are not sacrificed for the sake of private profit.
- In rural sanitation, the IEC aspect has not been emphasized. Effective IEC is crucial for behavior change and forms a part of hygiene education.

VI. Scope for Civil Society Engagement

Civil society engagement in the water and sanitation sector has not been explicitly mentioned in the Plan. However, it is implicit in most of the schemes and programmes. The guidelines in most programmes have some scope for NGO involvement.

- In the ARWSP guidelines, joint supervision of household toilets by NGOs and beneficiaries has been recommended. In addition, the participation of NGOs in the Village Water and Sanitation Committees (VWSCs) and District Water and Sanitation Committees (DWSCs) has been mentioned.
- The role of NGOs and CBOs has been clearly pointed out in the Action Plan of the Swajaldhara guidelines. In various other areas such as institutional set-up, functions of the DWSC, the composition of the VWSC, the start-up, sensitization, identification phases as well as monitoring, the scope of civil society engagement has been clearly elucidated.
- There is a separate chapter on the 'Role of NGOs' in the TSC guidelines. IEC has been specifically focused as an area where NGOs can play a crucial role. Further, NGOs have been entrusted with the task of setting up and operating Rural Sanitary Mart and Production Centres.
- Under the JNNURM II guidelines, the need for a 'civil society expert' in the Advisory Group has been put forward. Additionally, it has been proposed that the monitoring of projects may be given to specialized technical agencies.
- NGO involvement in providing organizational support and identity to the rag pickers in solid waste management has been stated in the Plan.

I Background

The context of the Eleventh Five Year Plan can be viewed with 'serious concerns around food and nutrition security'. Throughout the Ninth and Tenth Plan Period, agriculture performed well below expectations; cereal production declined in per capita terms and there was no significant decline in the population below poverty line. Low purchasing power remained a serious bottleneck to household food and nutrition security. Despite rapid economic growth, as measured in terms of the growth of GDP, during the last two plan periods, the proportion of people below the threshold Body Mass Index (BMI; an indicator of protein malnutrition) declined marginally from 36% in 1998-99 to 33% in the year 2005-06. The share of under-weight children in the total child population under-3 years of age had remained as high as 46% in 2005-06 compared to 47% in 1998-99.



Food and Nutrition Security

In this backdrop, the Eleventh Five Year Plan resolved that 'there is a need to look at food security issues not in isolation as being confined to cereal production and consumption, but to examine how nutritional outcomes can be improved for the vast majority of the poor'. Thus there is a clear focus of the proposed Plan on food and nutrition security of the poorer and marginalised sections of the population by recognising the need of the most vulnerable sections of the society. The Eleventh Five Year Plan document emphatically states that in order to allow for distributional inequity that prevails in any society, calorie availability on an average in the country as a whole should be at least 20% higher than the per capita requirement. Unfortunately, it has declined from what it was twenty years ago. It also recognized that women and girls in poor households receive less and poorer quality food than in non poor household.

Going beyond the conventional calorie and protein consumption scales, the Eleventh Five Year Plan recognised the need for overall improvement of purchasing power and several social security nets for the poor as the driving force behind ensuring food and nutrition security for the most vulnerable groups in the economy. Given the fact that more than 92% of our labour force still works in the unorganised sector without any proper passive labour market securities such as pension, the Plan recognised the need for a comprehensive old age pension for the poor of the country. It also recognised the need for a vibrant public health system that caters to the needs of the millions of toiling masses in the country as a supporting system for sustainable food and nutrition security. The overall

context of the Eleventh Five Year Plan is therefore complex. As mentioned in the Plan document itself, the major challenges in the food and nutrition security situation in the country are:

- The declining per capita availability of cereals.
- The non-compensating growth in the share of non-cereals in the food basket.
- A large informal sector without any social security provisioning.
- Agrarian distress and the declining purchasing power of the masses.
- Inability of the masses to diversify their food consumption away from cereals.

The specific challenges faced by the agricultural sector as far as the food security situation is concerned are as under:

- Slow down in growth.
- Widening economic disparities between irrigated and rain-fed areas.
- Increased vulnerability to world commodity price volatility following trade liberalisation. This had an adverse effect on agricultural economies of regions growing crops such as cotton and oilseeds.
- Uneven and slow development of technology.
- Inefficient use of available technology and inputs.
- Lack of adequate incentives and appropriate institutions.
- Degradation of natural resource base.
- Rapid and widespread decline in groundwater table, with particularly adverse impact on small and marginal farmers.

II. Objectives of the Eleventh Five Year Plan

The Eleventh Five Year Plan tried to formulate several strategies to achieve sustainable food and nutrition security through a multi-sectoral approach. Food security is the outcome of both production and distribution decisions. The broad objectives of the Plan as far as the food security situation in the country is concerned, are as under:

a. Production of Food and Enhancing Farm Income

- To ensure a faster agricultural growth at around 4% per annum during the Plan period through a 'Second Green Revolution'.
- To ensure growth in food grain production of at least 2% per annum during the Eleventh Five Year Plan.
- To launch a Food Security Mission comprising rice, wheat and pulses with an aim of increasing the production of rice by 10 million tons, wheat by 8 million tons and pulses by 2 million tons by the end of the Eleventh Five Year Plan (2011-12).
- To diversify towards horticulture and livestock sector to increase farm income.
- To improve agricultural marketing through involvement of new players, including large corporate players, to be able to enter existing markets and set up new marketing channels.
- To promote contract farming as a mechanism to empower the private corporate sector to establish linkages between farmers and markets.
- To strengthen the food processing sector to create demand for agricultural produce, cut down or eliminate post-production losses and provide value added products.
- To step-up in infrastructure and policy support in livestock and fishery development

b. Public Procurement and Distribution of Food

- To evolve a transparent mechanism for enabling government to undertake commercial purchases at prices comparable to those paid by private traders. This could be done if the

procurement price (i.e. Minimum Support Price plus bonus) was announced at the beginning of the purchase season, along with a procurement target in terms of quantity. In order to maintain adequate stocks of foodgrains, the procurement prices need to be higher than Minimum Support Price.

- To enable Food Corporation of India (FCI) to tender from both domestic as well as international markets, after standard procurement operations and make up the deficit to maintain stocks with the FCI, if in case the required target quantity procurement is not met.
 - To enhance the scope of Decentralised Procurement Scheme (DCP) already being run in 11 states in other large producer states such as Bihar for wheat and rice and Assam for rice. There is a need for States to increase procurement to reduce their requirement of foodgrains from the Central Pool. This would lead to considerable saving in terms of transportation costs.
 - To 'relax restriction on eligibility to be a licensed FPS; make NGOs and village-level retailers eligible to undertake licensed Public Distribution System (PDS) distribution, and in particular, encourage women; remove restrictions on the range of commodities that can be sold in a FPS; and allow registered associations of FPS dealers to purchase the grain allocated directly from the FCI'. (As per the recommendations of the High-Level Committee (HLC) on Long Term Grain Policy to revive the retail network.)
 - To stop the massive leakage of fiscal subsidy to the non-poor on the one hand and the ineffective targeting of the poor by the cardholder-based Targeted Public Distribution System (TPDS).
 - To introduce a single Central Issue Price for both BPL and APL families in those states where TPDS is not performing satisfactorily.
 - To streamline and standardize the State level taxes on procurement of foodgrains.
 - To introduce food stamps as a viable alternative to the present PDS system if markets can be integrated.
 - To introduce Multi Application Smart Cards (MASCs) to facilitate simplification of procedures and enhance the efficiency in administering PDS.
 - To redirect subsidies currently in the PDS to better funding of other schemes (i.e. Mid Day Meal scheme, Integrated Child Development Services).
- ### c. Nutrition Security
- To universalise Integrated Child Development Services (ICDS) and to restructure it in mission mode with a Mission Structure at the Central level and a similar structure at the State level with a greater focus on 0-3 year old children.
 - To review and restructure the existing mechanism of fund flow to States for implementation of the scheme of ICDS by releasing funds directly by the Centre through States to districts, with involvement of District Project Coordinator (DPC) and PRI institutions involved.
 - To give a very high priority to micronutrient malnutrition control, specifically to tackle anaemia.
 - To reduce anaemia among women and girls by 50% by the end of the Eleventh Five Year Plan
 - To prioritise District Level Household Survey (DLHS) of Reproductive and Child Health (RCH) Programme, by recognising malnutrition including micronutrient as a serious public health problem and to monitor prevalence of micronutrient deficiencies.
 - To expand National Nutrition Monitoring Bureau (NNMB) of Indian Council of Medical Research (ICMR) to all States/UTs to assist in monitoring micronutrient deficiencies through existing programmes.
 - Other objectives include expansion of the existing Iron and Folic Acid Supplementation Programmes under RCH (NRHM), to expand vitamin A Supplementation Programme for all children between nine months to five years of age and existing low coverage to be brought to 90% by 2009.

- To promote breastfeeding for prevention of Vitamin A deficiency.
- To remove iodine deficiency.
- To promote community and household level production of fruits and vegetables.
- To launch a vigorous awareness campaign in the form of Poshan Jagriti.
- To set up a high level inter-agency coordination mechanism to enable policy directions to the concerned sectors.

III. A Brief Assessment of the Eleventh Five Year Proposals

While the Eleventh Five Year Plan envisages a comprehensive approach towards addressing the food and nutrition security in the country, its implementation strategy seems to confine itself to agricultural production only through the National Food Security Mission (NFSM). The NFSM has three components – (i) National Food Security Mission - Rice (NFSM-Rice); (ii) National Food Security Mission - Wheat (NFSM-Wheat); and National Food Security Mission - Pulses (NFSM-Pulses). This has been allocated a gross budgetary provision of Rs. 4,317.13 crore for the entire Plan period at 2006-07 prices. While other issues targeted by the Eleventh Five Year Plan are being taken care of by multiple schemes and programmes, it needs to be kept in mind that there is a significant flaw in the overall approach of the government as far as its dependence on the private sector is concerned. As far as the distribution aspect is concerned, the Plan seeks to introduce debatable approaches such as the Food Stamp Programme instead of universalising the Public Distribution Programmes.

IV. Scope for Civil Society Engagement

Although, the chapter on Food and Nutrition Security does not explicitly mention the role of civil society organizations in addressing the various concerns and challenges, it does envisage some role of CSOs in the process. Firstly, in order to make the Fair Price Shops economically viable, the Eleventh Five Year Plan proposes NGOs to be made eligible to undertake licensed Public Distribution System. Secondly, it envisages the role of CSOs in creating awareness with respect to discrimination in minimum wages based on age and gender.

This section was compiled by Siba Sankar Mohanty, Honorary Research Advisor and Policy Director – Social Exclusion and Discrimination, Network for Social Accountability

I. Objectives of the Eleventh Five Year Plan

Agriculture remains the predominant sector in terms of employment and livelihood with more than half of India's workforce engaged in it as the principal occupation. Some of the major objectives for the agriculture sector envisioned in the Eleventh Five Year Plan are given below:

- Accelerating agricultural growth to 4 % per annum.
- Bringing technology to the farmers.
- Improving efficiency of investments, increasing systems support and rationalizing subsidies.
- Diversifying, while also protecting food security concerns.
- Fostering inclusiveness through a group approach by which the poor will get better access to land, credit and skills.



AGRICULTURE

Targets of Eleventh Five Year Plan in Terms of Outcome Indicators

- Increase public investment further, from 3% of agricultural GDP to about 4%.
- For growth to be at all inclusive, the agricultural strategy must focus on the 85% of farmers who are small and marginal, increasingly female, and those who find it difficult to access inputs, credit, extension services and to market their output.
- There is a need to encourage a 'group approach' for the poor and for women to reap economies of scale and be effective farmers. This would in turn also improve the bargaining power of small cultivators in contract farming.

II. Major Programmes / Schemes in Agriculture

The Ministry of Agriculture introduced several new programmes during the Eleventh Five Year Plan aimed at diversification of agriculture, strengthening technology validation, demonstration and dissemination, water saving and development of infrastructure. These include: The National Horticulture Mission (NHM), Centrally sponsored 'Micro Irrigation' Programme, National Gender Resource Centre in Agriculture, Jute Technology Mission, National Agricultural Innovation Project, National Fund for Basic and Strategic Research in Agricultural Sciences, The National Fisheries Development Board (NFDB), National Mission on Bamboo Technology and Trade Development,

Krishi Vigyan Kendra (KVK), Agriculture Technology Management Agencies (ATMAs), The National Rainfed Area Authority (NRAA), Constitution (106th) Amendment Bill, 2006, in respect of co-operatives and approval of a rehabilitation package amounting to Rs. 16,978.69 crore for the farmers in distress in 31 selected districts in Andhra Pradesh, Karnataka, Kerala, and Maharashtra. The package comprises relief from the Prime Minister's Relief Fund.

In the Eleventh Five Year Plan, no new schemes have been introduced. However, the aim is to strengthen the implementation of the Tenth Five Year Plan schemes.

III. Modifications / changes in the Flagship Schemes as Compared to the Eleventh Five Year Plan

The modified schemes of the Eleventh Five Year Plan will put special emphasis on regional balance. For example the *Rashtriya Kisan Vikas Yojana* (RKVY) gives special weightage to rainfed areas and the selection of districts under National Food Security Mission especially targets districts with currently low yields but high potential. An important innovation during the Eleventh Five Year Plan is the new RKVY with an outlay of Rs. 25,000 crore, which is designed to give more flexibility to States and incentivise them to spend more on agriculture on the basis of properly designed district and State plans. The RKVY provides a framework to achieve this objective since it requires that every district should draw up a district plan that fully utilises an initial resource envelope available from all existing schemes, State or Central, including resources at district level from Central schemes such as those of Ministry of Rural Development (MoRD), Ministry of Panchayati Raj, Ministry of Water Resources (MoWR) and other ministries.

The Planning Commission, along with the Ministry of Agriculture and the Ministry of Panchayati Raj, has already started intensive consultation with States to put into effect adequate and comprehensive district agricultural planning. If this works, the Centre could consider, in consultation with States, decentralising the administration of its CSS through empowered Regional Production Commissioners acting alongside Indian Council for Agricultural Research (ICAR) regional co-ordinators so that the Central role in both R&D becomes more consistent with the agro economic requirements. However, the workability of this needs to be further explored in details with the State Governments.

IV. Challenges for the Eleventh Five Year Plan

The major challenges confronting the Eleventh Five Year Plan with respect to the agriculture sector are identified as Agriculture Research, Price Policy, Soil Health Management and Fertiliser Subsidy, Seeds, Horticulture, Plant Protection, Agricultural Credit, Co-operatives, Risk Management, Marketing, Post-Harvest Management, Agro-Processing, Mechanisation, Animal Husbandry, Dairy and Fisheries and Rainfed Agriculture.

Modernisation of Agrarian Relations for Equity and Efficiency: The Social Context

An efficient and corruption free land administration, coupled with a dynamically adaptive land policy has a vital role in increasing agriculture growth and poverty reduction. The key elements of an effective land policy are the following – Modernisation of management of land records; Reforms relating to land ceiling; Security of homestead rights; Reforms relating to tenancy laws; Protection of the rights in land of tribals; and Access to agricultural extension services.

V. Plan Outlay for the Agriculture Sector

An unfortunate trend over the past two decades has been that expenditure control efforts following fiscal shocks such as the Pay Commissions award, have led to cutbacks in agricultural investment and extension, but not in subsidies. Budgetary subsidies to agriculture have increased from around 3% of agriculture-GDP in 1976-1980 to about 7% in 2001-03. During the same period, public investment in agriculture declined from over 4% of agriculture-GDP to 2%. Most of the subsidies are on fertiliser, power and irrigation water. Further, a considerable amount of Plan expenditure on agriculture is not on investment but on subsidies.

The Eleventh Five Year Plan strategy of inclusive growth rests upon substantial increase in public sector outlay. The Eleventh Five Year Plan allocation at 2006–07 prices is projected at Rs. 54,801 crore as against the Tenth Five Year Plan outlay of Rs. 20,513 crore at 2001–02 prices. The projected

Gross Budgetary Support (GBS) for the Eleventh Five Year Plan is Rs. 36,549 crore (2006-07 prices) Rs. 41,337 crore (current prices) for Department of Agriculture and Cooperation; Rs. 7,121 crore (2006–07 prices) and Rs. 8,054 crore (current prices) for DAHDF and Rs. 11,131 crore (2006–07 prices) and Rs. 12,588 crore (current prices) for Department of Agriculture Research and Education.

In addition to this, the government has already initiated measures to State Governments to increase investment in the agriculture sector by provision of Rs. 25,000 crore additional Central Assistance to States over the Plan period through the RKVY. In addition to these budgetary supports provided to Ministry of Agriculture, Rs. 17,205 crore would be made available to MoRD for Natural Resource Management and support to the States for setting up an efficient Land Administration System. Investments in NREGA, BRGF and Rural Infrastructure under Bharat Nirman would also strengthen the growth impulse in the sector. These measures are expected to create conditions for drawing in private investment as well which has been seen to be complementary to public investment in agriculture sector.

VI. Measures Envisaged for Better Implementation

To accelerate agricultural growth to 4% per annum in the Eleventh Five Year Plan, the following areas need to be focused on:

- **Technology:** It is necessary to prepare a long term vision envisaging synergy between SAU/ICAR institutions with other relevant research funded by CSIR, Department of Biotechnology (DBT) and the Ministry of Earth Sciences etc., especially to cope with climate change resulting from global warming and also to impart a strategic focus to adaptive research, making it location specific and aimed at identifying regionally relevant best practices.
- **Irrigation:** The scope for new large surface irrigation projects is getting smaller and the focus should therefore be on completing ongoing irrigation projects and on modernising existing ones. In particular, much greater emphasis is required on investments in physical rehabilitation and on modernisation of systems essential for improving the efficiency of water use.
- **Natural Resource Management and Watershed Development:** Much of the country's agricultural area will remain rainfed even if we utilize irrigation potential fully. It is this area that has witnessed the largest deceleration although the untapped potential from existing yield gaps is high. The government has now constituted the NRAA to bring focus to the problems and potentials of these huge but hitherto neglected areas. The NRAA is expected to harmonise across the different Central Government efforts and offer expert advice to States on how to integrate these in their own agricultural plans.
- **Strengthening Input and Support Services and Rationalising Subsidies:** The present unbalanced and irrational system of fertiliser subsidy is an important cause of deteriorating soil quality. There is an urgent need to rationalise subsidy across nutrients and also examine methods by which the delivery of some part of the presently huge subsidies can be transferred from fertiliser producers to farmers or a group of farmers directly.
- **Diversification:** Available demand projections suggest that the demand for foodgrains, including for uses other than direct human consumption, will grow at 2 to 2.5% per annum during the Eleventh Five Year Plan, traditional cash crops such as oilseeds, fibres and sugarcane at 3 to 4% per annum and livestock and horticulture at 4 to 6% per annum. Diversification towards horticulture and livestock therefore will have to be a very major element in the strategy for achieving 4% agricultural growth.
- **Small Farmers' Needs:** Given that 80% of the farmers are small and marginal and increasingly female, special steps will be needed to improve their effective access to inputs, credit, extension services and output markets.
- **Nature of Subsidies in Current Schemes:** There is a strong case to redesign these subsidies, giving greater benefits to PRIs/farmers' groups rather than individuals, so as encourage group formation particularly amongst small, marginal and female farmers.
- **Managing Vulnerabilities and Demographic Change:** All precaution must be taken to ensure that the poor do not get further excluded as a result of contingencies, whether natural or a part of

the economic growth strategy. In particular, there should be no fear that they will lose their lands involuntarily to larger entities.

- **Gender Equity:** With the share of female workforce in agriculture increasing and increased incidence of female-headed households, there is an urgent need to ensure women's rights to land and infrastructure support.
- **Regional Balance:** Poorer States that have poor infrastructure not only miss out on private investment but also cannot avail many Central Government programmes. The Bharat Nirman initiative is attempting to rectify some of this in rural areas. The Rural Infrastructure Development Fund (RIDF) should also be corrected. Since regions with poor market infrastructure are usually excluded from Minimum Support Prices (MSP) operations by Central agencies, a revolving price stabilisation fund has been envisaged, so that short-term credit from this can be easily availed by PRIs to do their own MSP purchase, which can then be delivered to the Central agencies involved. The modified Eleventh Five Year Plan schemes will put special emphasis on regional balance. For example, the RKVY gives special weightage to rainfed areas and the selection of districts under National Food Security Mission especially targets districts with currently low yields but high potential.

Limitations in the Eleventh Five Year Plan

Agricultural research is under funded but lack of resources is not the only problem. Available resources also have not been optimally utilised because of lack of a clearly stated strategy that assigns definite responsibilities, prioritises the research agenda rationally and recognises that the research mode is not always best suited for product development and delivery.

VII. Scope for Civil Society Engagement

- In the agriculture sector, there are many extension service providers who provide different kinds of useful services such as information and service support to farmers. NGOs are however already playing that role. This has led to duplication of efforts due to multiplicity of agents. To avoid this there should be an attempt to synergise and converge these efforts, hence enhancing the scope of civil society engagement.
- The banks are currently allowed to extend financial outreach by utilising the services of civil society organizations, farmers' clubs, NGOs, post offices, etc., as 'Business Facilitators' or as 'Business Correspondents'. It has been suggested in the Plan that NABARD could look into the impediments in the way of this and approach the Reserve Bank of India (RBI) for necessary changes.
- Civil society can play a dynamic role in empowering the poor and marginalised farmers through group action. The example of Government of India – United Nations Development Programme (GoI-UNDP) which covered 1,357 villages and 50,000 women in Andhra Pradesh, UP and Orissa, promoting group access to land and collective cultivation by women is an apt one that highlights the proactive role of NGOs. The Programme was undertaken in partnership with State Governments, women's groups and NGOs. Support for this programme has ended and would require revision and extension.
- Since agricultural extension is critical for narrowing the gaps in more general knowledge that exist in the agriculture sector, alternate delivery channels spanning Rural Knowledge Centres, ICT-based extension, farmer-to-farmer extension etc., NGOs and the private sector should be promoted simultaneously as per the Eleventh Five Year Plan.
- Civil society engagement with the issue of land reforms and agricultural relations has not been specified in the Eleventh Five Year Plan. This should be taken note of, since civil society can and already has engaged with land reform issues, the rights of the tribal people as well as rehabilitation and resettlement of the displaced in the past. Nevertheless, there are vast possibilities for civil society to deepen their engagement with land reform issues thus furthering the cause of social equity in the long run.

I. Background

The rate of unemployment has increased from 6.1% in 1993–94 to 7.3% in 1999–2000 and further to 8.3% in 2004–05. In addition, some major areas of concern in the recent years are the increasing unemployment among agricultural workers, declining employment in the organised sector, declining real wages of casual labourers and almost stagnant average real wage rates in non-agricultural employment, discrimination against women workers, child labour and migrant workers.



Employment, Labour and Social Security

II. Objectives of the Eleventh Five Year Plan.

The generation of productive and gainful employment, with decent working conditions on a sufficient scale to absorb our growing labour force must form a critical element in the strategy for achieving inclusive growth.

Targets of Eleventh Five Year Plan in Terms of Outcome Indicators

- Over the longer period up to 2016–17, spanning the Eleventh and Twelfth Plans, the additional employment opportunities created are estimated at 116 million as compared to 71 million during the 11-year period from 1993–94 to 2004–05. The unemployment rate at the end of the Twelfth Plan period is projected to fall to a little over 1%.
- In order to promote gender equity, steps have to be taken to increase women's participation in the labour force. This has to be pursued through skill development, labour policies and also the social security framework. Significant outcomes can be expected only if the gender issue is addressed through the planning initiatives across all the 'heads of development' in the Plan, with requisite lead from the 'Women and Child Development' Head. Gender-budgeting has not, so far, received due attention.
- Some special initiatives have also been proposed for the Scheduled Castes, Scheduled Tribes and Children.
- To address the problem of underemployment in the agricultural sector, it has been targeted to double the agricultural growth without any increase in the total number of employment in this sector, i.e., to increase the income level of the agricultural workers through increasing productivity in this sector.
- It is a fact that to draw away additional workers from the agricultural sector, substantial employment must be generated in other sectors. For stepping up growth in employment as well as enhancing working quality of the workers in other sectors, such as manufacturing, transport, communication etc, significant emphasis has been put on 'skill development'. The National Skill Development Corporation will be set up as Government Equity with a view to obtaining about Rs. 15,000 crore as capital from governments, the public and private sector, and bilateral and multilateral sources for the promotion of skill development. The Corporation will be a public private partnership on skill development, conceived as a nonprofit Corporation. It will make a periodic as well as an annual report of its plans and activities and put them in the public domain. There may also be a National Skill Development Trust which can receive funds to be managed by the National Skill Development Corporation. The Corporation/Trust will be a flexible institutional arrangement which is able to deliver jobs required by the market, related to its skill deficit, through training programmes operated or partnered by it.
- The Eleventh Plan has given a very high priority to Higher Education; initiatives such as establishing 30 new Central universities, 5 new Indian Institutes of Science Education and Research, 8 Indian Institute of Technologies, 7 Indian Institute of Managements, 20 IIITs, etc. are aimed to meet the challenge of skill development.
- The Eleventh Plan proposed to launch a major 'Skill Development Mission' (SDM) with an outlay of Rs. 22,800 crore. It also aims at launching a National Skill Development Mission, which will bring about a paradigm change in handling of 'Skill Development' programmes and initiatives. At present, the unorganised sector, which constitutes about 91% of the workforce, is not supported by any structural system of acquiring or upgrading skills. In this sector, by and large, skill formation takes place through informal channels like family occupations, on the job training under master craftsmen with no linkages to formal education training and certification. Special attention to these workers has also been given in the Eleventh Plan. Some of the major initiatives are:
 - a. Assess skill deficits sector wise and region wise and meet the gaps by planned action in a finite time frame.

- b. Orchestrate Public Sector/Private Sector Initiatives in a framework of collaborative action.
- c. Realign and reposition existing public sector infrastructure Industrial Training Institutes, polytechnics and Vocational Education and Training in school to get into Public Private Partnership mode and to smoothen their transition into institutions managed and run by private enterprise or industry associations. Provide them with functional and governance autonomy.
- d. Establish a 'credible accreditation system' and a 'guidance framework' for all accrediting agencies, set up by various ministries and/or by industry associations. Get them to move progressively away from regulation to performance measurement and rating/ranking of institutions. Rate institutions on standardised outcomes, for example, percentage graduates placed, pre and post course wage differentials, dropout rates, etc.
- e. Encourage and support industry associations and other specialised bodies/councils and private enterprise to create their own sectoral skill development plans in 20 High Growth Sectors.
- f. Establish a 'National Skill Inventory' and another 'National Database for Skill Deficiency Mapping' on a national web portal—for exchange of information between employers and employment seekers.
- g. Establish a Trainee Placement and Tracking System for effective evaluation and future policy planning.
- h. Reposition 'Employment Exchanges as Outreach Points of the Mission' for storing and providing information on employment and skill development. Enable employment exchanges to function as career counselling centres.
- i. Enlarge the 50,000 Skill Development Centres (SDCs) programme eventually into a 'Virtual Skill Development Resource Network' for web-based learning.

III. Initiatives in the Eleventh Five Year Plan.

All the initiatives in the Eleventh Five Year Plan are praiseworthy from the perspective of the present employment scenario and problems in India. But at the same time it should be kept in mind that in a country like India where 91% workers are engaged in the unorganised sector and even at the end of 2004-05, about 77% of these workers were living below Rs. 20 per day (NCEUS Report, 2007), a comprehensive system of social security is necessary to protect this large section of the population against the economic and social distress that is caused by the stoppage or substantial reduction of earnings resulting from sickness, maternity, employment injury, occupational distress, unemployment, invalidity and old age. It is commendable that in the Eleventh Plan, social security will be treated as an inclusive concept that also covers housing, safe drinking water, sanitation, health, educational and cultural facilities for the society at large.

In this regard, it is noteworthy that some of the existing social security programmes/ schemes are Unorganised Sector Workers Social Security Bill 2007, Aam Admi Bima Yojana 2007, *Rashtriya Swasthaya Bima Yojana* 2007, National Old Age Pension Scheme etc. Several initiatives have been proposed in the Eleventh Plan to strengthen these programmes/schemes, viz., in the coming five year period, Rs. 7078.25 crore will be provided for *Rashtriya Swasthaya Bima Yojana* 2007. This would cover 6 crore Below Poverty Line (BPL) families.

- Along with these, the Eleventh Plan envisages making most of the National Social Assistance Programmes more comprehensive.
- Furthermore, it envisages widening the coverage of ESIC and the EPFO through enhancing the

capability of these institutions to cover more number of beneficiaries. To reduce harassment and corruption in these institutions, the government will strive to streamline the delivery system in these institutions.

- A national policy for fixing minimum wages would be crystallised and made effective. Discrimination in wages based on gender and age would be abolished/ penalised.
- An information network will also be built to promote awareness, to educate employers (some of whom alternate as wage labour too), and to prevent malpractices (perpetrated by design or by ignorance) with the help of the media, NGOs and PRIs.
- The National Social Security Numbers schemes shall be extended to all citizens in the country, so that the most vulnerable people who need it the most, including migrant labour and nomads could use it. Infact, considering that such persons do not even get rations under the PDS, which is an important social security measure, this exercise will be taken up urgently.

IV. Scope for Civil Society Engagement

Most of the initiatives proposed in the Eleventh Five Year Plan are very relevant considering the needs and the present employment situation in India. Skill development, formalisation of employment in the unorganised sector and expansion of social security schemes are most important. Along with the government and private institutions, NGOs can play a key role in skill development and implementation, monitoring and creating awareness regarding various social security schemes.

I. Objectives of the Eleventh Five Year Plan

The Eleventh Five Year Plan clearly states that development of rural India is the key for an inclusive and equitable growth and to liberate in turn the huge potential that is presently trapped under the yoke of poverty and destitution. The analysis of incidence of poverty across Indian states indicates that poverty is very closely linked with the absence of social infrastructure. The impact of impoverishment is exacerbated by the lack of crucial physical and social infrastructure like



RURAL DEVELOPMENT

road connectivity and transport, electrification, communication, housing, healthcare facilities, quality education and a responsive civil administration. Given the dependence of the rural population on primary economic activities like agriculture, artisanship and cottage industries, basic infrastructure facilities like road and transport and easy credit facilities are imperative for smoothening of production and marketability of the produce, thereby ensuring a sustainable livelihood.

The Eleventh Five Year Plan therefore envisages creation of infrastructure, both physical and social, building on the foundations laid by the Bharat Nirman Programme and other flagship programmes conceived during the Tenth Five Year Plan, to provide opportunities for improved living conditions as well as livelihoods.

Major Achievable Targets of the Eleventh Five Year Plan

NREGS: The allocation for the Eleventh Five Year Plan (at current prices) is tentatively provided at Rs. 1,00,000 crore.

SGSY: The allocation for the Eleventh Five Year Plan (at current prices) is tentatively provided at Rs. 17,803 crore. A shift from capital subsidy to direct credit subsidy is recommended in this scheme.

Rural Housing/ IAY: To construct 60 lakh houses; an allocation of Rs. 26,882.21 crore (at current prices) is provided for the Plan period. Unit costs of housing, pegged at Rs. 25,000 for plain areas and Rs. 27,500 for hilly areas, to be revised.

Roads/PMGSY: All weather roads to every habitation over a population of 1000 population and above (500 in hilly and tribal areas); remaining 66,802 habitations to be covered. Allocation over the Plan period (at current prices) is Rs. 43,251.07 crore.

Rural Electrification/RGGVY: Provisioning of electricity to remaining 1,25,000 villages and 23 million households. Plan outlay for the Eleventh Five Year Plan (at current prices) is Rs. 26,503 crore.

Rural Telephony: 200 million rural connections by 2012 (i.e. a rural teledensity of 25%).

Irrigation: To create 10 million hectares of additional irrigation capacity by year 2009. The overall outlay for the Plan period is Rs. 23,2311 crore.

Drinking Water: Provisioning for drinking water to 55,067 uncovered habitations by year 2009. The Plan outlay for the plan period is Rs. 39,490.47 crore.

II. Major Programmes/ Schemes in the Eleventh Five Year Plan

A. National Rural Employment Guarantee Act (NREGA)

The experience with NREGA so far suggests that it is one of the major planks of rapid poverty reduction in the Eleventh Five Year Plan. NREGA is a demand driven programme and resource transfer under NREGA is based on the demand for employment. This provides a critical incentive to States to leverage the Act to meet the employment needs of the poor within their jurisdiction. The delivery system has been made accountable, as it envisages an Annual Report on the outcomes of NREGA to be presented by the Central Government to the Parliament and to the State Legislature by the State Government.

Changes Envisaged in Eleventh Five Year Plan

i. Convergence with Other Development Programmes:

Empowerment of workers and creation of durable assets depend to a great extent on the linkages between NREGA and other development programmes. The full potential of the kind of works permissible under NREGA can be tapped if planning for these works is coordinated with other development projects, for example watershed management, agricultural programmes, horticultural projects, etc. Initiatives for NRM also need to be dovetailed with income generation projects to enable workers to move from wage employment to self-sustaining employment.

ii. Empowering Workers:

Effectiveness of NREGA rests on the extent to which wage seekers can exercise their choice and assert their rights to claim entitlements under the Act. The issues involved in empowering workers are enhancement of knowledge levels, development of literacy skills, organising workers and enhancing social security levels of workers. Opening savings accounts of workers in banks and post offices that has been initiated needs to be supported on a larger scale so that thrift and small savings can be encouraged. The inclusion of NREGA workers in various life and health insurance schemes will also raise their security thresholds.

iii. Expanding the Scope of NREGS Works:

The list of permissible works under NREGA recognises the possibility of a need arising for works

other than those specifically indicated in Schedule I, which may be notified by the Central Ministry in consultation with the States. The Ministry may consider formulating guidelines for the States that may enable them to identify other works in conformity with the general principles of the Act and the rationale for them.

B. Swarnajayanti Gram Swarozgar Yojana (SGSY)

The *Swarnajayanti Gram Swarozgar Yojana* (SGSY) aims to bring the assisted poor families above the poverty line by ensuring appreciable sustained level of income over a period of time. The overall objective of the scheme has been to integrate provisions like skill upgradation, infrastructure including marketing development and technology penetration into a programme providing for poverty alleviation and sustainable livelihood options. By design, the programme is meant to create widespread income generating activities, through the empowering mechanism of SHGs, where group dynamics are expected to compensate for the basic weaknesses of the individual rural poor and present them as credit worthy and financially accountable units. The Eleventh Five Year Plan document recognizes several issues pertaining to the implementation of SGSY.

Changes Envisaged in the Eleventh Five Year Plan

i. Setting up of an Autonomous Agency

A National Agency will be set up outside the ministry to manage the National Rural Poverty Elimination Programme. This will enable the achievement of the objectives of the programme meaningfully and comprehensively. Such an Agency will form the intellectual backbone of the rural development programmes and provide requisite technical expertise and capacities, while the ones at the level of the State Governments will be the functional bodies.

ii. Federating the SHGs

The SHGs can be further strengthened and stabilised by federating them at village or cluster of villages or block level depending upon the number of SHGs and their spatial distribution. The federations shall be formal organisations registered under the most appropriate Acts (Societies Registration Act, State Cooperative Act, Trust, Mutually Aided Cooperative Societies Act, or Mutual Benefit Trust) that exist in the State. The Village Level Federations (VLFs) would provide a forum to voice the problems of the poor in the village, exchange of experiences including flow of information from various government departments and raise resources required to take up appropriate development interventions in poverty reduction.

iii. A Demand-Driven Model for SGSY

In order to strengthen the existing programme an effort should be made to graduate the allocations in such a manner that all further increases in the allocations to the SGSY should be based on demand-driven model, with attendant commitments of the State with respect to creating institutions for the poor, dedicated implementation machinery and adhering to the framework provided by the national level agency. The current allocations to the SGSY can taper off over the balance Plan period so that at the end of the Plan period the new model will be firmly in place.

iv. New Horizons for SGSY

In order to harness the emerging opportunities within the economy due to the processes of globalisation and liberalisation, it will be necessary to launch a new sub-set of the SGSY—that can be known as the placement-linked skill enhancement programme. The sectors that can be looked at are Textiles, Leather, Gems and Jewellery, Retail Chains, etc., where there is a shortage of supply of trained labour.

C. Rural Housing/ Indira Awaas Yojana

Indira Awaas Yojana (IAY) is one of the major schemes of the Ministry of Rural Development (MoRD) and aims at providing proper houses to rural shelter-less people or people lacking proper shelter, particularly the ones who are below the poverty line. The popularity of the scheme can be attributed to the fact that the scheme enables beneficiaries to participate and involve themselves in construction of

their homes. The role of the State Government is confined to mere facilitating use of local, low cost, environment-friendly and disaster resistant technology and also in encouraging construction of sanitary latrines and smokeless chulhas. The funds for IAY are shared between the Central and the State Governments in the ratio of 75:25. The Central budget is allocated to the States based on a 75% weightage to housing shortage and 25% weightage to poverty ratio. Similarly, the district allocation is based on a 75% weightage to housing shortage and 25% to the share of SC/ST population. Out of the total allocation under the scheme, 60% is earmarked for SCs/STs, 3% for persons with disability and 15% for minorities. It is expected that all houses will be sanctioned in the name of women or jointly with the husband. These provisions are geared to enable effective targeting of the weaker sections of society.

Some Major Limitations of IAY

- Though selection had to be done by the gram sabhas, studies have revealed that 25% to 50% of the beneficiaries are not being selected through the gram sabhas. The vocal and active segments of the beneficiaries influence the selection process because of the limited allotment under IAY. In the process, the poorest among BPL households are left out and non-BPL families also get selected for the IAY houses. Besides, collection of illegal gratification from beneficiaries by PRIs is a common complaint often heard at the field level.
- Inadequacy of cash assistance for construction has resulted in poor quality of houses, non-fulfillment of requirements of the disaster-prone areas and debt trap on account of the beneficiaries having to borrow funds to complete the construction of a pucca house. Therefore, there is an urgent need to increase the unit cost from the present level of Rs. 25,000 for plain areas and Rs. 27,500 for hilly areas.
- Studies have revealed that only about 50 % of IAY houses have sanitary latrines and even a lesser percentage have installed smokeless chulhas. This is a serious problem as over a million women and children in India not only suffer from upper respiratory tract infections due to inhaling of indoor smoke but many also die as a result.
- It is found that the title of the house site tends to be in the name of the male member of the household. Hence the benefit to accrue to women by allotment of the scheme is restricted only for the purpose of the scheme sanction. Some effort to ensure clear cut ownership in the name of women needs to be made.
- Even though 164.00 lakh houses have been constructed under IAY till date to provide shelter to the poor, the poorest of the poor still fail to benefit from the scheme because of the problem of landlessness.

Changes Envisaged in the Eleventh Five Year Plan

i. Selection of Beneficiaries

A more accurate targeting may be effected by the preparation of permanent IAY waitlists. These waitlists have to be based on scores given to families as part of BPL Census 2002. Regarding provision of plots and homesteads for the landless, both State Governments and Panchayats have to be encouraged to play a major role. State governments need to be incentivised and Panchayats have to be appropriately empowered.

ii. A Consortium for Rural Housing

A consortium could be created comprising nodal organizations such as National Housing Bank (NHB), NABARD, nationalised and premier commercial banks and apex microfinance institutions to provide equity and debt for rural housing for small and marginal farmers, small village artisans, self employed, etc. MoRD could play the role of a key facilitator.

iii. Strategic Interventions

Encourage primary lending institutions to enhance their credit flow to the rural population and actively

involve the existing institutional mechanisms of SHGs and micro finance institutions to extend loans to the rural population. Encourage small and medium developers to take up housing in rural areas through a mix of fiscal incentives and business volumes after necessary environment and social impact assessments and clearances from the PRIs.

D. Brief Highlights of some major Rural Infrastructure Programmes

a. Rural Roads/Pradhan Mantri Gram Sadak Yojana

In order to give a boost to rural connectivity, a rural roads programme, the *Pradhan Mantri Gram Sadak Yojana* (PMGSY) was launched as a 100 % CSS in December 2000. The Bharat Nirman Programme envisages a massive scaling up in terms of habitation connectivity coverage, construction targets and financial investment. To achieve the targets of the Programme, 1,46,185 km of rural roads are proposed to be constructed to benefit 66,802 unconnected eligible habitations in the country. It is also proposed to upgrade nearly 1.94 lakh km of the existing rural roads which are identified through routes of the core network. The main objective of the Eleventh Five Year Plan is achieving the targets of the Bharat Nirman Programme by 2009. However, the physical targets set under the Bharat Nirman Programme till the end of 2008–09 are found to be beyond the capacity of the States. Therefore, the leftover targets of the Programme for 2007–09 will be completed only by the end of the financial year 2009–10. In order to augment funding for meeting the targets of rural connectivity under the Bharat Nirman Programme, it has been proposed to borrow Rs. 16,500 crore from NABARD by leveraging the cess accruals.

b. Rural Electrification/ *Rajiv Gandhi Grameen Vidyutikaran Yojana* (RGGVY)

The twin objectives of RGGVY is electrification of 1,25,000 villages and providing electricity to the 2.3 crore BPL households and rural roads has been proposed to be achieved under the Bharat Nirman Programme. During the first two years, both the objectives registered an achievement of 34% and 6% respectively. There have been major shortfalls in this sector. Clearly, there is a need for acceleration to achieve the target during the Eleventh Five Year Plan. Rural electrification assumes additional significance since enormous groundwater potential in eastern and north eastern parts of the country could be tapped for MI development. Electrification should trigger economic activity for rural development. Fully operationalising the franchisee system for revenue collection and viable tariff are keys to sustaining power supply in rural areas.

c. Rural Telephony

Under the Bharat Nirman Programme, 66,822 revenue villages that do not have telephone connectivity are to be provided with Village Public Telephone (VPT) facility. Out of these, 14,183 remotely located villages are to be provided VPTs through digital satellite phone terminals, while the remaining 52,639 villages are to be provided with other technology. An estimated sum of Rs. 451 crore is likely to be disbursed as subsidy support towards these VPTs. The entire funding is to be met out of the Universal Service Obligation Fund (USOF). It is important to improve the tele-density in rural areas and move to the next step of making every village a knowledge centre with telecommunication. For this purpose, high-speed internet connection providing the necessary knowledge relevant to the villages for the benefit of all sections of the society is required.

Limitations in the Eleventh Five Year Plan Proposals

The Eleventh Five Year Plan while articulating its objective for rural development has consistently ignored the role of PRIs in its formulations. The rural local self government institutions which have been constitutionally envisaged as vehicles for rural development and an inclusive growth of the rural sector are admittedly mired with several inadequacies which undermine their public service delivery. These inadequacies have largely emanated from the inertia on the part of State governments to devolve adequate functionaries as well as conditionality laden transfers from the Planning Commission which do not take into account of local realities. The Plan document on the other hand, seeking to bypass the efficiency related issues of State Governments and local governments, has proposed independent agencies to co-ordinate and implement important programmes like rural poverty alleviation. Not only does this take important developmental programmes outside the purview of usual government structures and accountability, it also throws light on the failure of the planners to recognise adequate manpower at the grassroots level as well as accountability and “peer pressure” at the local level to be crucial for programme implementation. As long as the absorptive capacity and monitoring at the grassroots level is not augmented through adequate incentives factored within the schemes, any switch between vehicles of implementation cannot deliver the wondrous results that the Eleventh Five Year promises.

III. Scope for Civil Society Engagement

The role of civil society in the context of rural development is crucial in monitoring the implementation of rural development schemes/programmes in terms of tracking the conversion of allocations into outputs and consequently into outcomes. It is essential to monitor outcome indicators at grassroots level as there are often instances of implementation officers, who also monitor outcomes, forging data to avoid detection of inactivity or misappropriation. Simultaneously, it is also necessary to monitor budgetary allocations and their timely release and suggest ways of smoothening out institutional or procedural bottlenecks for proper implementation of the programmes/schemes. Lastly, it is necessary to situate rural development, particularly poverty alleviation in a rights-based framework and civil society should gear up its research, dissemination of information and capacity building exercises for an enlightened and politically aware society culminating into better governance and accountability.

I. Objectives of the Eleventh Five Year Plan

Urbanisation is a key indicator of economic development and should be seen as a positive factor for overall development. As outlined in the Eleventh Five Year Plan, “Indian cities will be the locus and engine of economic growth over the next two decades and the realisation of an ambitious goal of 9% –10% growth in GDP depends fundamentally on making Indian cities much more livable, inclusive, bankable and competitive.”



Urban Infrastructure and Housing

Targets of Eleventh Five Year Plan in Terms of Outcome Indicators

- To achieve 100% coverage of population with urban water supply by the end of the Eleventh Five Year Plan
- To achieve 100% population coverage for sewerage, sewage treatment and low-cost sanitation facilities in urban areas during the Eleventh Plan.

II. Modifications/Changes to the Tenth Five Year Plan

In the Tenth Five Year Plan there were a number of schemes and programmes such as Urban Reform Incentive Fund (URIF), Mega City, Integrated Development of Small and Medium Towns (IDSMT) and Accelerated Urban Water Supply Programme (AUWSP) which have been subsumed under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in the Eleventh Five Year Plan which has taken a holistic approach towards urban development. Besides, the Eleventh Five Year Plan has taken some new initiatives such as Pooled Finance Development Fund (PFDF), National Urban Infrastructure Fund (NUIF), Development of Satellite Cities/Counter Magnet Cities and E-governance in Municipalities.

Urbanisation in India

The degree of urbanisation in India is one of the lowest in the world. With about 27.8% of the total population living in urban areas, India is less urbanised compared to many countries of Asia. However, the contribution of urbanisation to the development and economic outlook of India speaks volumes as the contribution of urban sector to India's GDP has increased from 29% in 1950–51 to 7% in 1980–81. The urban sector presently contributes about 62% to 63% of the GDP and this is expected to increase to 75% by 2021. In case of housing, less than one-third of India's people live in cities and towns and these areas generate over two-thirds of the country's GDP and account for 90% of the government revenues. As per CSO estimates, housing sector's contribution to GDP in the year 2003–04 was 4.5% (3.13% for urban areas) at current prices.

Launched on December 2005, JNNURM intends to focus attention on the integrated development of urban infrastructure and services in select 63 cities with emphasis on provision of basic services to the urban poor, including housing, water supply, sanitation, road network, urban transport, development of inner (old) city areas, etc. A provision of Rs. 50,000 crore has been made as reform-linked Central assistance over the Mission period of seven years beginning from 2005–06. In the Eleventh Five Year Plan, the focus was on good urban infrastructure investments in a sustainable manner and the Plan has taken a step forward that will underline various outcomes of JNNURM such as financially sustainable cities for improved governance and service delivery; universal access to basic services in urban areas; transparency and accountability in governance and adoption of modern transparent budgeting, accounting and financial management systems.

III. Initiatives in the Eleventh Five Year Plan

- Strengthening urban local bodies through capacity building and better financial management.
- Increasing the efficiency and productivity of cities by deregulation and development of land.
- Dismantling public sector monopoly over urban infrastructure and creating conducive atmosphere for the private sector to invest.
- Establishing autonomous regulatory framework to oversee the functioning of the public and private sector.
- Reducing incidence of poverty.
- Using technology and innovation in a big way.

Besides the above strategies, the following measures have been envisaged in the Eleventh Five Year Plan to strengthen JNNURM processes. These are:

- To disseminate the Mission objectives among the elected representatives and municipal functionaries.
- To enhance community participation in the planning process and in various aspects of implementing JNNURM.
- To improve community participation in the implementation of the Mission, a Technical Advisory Group has been set up at the national level, which is to be further supported by similar structures at the State and city levels.
- To conduct a rapid training programme for municipal functionaries in key areas such as governance and reforms, DPR preparation and project preparation. For fulfilling the long-term requirement of human resource in the Urban Local Bodies (ULBs), the government is in the process of establishing a network of regional institutes across the country, which will address training and capacity-building needs for the States, cities, and other related institutions.
- To address the issues of credibility and financial sustainability of the ULBs, Municipal Finance Improvement Programme has been launched.
- The 1998 National Housing Policy has been replaced by a National Habitat and Housing Policy, 2007, with land and the development of civic amenities to make land habitable as its two critical

elements. The Swarna Jayanti Shahri Rozgar Yojana (SJSRY) which was launched in 1997 to provide gainful employment to the urban unemployed/ under-employed has shifted its focus over to skill development in the Eleventh Five Year Plan through a scheme for the "Skill Training for Employment Promotion amongst the Urban Poor" that will help reduce unemployment rate among the urban poor, especially women and will enhance their productivity and real wages making economic growth inclusive. Furthermore, the Eleventh Five Year Plan aims for a comprehensive health and accidental insurance plan/scheme for the entire urban poor and the most vulnerable sections especially single women, widows, the aged, disabled, weaker and minority groups. The plan also envisages removing all possible obstacles that may hamper equitable access to land and property and ensure that equal rights of women and men related to land and property are protected under the law.

IV. Plan Outlay for the JNNURM

- To improve infrastructure relating to water supply and sanitation in the urban centres, the government will assist the ULBs and State Governments through various schemes and Special Central Assistance (SCA). Under JNNURM, water supply and sanitation have been accorded highest priority among the eligible components and almost 40% of the outlay would be spent on water supply and sanitation sector leaving a gap of Rs. 89,237 crore. The actual allocation provided for JNNURM is Rs. 50,000 crore during 2005 – 12 out of which the amount available for Urban Water Supply, Sewerage and Solid Waste Management is expected to be in the range of Rs. 15,000 crore. The shortfall will have to be met by other sources of finance if the objective of covering 100% population with Water Supply and Sanitation facilities is to be met during the Eleventh Five Year Plan.
- The Central sector outlay may be stepped up from the present Rs. 50,000 crore to around Rs. 70,000 crore under the ongoing Central programme of JNNURM, so that greater thrust could be given to urban water supply and sanitation. Likewise, the State sector outlay which stood at Rs. 18,749 crore during the Tenth Five Year Plan may be stepped up to around Rs. 35,000 crore.
- Furthermore, the Eleventh Five Year Plan intends to mobilise through national financial institutions such as LIC, HUDCO, IL&FS, etc., a sum of Rs. 10,000 crore. Again, the funds may be mobilised from external funding agencies viz. World Bank, JBIC, ADB and other agencies to the tune of about Rs. 10,000 crore. In addition, foreign direct investment and private sector funds up to Rs. 4,237 crore may be mobilised to support the sector's activities.
- In all stages of planning, formulation and execution of water and sanitation projects, poor and disadvantaged sections of society and SC/ST population should be included and their needs accorded top priority. The programmes of other Central Ministries such as SC/ST Plans and Tribal Welfare Plan may be suitably dovetailed with JNNURM.

Housing:

During the Eleventh Five Year Plan, integrated efforts have to be made by the Central and State/UT governments to create a holistic approach on human settlements, which adequately addresses issues of land, finance, legal and regulatory framework, technology support, and PPP.

The investment need to meet the housing shortage would be Rs. 3,61,318.10 crore, out of which Rs. 1,47,195 crore will be required at the beginning of the Eleventh Five Year Plan and Rs. 2,14,123.10 crore for additions to be made during the Eleventh Five Year Plan period (this includes pucca, upgradation of semi-pucca and kutcha housing units).

HUDCO's housing portfolio covers a wide range of target groups spread all over the country both in urban and rural areas. During the Eleventh Five Year Plan period, HUDCO proposes to extend a large quantum of assistance for supporting the housing and urban development requirements both in urban and rural areas. The proposals envisage a total sanction of Rs. 74,596 crore during the Eleventh Five Year Plan period for both its housing and urban development programmes. Of this, an amount of Rs. 14,919 crore has been tentatively set aside for its housing operations.

Limitations in the Eleventh Five Year Plan Proposals

The Eleventh Five Year Plan chapter on Urban Infrastructure, Housing, Basic Services and Poverty Alleviation has failed to visualize any concrete objectives and visions for next five years for the inclusive growth.

The plan's overt visualisation of the clipping of the government's role and position as an important player in wholesome urban development and reducing its position to that of a 'facilitator' shows the changing character of the Planning Commission's attitude towards welfare and massive privatisation of urban infrastructure and basic services such as drinking water and sanitation. This truly compromises the very idea of welfare and socialistic pattern of the Indian state.

V. Scope for Civil Society Engagement

In the Plan proposal for urban infrastructure and housing, the negative aspect is that despite the fact that the government and its institutions are the major stakeholders, private players have been given a major space in the JNNURM and urban housing. However, the Plan focuses on citizen participation in disseminating the Mission's objectives as well as improving technical capacities for the project preparation and implementation of JNNURM. For this, the Sub-Mission on Urban Infrastructure and Governance has created a Community Participation Fund, which will enable citizens to develop a sense of ownership on community assets and take on responsibilities for community based projects. To improve community participation, a Technical Advisory Group has been set up at the national level, which is to be further supported by a similar structure at the State and city levels. The Plan also emphasises the involvement of professionally competent organisations/NGOs so as to devise appropriate training modules for building skills of the urban poor.

Status of Urban Services in India

Water Supply:

- As per the 54th round of NSS, 70% of urban households reported being served by taps and 21% by tube well or hand pumps.
- 66% of urban households reported having their principal source of water within their premises while 32% had it within 0.2 km.
- 41% had sole access to their principal source of drinking water and 59% were sharing a public source.

Sewerage:

- The 54th round of NSS reported 26% of households having no latrines, 35% using septic tanks and 22% using sewerage system.
- In urban areas sewerage connections varied from 48% to 70%.
- According to Central Pollution Control Board, the waste water generated in 300 Class I cities is about 15,800 million litres per day while treatment facilities exist for hardly 3,750 million litres per day.

Solid Waste Management:

- It is estimated that about 1,15,000 metric tones of municipal solid waste is generated daily in the country.
- Per capita waste generation in cities varies between 0.2–0.6 kg per day and it is increasing by 1.3% per annum. With the growth of urban population, the increase in solid waste is estimated at 5%.

- The solid waste generated by the million plus cities varies from 1,200 metric tpd in cities like Ahmedabad and Pune to a maximum of 5,000 – 5,500 metric tpd in cities like Delhi and Mumbai.
- The per capita solid waste generation varies from 300 gm in Bangalore to 500–550 gm in Mumbai and Delhi.
- Out of the total waste generated in the million plus cities, hardly 30% is treated before disposal.

Spread of Slums:

- 640 towns spread over 26 States/UTs have reported existence of slums.
- 42.6 million people consisting of 8.2 million households reside in slums of these towns.
- Both Census of India in 2001 and NSSO in 2002 found that every seventh person in urban India is a slum dweller.

Housing Shortage and Requirement:

- According to the report of the Technical Group on estimation of housing shortage constituted in the context of formulation of the Eleventh Five Year Plan, housing shortage is estimated to be around 24.71 million. About 99% of such households are from Economically Weaker Section (EWS) and low income groups (LIG).
- During the Eleventh Five Year Plan period, total housing requirement, including the backlog, is estimated at 26.53 million.

Source: Compiled from Eleventh Five Year Plan document; Chapter 11: Urban Infrastructure, Housing, Basic Services and Poverty Alleviation, Pg. 394-422.

I. Objectives of the Eleventh Five Year Plan

The efforts made in the previous five year plans have brought about some empowerment of the Scheduled Castes (SCs). However, gaps still exist in almost all social and economic dimensions, between SCs and the general population. The Eleventh Five Year Plan provides an opportunity to restructure policies for faster, more broad based and inclusive growth.

II. Initiatives in the Eleventh Five Year Plan

- Among the SCs, children of scavengers are educationally the most backward. The existing Pre-Matric scholarship for them needs to be revised in its funding pattern from 50 : 50 (Centre and State share) to 100% Central Assistance so that target families send their



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children to schools. Special attention needs be paid to retention in schools of SC students and the quality of teaching for them.

- In the Eleventh Five Year Plan a Commission on Land Reforms will be set up which will specifically look into issues of – (a) continued possession and effective uses of land distributed earlier to SCs under various programmes/legislative interventions; and (b) availability of land for distribution to SCs/STs/landless families. In all these care will be taken to ensure preferential/joint ownership for women.
- Large numbers of SCs depend on agricultural wages to sustain themselves and the State Governments thus need to revise agricultural wages every five years.
- Based upon the effective performance of the Finance and Development Corporations, the capital available at their disposal may be increased substantially to provide support to SC/ST businesses.
- Despite commitments made to the eradication of the obnoxious and dehumanising practice of handling night soil manually, it still continues. Only 19 States and all UTs have adopted the Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition Act, 1993). 9 States are yet to adopt the Act. A new scheme, namely the Self Employment Scheme for Rehabilitation of Manual Scavengers has been formulated to rehabilitate the remaining 3.42 lakh

scavengers out of the total number of 7.73 lakh in a time-bound manner by March, 2009 through training and extension of loans and subsidy. This is to be done on a mission mode with commitment and zeal.

- Those belonging to the SC communities suffer from really high incidence of poverty and need to be provided with job-oriented training to enable them to have better opportunities. Such training will be provided under the Apprentice Act.
- There is a need to complement protective legislations i.e. The Protection of Civil Rights Act, 1955 and Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act, 1989 with a promotive legislation which should cover rights of Scheduled Castes with respect to education, vocational training, higher education and employment. Such a legislation may be drafted along the lines of the "Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act", 1995 which clearly spells out what is to be done and who should do it.
- The Department of Justice, Government of India, may establish a Special Law facility to deal with the legal issues of educating judicial officers, public prosecutors and police officials to carry out the necessary research for effective implementation of these two Acts. The Department should also review the judicial aspects and take appropriate steps towards sensitising the Judiciary especially at the level of lower courts to ensure more and speedier convictions. It should also be ensured that Revenue, Health and other concerned Departments in the States become more sensitised on the issue so that procedural delays in the investigation of offences under the Act are reduced.
- Elimination of caste-based discrimination and harassment in educational institutions should be remedied by establishing 'Equal Opportunity Offices'.
- The private corporate sector will have to play a proactive role in providing sufficient job opportunities to the especially marginalised and discriminated sections of Indian society. The government shall explore all possibilities of introducing, in one form or another, affirmative action including reservations in the private sector.
- There is a need to monitor implementation of programmes under Scheduled Caste Sub Plan. A Committee meant for this purpose will be set up to ensure that each Ministry's allocation of the Scheduled Caste Sub Plan (SCSP) is indicated well in advance. Further if any particular Ministry is not able to utilise the earmarked allocation, action should be initiated to transfer the unused funds available to those Ministries/Departments which have implemented the SCSP more effectively.

SCSP: The Way Ahead

1. Adoption and implementation of the Maharashtra Model of SCSP by all States/UTs. Maharashtra has been following a budgetary mechanism, in which Special Component Plan funds are earmarked under the 'Demand for Grant' of the Scheduled Castes Welfare Department of the State. After the State Legislature passes the 'Demand for Grant', the amount is utilized by the Scheduled Castes Welfare Department with the help of other Line Departments. This approach, according to the Central Government's Ministry of Social Justice & Empowerment, helps in ensuring provision of resources adequately under SCP, checking any diversion and avoiding any duplication of administrative machinery.
2. Designing proper and appropriate developmental programmes/ schemes/activities specifically relevant/useful for the overall development of SCs both within the existing general programmes across the sector and also conceiving new avenues/programmes for this purpose if not there so far.
3. Designing a special mechanism and making a special agency responsible and accountable for formulation and implementation of SCSP effectively and meaningfully.

4. Making actual budgetary provisions through allocation of funds under a special head designated for SCSP to avoid arbitrariness and adhocism.
5. Ensuring timely release of SCSP funds for the purpose they are meant for.
6. The SCSP strategy needs to be evaluated at the end of the year in terms of financial allocations made and the expenditure incurred and assessment of impact through gauging physical achievements and the ultimate outcomes.

Source: Eleventh Five Year Plan Document

III. Scope for Civil Society Engagement

Nowhere in the Eleventh Five Year Plan chapter on Dalits has the role of civil society organisations been spelt out. Still there is a need for constructive engagement of civil society organisations towards fulfilling the aspirations of Dalits. Some ideas for civil society engagement are mentioned below:

- At present, 27 States/UTs are implementing SCSP through different mechanisms. The State Governments generally divide their resources into 'divisible' and 'non-divisible' components and earmark funds for SCs only from the divisible pool. As a result, the actual funds flowing directly to SCSP from the total State Plan becomes much less than the proportion of SC population to the total population of the State. Hence, civil society pursuance towards effective implementation of SCSP both at the Central and State level is the need of the hour.
- Civil society should lobby with the state governments to adopt and implement the Maharashtra Model of SCSP.
- As per the norm of SCSP, all Central Ministries/Departments are also expected to formulate SCSP and ensure that the flow of funds to SCSP in their plans is at least in proportion with the SC population of the country. At present, only 17 Central Ministries/Departments have done so. Many Ministries/Departments maintain that they are unable to provide funds for SCSP because their funds are devoted to expenditure on large projects and are not divisible. Hence, there is need to pursue Central Government Ministries/Departments to spell out the expenditure and ensure that the right proportion of plan funds are allocated under SCSP.
- To pursue the state governments in designing proper and appropriate developmental programmes/schemes/activities specifically relevant for the overall development of SCs both within the existing general programmes across sectors and also conceiving new avenues/programmes for this purpose.
- Compelling the State Governments to design a special mechanism and making the same as the special agency responsible and accountable for formulation and implementation of SCSP effectively and meaningfully.
- A fresh classification of Ministries (regulatory and service oriented) should be demanded by the civil society organisations. Within service oriented Ministries, those engaged in activities, which are divisible in nature, should be made to strictly comply with the guidelines for formulation and implementation of SCSP.
- Assessment of the impacts of different schemes needs is needed through gauging of physical achievements and monitorable outcomes.
- As proposed in the Eleventh Five Year Plan, a Commission on Land Reforms will be set up to ensure the availability of land for distribution to SCs/STs/landless families and special care will be taken up to ensure preferential/joint ownership by women. Hence, civil society groups need to engage regularly with the Commission to ensure that the norms envisioned in the Plan document are adhered to.

I. Objectives of the Eleventh Five Year Plan

The Eleventh Five Year Plan will attempt a paradigm shift with respect to the overall empowerment of tribals keeping the issues related to governance at the centre. The operational imperatives of the Vth Schedule, Tribal Sub Plan (TSP) 1976, Panchayats Extension to The Schedule Areas (PESA) Act 1996, Recognition of Forest Rights Act (RFRA) 2006; the desirability of a tribal-centric, tribal participative and tribal-managed development process and the need for a conscious departure from dependence on a largely under effective official delivery system will be kept in view during this shift.



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II. Initiatives in the Eleventh Five Year Plan

- The Fifth Schedule requires to be urgently operationalised. The Tribes Advisory Council (TAC) needs to be made proactive, functioning as an advisory body to the State Governments in matters relating to the STs. Besides, it should function as a tier in between the ZPs in Scheduled Areas and the State Government. Its jurisdiction should be expanded to cover all matters relating to tribal people, not limited as of now to those which are referred to it by the Governor.
- In the deficit areas, the required number of primary schools needs to be established. Specific norms for middle schools and high schools for tribal areas will be evolved and deficiencies made up. All schools should have proper school buildings, hostels and water and toilet facilities (particularly for girls).
- Residential high schools for ST boys and girls will be set up at suitable places. At the Gram Panchayat level, girls' hostels will be attached to the existing primary/elementary schools that do not have hostels, wherever feasible.
- Textbooks in tribal languages, especially at the primary level, will be produced to enable better comprehension by ST students in classes up to III. Side by side, adequate attention will be paid to the regional language so that children do not feel handicapped in higher classes.

- Effort will be made to set up Industrial Training Institutes (ITIs) in the TSP areas. Other training centres will include community polytechnics undertaking rural/community development activities in their proximity, through application of science and technology.
- The ICDS/Anganwadi schemes for tribal areas will be evaluated and shortcomings eliminated.
- A large number of special coaching classes will be organised and the concerned institutions will be suitably aided to enable ST students to compete in entry-level competitive examinations for professional courses.
- There is a need to constitute a special committee composed of eminent sociologists, anthropologists, educationists, administrators, representatives of scheduled tribe communities etc. to go comprehensively into the problems of ST education and make recommendations for implementation.
- Efforts made to make available affordable and accountable primary health care facilities to STs and bridge the yawning gap in rural health care services through a cadre of ASHA and sectoral convergence of all the related sectors.
- Periodic reviews will be conducted of the delivery system and functioning of health care institutions under three broad heads to optimise services in the tribal areas: (i) health infrastructure, (ii) manpower and (iii) facilities like medicines and equipment.
- Action will be taken to make up for the shortfall in different categories of health institutions, liberalisation of norms, addressing infrastructural deficiencies, application of quality standards and revitalisation of Health Care Systems, PHCs and CHCs
- Intensive efforts will be made towards making the existing tribal livelihoods more productive, to restituting, vitalising and expanding the agricultural sector. Use of irrigation in agriculture with a preference for organic farming will be a major step. Training centres will be opened to impart skills for diverse occupations to the tribals.
- Efforts will be made to promote horticulture, animal husbandry, dairy, sericulture, silviculture, cottage and small industry by extending necessary technology and credit, marketing and entrepreneurial information and training.
- To enable tribal primary producers, collectors and consumers to enter into transactions with primary cooperatives, monopoly of corporations in certain items procured by them through contractors and middlemen will be replaced by alternative market mechanisms like minimum price support with institutional backing. It will be incumbent on the national level organisations like TRIFED and NAFED to play their due role in marketing of the tribal MFP.
- As visualised under NFP Resolution (1988), tribal association with forestry will be maximised through tribal cooperatives and self-help groups of tribal women.
- The TSP will be reformed and dynamic character will be restored to make it an effective instrument for tribal development.
- Once the National Tribal Policy is finalised, follow up action will be taken.
- Prevention of exploitation of tribals through strict penal action against errant money-lenders, businessmen, traders, middlemen, government servants and other exploiters. Effective implementation of the SC and ST (Prevention of Atrocities) Act, 1989.
- The practice of employment of contractors and middlemen by public sector organizations should be replaced by procedures benefiting tribals.
- A National Institute of Tribal Affairs (NITA) will be set up at the Central level. NITA will serve as a think-tank to the Ministry of Tribal Affairs. Expedient steps will be taken to set up the NITA.

III. Scope for Civil Society Engagement

The Eleventh Five Year Plan chapter on Tribals does not envisage any clear role for the CSOs in the

process of Plan interventions for Tribals. However, CSOs can play a crucial role in this regard. Some possible measures in this respect could be the following:

There is a need for constant follow up with the government to ensure effective implementation of PESA Act and strict enforcement of National Rehabilitation and Resettlement Policy. CSOs should ensure adequate and expeditious rehabilitation with participation of the Project Affected Families (PAF) through an independent authority; create obligations on the State to protect the rights of the STs; and integration of rehabilitation concerns into development planning and implementation.

Civil society needs to ensure that the following steps are taken – land records in tribal areas are updated and computerised; separate fast-track courts are setup in the Scheduled Areas to deal with cases of tribal land alienation; translation of anti-alienation laws into regional languages is undertaken possibly, in tribal languages, for dissemination in tribal areas.

Main Guidelines for SCSP and TSP

- Earmarking of funds for SCSP/and TSP from total State Plan outlay should at least be proportionate to the SC and ST population of the State/UT.
- Making the Social Welfare/Tribal Welfare Department, the nodal department for formulation and implementation of SCSP and TSP.
- Placing the funds earmarked for SCSP and TSP at the disposal of the Principal Secretary/Secretary, Social Welfare/Tribal Welfare who will work as Planning Secretary and will have exclusive authority for reallocation of funds to the other line departments for the schemes of SC and ST development.
- Placing the funds earmarked for SCSP and TSP under separate budget head/sub-head for each development department.
- Backing the SCSP and TSP earmarked funds by 100% budget provision, sanctions and timely release of funds to the line departments and implementing agencies.
- Including only those schemes under SCSP and TSP that ensure direct benefits to individuals or families belonging to Scheduled Castes or Scheduled Tribes.
- Preparing a detailed SCSP and TSP document with physical and financial targets against each Scheme with the objective of bridging the gap between the rest of the population and the SCs and STs within 10 years.
- Ensuring that the other line departments cooperate in proper implementation of the SCSP and TSP schemes allocated to them and the schemes are put up to the nodal departments for sanction and release of funds.
- To circumvent the problem of non-divisible nature of funds for certain sectors like major irrigation, power, roads etc., SCSP and TSP funds may be accounted only to the extent of about 5% or the actual area being covered or benefited by the SCs and STs by the projects and not the population percentage. The percentage of SC and ST beneficiaries and the area being covered/benefited is always lesser than the population percentage of the SC and ST population in the State/U.T.
- Preventing the diversion and lapse of funds allocated to SCSP and TSP in the Annual Plans. SCSP and TSP should not be allowed to be changed at Revised Estimate stage by the Planning Commission.
- Carrying forward the lapsed/unutilised SCSP and TSP amount to the next Annual Plan of the State/UT as an additionality of SCSP and TSP.
- All the Centrally Sponsored Schemes (CSS) and Special Central Assistance (SCA) Schemes of the Centre necessarily should have SCSP and TSP component in them as per the proportion of SCs and STs in the States/UTs.

Central Ministries/Departments

- Earmarking of funds by every Central Ministry/Department towards SCSP and TSP should be as per the SC and ST population proportion in the country. Non-earmarking of SCSP and TSP funds by the Ministry/Department will result in non-approval of their Annual Plan.
- SCSP and TSP funds should be non-divertible. Hence, creation of separate budget heads and minor heads (789 for SCSP and 796 for TSP) is must.
- A dedicated SCSP and TSP unit should be created for formulation and implementation of SCSP and TSP schemes and programmes.
- Only those schemes/programmes should be implemented which accrue direct benefit to the SCs and STs.
- All other guidelines issued to Central Ministries/Departments should be followed strictly.

Source: Eleventh Five Year Plan document

I. Introduction

In 2004, the Central Government in its Common Minimum Programme (CMP) promised inclusive growth by promoting modern and technical education among all minority communities. As per census 2001, religious minority groups constitute around 19 per cent of the total population in India, which include Muslims (13.4%), Christians (2.3 %), Sikhs (2%), Buddhists (0.8 %), Jains (0.4) and others (0.6). The analysis of socio – economic conditions of minority groups reveal a lot of variation in terms of development indicators. Especially, the socio economic indicator of the Muslim community reflects a very poor condition amongst all the other religious minority groups (Sachar Committee Report, 2006).



MINORITIES

Condition of Muslims as Reflected by the Sachar Committee Report, 2006

- Muslims have the highest rate of stunting and second-highest rate of underweight children. 25% of the Muslim children in the 6–14 years age group have either never attended school or have dropped out.
- Only one out of every 25 undergraduate and 50 postgraduate students in premier colleges is a Muslim.
- The share of Muslims in state government jobs is just 6.4%.
- The share of Muslims among defence workers is only 4%.
- Workforce participation rate among Muslim women is only 25%. In rural areas, 29% of the Muslim women participate in the workforce as compared to 70% of the Hindu women.
- 61% of the total Muslim workers are self-employed as against 55% of the Hindu workers. 73% of Muslim women are self-employed as compared to 60% for the Hindus.
- The share of Muslims in Public Order and Safety Activities at the Central Government level is only about 6%. Hindu upper caste workers have a share of 42% and both SCs/STs and OBCs have 23% share each.
- Compared to other regular workers, a much larger proportion of Muslim regular workers have no written contract and no social security benefit (71% against the national average of 55%)

II. Initiatives in the Eleventh Five Year Plan

- The focus of the new programme of the Central Government is on ensuring that benefits of various schemes/programmes flow equitably to the minorities. For this, it quantifies a certain portion of development projects to be established in areas with a concentration of minorities.
- The Prime Minister's 15 Points Programme stipulates that wherever possible, 15% of targets and outlays under various schemes will be earmarked for the minorities. All Central Ministries/Departments and State Governments/UT Administrations have been advised to implement this new Programme. Five Central Ministries—Human Resource Development, Labour and Employment, Housing and Poverty Alleviation, Rural Development and Women and Child Development—have been given this responsibility.
- The procedure for monitoring the outcomes of these multiple initiatives is clearly laid out. It will be done on a half-yearly basis by the Committee of Secretaries and the Cabinet.
- Ministry of Minority Affairs is the nodal Ministry for coordinating and monitoring the implementation. The key elements of the monitoring will be:
 - i. focus on meeting financial targets;
 - ii. target oriented monitoring based on a plan of achievable outcomes under each programme and Ministry;
 - iii. outcome targets to be staggered and time-bound, and monitored accordingly;
 - iv. regular evaluation studies conducted both by MMA and by external expert evaluators;
 - v. space for concurrent evaluation through existing and identified institutions in key target States;
 - vi. focus on regular and accurate information flow from District to State to Centre;
 - vii. focus on smooth fiscal flow and regular identification of bottlenecks; and
 - viii. flexibility for review and revision of programme designs.

Limitations in the Eleventh Five Year Plan Document

In light of the recommendations of the Sachar Committee, policies to deal with the relative deprivation of the Muslim minority (particularly Muslim women) should focus on initiating policy reforms and increased budgetary allocation. Additionally, appropriate institutional mechanisms at all levels of government are required for better implementation of newly launched schemes for minorities by MMA. Also required is a definite timeline, a Programme-specific strategy at planning and implementation level and clarity with respect to monitoring mechanisms and tools.

Prime Minister's New 15-Point Programme for the Welfare of Minorities

(A) Enhancing Opportunities for Education

- **Equitable availability of ICDS services:** A certain percentage of ICDS projects and Anganwadi Centres to be located in blocks/villages with a substantial population of minority communities; equitable availability of benefits to be ensured.
- **Improving access to school education:** A certain percentage of all schools under the Sarva Shiksha Abhiyan, the Kasturba Gandhi Balika Vidyalaya Scheme, and other similar government schemes will be located in villages/localities having a substantial minority population.
- **Greater resources for teaching Urdu:** Recruitment and posting of Urdu language teachers in primary and upper primary schools.
- **Modernizing Madarsa Education:** Strengthening the Central Plan Scheme of Area-Intensive and Madarsa Modernisation Programme to provide basic educational infrastructure in areas of concentration of educationally backward minorities.
- **Scholarships for meritorious students from minority communities:** Formulation of schemes for pre-matric and postmatric scholarships for students from minority communities.
- **Improving educational infrastructure through the Maulana Azad Education Foundation (MAEF):** To expand the activities of MAEF more effectively.

(B) Equitable Share in Economic Activities and Employment

- **Self-employment and wage employment for the poor:** A certain percentage of the physical and financial targets under some schemes, for example, the SGSY, SJSRY, SGRY, will be earmarked for beneficiaries belonging to the minority communities and those living below the poverty line in rural areas. Simultaneously, a certain percentage of the allocation will be earmarked for the creation of infrastructure in such villages which have a substantial population of minorities.
- **Upgradation of skills through technical training:** A certain proportion of all new ITIs will be located in areas predominantly inhabited by minority communities and a proportion of existing ITIs for upgradation to 'Centres of Excellence' will be selected on the same basis.
- **Enhanced credit support for economic activities:** To strengthen the National Minorities Development and Finance Corporation (NMDFC) by providing it greater equity support to enable it to fully achieve its objectives. An appropriate percentage of the priority sector lending in all categories to be targeted for the minority communities.
- **Recruitment to State and Central services:** In the recruitment of police personnel, Central and State Governments will be advised to give special consideration to minorities. The selection should have Minorities' representation.
- Employment opportunities to be provided in the Railways, nationalised banks and PSEs. An exclusive scheme is to be launched to provide coaching to minority candidates.

(C) Improving the Conditions of Living of Minorities

- **Equitable share in rural housing scheme:** This is sought to be achieved through the IAY for poor beneficiaries from minority communities in rural areas.
- **Improvement in condition of slums inhabited by minority communities:** Ensuring provision of physical amenities and basic services to be equitably extended under the schemes of the Integrated Housing and Slum Development Programme and JNNURM to the minority communities and to cities/slums with minority concentrations.

(D) Prevention and Control of Communal Riots

- Prevention of communal incidents
- Prosecution for communal offences
- Rehabilitation of victims of communal riots

Source: Eleventh Five Year Plan document

I. Background

The Eleventh five Year Plan marks a significant departure from the conventional way of looking at women in Plan documents. Rather than addressing women's concerns only in a separate chapter on 'women and children', an approach which tends to focus exclusively on women's reproductive role and deflects attention away from their role as economic agents in their own right, the Eleventh Five Year Plan tries to mark the centrality of women in all sectors. It explicitly recognises, probably for the first time, that women are not just equal citizens but agents of economic and social growth. This chapter, however, focuses only on the chapter, 'Towards Women's Agency and Child Rights' in the Eleventh Five Year Plan.



WOMEN

The approach recognises at the outset that women are not a homogenous group and seeks to address the specific deprivations arising from their multiple locations. Specific calls that will bring cheer to women's groups include a clear commitment for strengthening the PDS system, revising the BPL norms, reviewing SHG related policies and programmes, recognising Violence against Women (VAG) as a public health issue, reviewing the two-child norm, curtailing the harmful effects of television programmes that propagate patriarchal values and portray women in detrimental ways, zero tolerance for discrimination against SC/ST and minority women, recognising health needs of women with alternative sexualities and setting up a National Task Force on VAW in Zones of Conflict. It reiterates the commitment to the passage of Women's Reservation Bill.

II. Objectives of the Eleventh Five Year Plan

- Recognition of the right of every woman and child to develop to her/his full potential;
- Recognition of the differential needs of different groups of women and children;
- Need for intersectoral convergence as well as focused women and child specific measures through the Ministry of Women and Child Development (MWCD); and
- Partnership with civil society to create permanent institutional mechanisms that incorporate the experiences, capacities and knowledge of Voluntary Organisations and women's groups in the process of development planning.

Targets of Eleventh Five Year Plan in Terms of Outcome Indicators

- Raise the sex ratio for age group 0–6 from 927 in 2001 to 935 by 2011–12 and to 950 by 2016–17.
- Ensure that at least 33% of the direct and indirect beneficiaries of all government schemes are women and girl children.
- Reduce Infant Mortality Rate from 57 to 28 and Maternal Mortality Ratio from 3.01 to 1 per 1000 live births.
- Reduce malnutrition among children of age group 0–3 to half its present level.
- Reduce anaemia among women and girls by 50% by the end of the Eleventh Plan.
- Reduce dropout rate for primary and secondary schooling by 10% for both girls as well as boys.

III. Initiatives in the Eleventh Five Year Plan

A. Major Programmes and Schemes

- Swayamsidha, a flagship programme of MWCD, is an integrated scheme for the holistic empowerment of women through SHGs. Swayamsidha Phase-I, operational in 650 blocks of the country since 2001, ended on 31st March 2008 and Swayamsidha II will be launched as a countrywide programme in the Eleventh Five Year Plan with larger coverage in States lagging behind in women development indices. The universalised programme will incorporate the recommendations of the evaluation of the scheme.
- Another major programme during the Eleventh Five Year Plan will be the Provision of Maternity Benefits. Pregnant and lactating mothers registered under the ICDS scheme will be entitled to cash incentives for three months before birth and three months after the birth of the child. The scheme aims to encourage and enable mothers to avoid physically stressful activities, meet medical and nutrition supplementation expenses during the last trimester and spend time with the child after birth.
- The Eleventh Five Year Plan aims to revamp the Support to Training and Employment Programme (STEP), a scheme for skill training of women, based on evaluation results. It also plans to integrate the scheme with Swayamsidha to ensure adequate outlay for countrywide implementation as a centrally sponsored scheme. In addition, it also aims to integrate Rashtriya Mahila Kosh with STEP and Swayamsidha for credit linkages.
- The Eleventh Five Year Plan envisages to start certain new schemes/programmes, including a Women Empowerment and Livelihood Project assisted by United Nations' International Fund for Agricultural Development in four districts of UP and two districts of Bihar; a Women's Helpline Foundation; a scheme for Relief and Rehabilitation of Victims of Sexual Assault; and an Awareness Generation Project on issues relating to the status, rights and problems of women. A pilot scheme for Leadership Development for Life, Livelihood and Civic Empowerment of Minority Women will be formulated and implemented which will reach out to minority women and provide them with support, leadership training and skill development to assume leadership roles.
- Apart from the above mentioned programmes/schemes, the existing schemes like Condensed Courses of Education for adult girls and women who could not join mainstream education system or were forced to dropout from formal schools, a revised Working Women's Hostel scheme to provide safe and affordable accommodation to working women would continue to be implemented. The scheme of Swadhar homes for destitute women and women in difficult circumstances and the Short-Stay Home Scheme and various schemes run by the Central Social Welfare Board (CSWB) will also be reviewed and restructured in the light of current requirements.

B. Gender Budgeting

- The Eleventh Five Year Plan explicitly mentions Gender Budgeting and Gender Outcome assessment and underlines the importance of Gender Audits of public expenditure, programmes and policies at national, state and district levels. It assures that this Plan period will see each ministry/ department of both Centre and State putting in place a systematic and comprehensive monitoring and auditing mechanism for outcome assessment. Further, efforts will be made to extend the concept of gender based plan component to PRIs and to the 29 subjects transferred to them under the 73rd Constitutional Amendment.
- The MWCD, Ministry of Finance and Planning Commission will also facilitate national level gender outcome assessments through spatial mapping of gender gaps and resource gaps. They will undertake gender audits of public expenditure, programmes and policies and ensure the collection of standardised, gender disaggregated data (including data disaggregated for SC/ST and minority women) at national, state and district levels.
- It notes with concern the dismal implementation of the Women's Component Plan (WCP) during the Tenth Plan. Further, recognising that some women suffer greater deprivation and discrimination than others, the Eleventh Five Year Plan will refine the norms of WCP to prioritise the most vulnerable as beneficiaries, particularly SC, ST women, Muslim women, single women, differently-abled, and HIV-positive women among others.

C. Legislation for/on Women

- In the domain of legislation, the Eleventh Five Year Plan promises effective implementation of important legislations that have been passed and/or amended during the Tenth Plan including the Hindu Succession (Amendment) Act, 2005 and Protection of Women from Domestic Violence Act (PWDVA), 2005. It puts the onus on MWCD to appoint Protection Officers for the PWDVA and commits to set up district level cells to be responsible for monitoring and implementation of the act.
- New legislations that the MWCD would try to get enacted include implementation of the unorganized sector bill, bill to prevent sexual harassment at workplace and inclusion of provisions of sexual violence in the draft law on prevention of communal violence. It further promises provision for sensitisation of the medical professionals in recording evidence in cases of dowry deaths, training and capacity building of law enforcement functionaries.
- Most importantly, the Eleventh Five Year Plan promises to foster women's access to legal services through a range of measures: (a) women will be exempted from paying fees to fight cases of human rights violations; (b) funds for legal assistance will be provided to poor women seeking legal redress; (c) legal awareness programmes will be carried out in all states in collaboration with NGOs; (d) Legal Aid Cells consisting of committed and gender-sensitive lawyers will be set up at the Panchayat level; (e) Lok Adalats will be organized to encourage alternate dispute settlement mechanisms for efficacious settlement of cases; and (f) Jan Sunwais will be adopted by the government. The Eleventh Five Year Plan will also work towards increasing the percentage of women in police and judicial services.

D. Political Participation of Women

- Since no-confidence clause is often used to unfairly remove women sarpanches, the Eleventh Five Year Plan advises state governments to ensure that women sarpanches cannot be removed for at least a year and a half by a no-confidence motion. If a no-confidence vote is passed, the replacing incumbent should also be a woman from the same social group as the earlier incumbent.
- It also says that states should revisit the two-child norm laws.
- It promises increased resource allocation for capacity building of all PRI members.
- It commits to make greater effort to include poor and other excluded women on State Planning

IV. Plan Outlay for Women

Table: Plan Outlay for the Ministry of Women and Child Development

(In Rupee Crore at Current Prices)

	For Child Development	For Women's Empowerment	Other Grants-in-Aid
Central Sector Schemes	730	721	165
Centrally Sponsored Schemes	52,534	615	—
Total	53,264	1336	165
Grant Total for MWCD	54,765		
Percentage of Total	97.2%	2.4%	0.3%

Source: Appendix on Tentative Gross Budgetary Support for Ministries/Departments, XIth FYP
The priority for women continues to be abysmally low. As per the Planning Commission's own classification of schemes for Women and for Children in the XIth FYP, priority for women is about 2.4%, as opposed to 97.2% for children (the balance 0.3% is Grants-in-Aid)¹. Further, scheme wise allocations also appear to be significantly lower than what the Working Group on Empowerment of Women had asked for, as can be seen in the table below.

Table: Scheme Wise Allocations Demanded by the Working Group on Empowerment of Women

Some Important Schemes	Fund Required as per the Working Group	XIth FYP Projections at Current Prices (XIth FYP Document)
Swadhar	1000	108
Hostels for Working Women	500	75
STEP	240	100
Rashtriya Mahila Kosh	500	108
National Commission for Women	35	25
Scheme for Relief and Rehabilitation of Victims of Rape	250	25

Source: Report of the Working Group on Empowerment of Women, Planning Commission and Appendix on Tentative Gross Budgetary Support for Ministries/Departments, XIth FYP

Limitations in the Eleventh Five Year Plan Proposals

The chapter does justice in identifying the most pressing critical concerns for women that need to be addressed and also in setting out appropriately ambitious targets. However, the schemes that the MWCD would use as vehicles to achieve these do not show any substantive shift in approach or in content. SHGs were the only significant means that the government seemed to have over the years and in this Plan, they continue to be the predominant approach. This is disappointing given the substantial body of knowledge that now exists on the limitations of such an approach. SHGs and micro credit can only constitute one small input towards women's empowerment.

Secondly, although provision of maternity benefits pre and post birth is commendable, some concerns remain. One, the fact that cash incentives will be provided to mothers registered in the Anganwadi would exclude many women since Anganwardi centres have not been universalized yet. Two, the 6th Pay Commission Report provides for 6 months of maternity leave plus two years of child care leave. If the government has accepted this as the norm then the standards must be same for poor and rich women. Hence, a provision of at least a 6 month post-birth maternity benefit should be built into the scheme.

Thirdly, plan allocations that have been earmarked for women remain abysmally low, 2.4% of the entire budget for the MWCD. Although some schemes for children will have benefits flowing to women too, the percentage will not go up significantly.

Most importantly, since women's cross-sectoral presence has been emphasized, the approach to address this should also be cross-sectoral, which is a gap in the plan.

¹ These are not the final amount of resources that will be flowing to women as some schemes for children will have benefits flowing to women as well. However, since disaggregated data of that magnitude is not available, this could be used as an approximation.

V. Scope for Civil Society Engagement

Partnership with civil society in creating permanent institutional mechanisms that incorporate the experiences, capacities and knowledge of VOs and women's groups in the process of development planning sees its mention in the 'essence of the approach'. Here, the Eleventh Five Year Plan envisages civil society participation in giving inputs to the Action Plans to be drawn for women's empowerment at national and state levels. The Eleventh Five Year Plan also sees the continued role of NGOs in various schemes/programmes run by the Ministry of Women and Child Development.

In particular, the Eleventh Five Year Plan aims to run legal awareness programmes in States in collaboration with NGOs working at the grassroots level. These include Working Women's Hostel Scheme whereby NGOs are provided financial assistance to construct hostels for women and the various women related schemes run by NGOs and financed by the Central Social Welfare Board. In addition the Eleventh Five Year Plan aims to implement the scheme of Leadership Development for Life, Livelihood and Civic Empowerment of Minority Women through NGOs.

I. Background

Some landmark inter-ministerial and inter-sectoral steps towards child development were taken during the Tenth Plan period and a large section of the child population has benefited by these schemes so far. Except the flagship programmes such as Sarva Shiksha Abhiyan (SSA), Integrated Child development Scheme (ICDS) and National Programme for Adolescent Girls, some other major programmes/schemes, which were implemented in the Tenth Plan, are as follows:

- Rajiv Gandhi National Crèche Scheme is for children of working mothers. However, till September 2006, only 23,834 crèches were sanctioned under this scheme, whereas 8 lakh crèches are required to meet the child care needs of an estimated 22 crore women in the informal sector.
- Integrated Programme for Street Children aims to prevent destitution of children and engineer their withdrawal from



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streets by providing basic facilities like shelter, nutrition, health care, education, recreation and protection against abuse and exploitation. During the Tenth Plan, over 2 lakh children benefited from this.

- Scheme for Welfare of Working Children in Need of Care and Protection provides non-formal education, vocational training to working children to facilitate their entry/re-entry into mainstream education and prevent their exploitation. Between 2005 and 2007, 6996 children benefited from this programme.
- In the Tenth Plan period, there were 2650 beneficiaries under the Scheme, 'Assistance to Homes (Shishu Greh) for Children'.

Besides these, there are some programmes/ schemes like Nutrition Programme for Adolescent Girls, Kishori Shakti Yojana and Programme for Juvenile Justice that were initiated in the Tenth Plan period.

However, there has been a shortfall in the Tenth Plan targets, despite these measures, partly because they were unrealistic and partly because of poor implementation of schemes. Apart from these, lack of adequate budgetary allocations, has also impacted the country's ability to meet the Tenth Plan and targets set in the Millennium Development Goals with respect to children. On the other hand, the allocations across various children related sectors are found to be skewed. For instance, from the total resources earmarked for children in the Union Budget 2008-09, it could be found that within the

total child budget, 72% is meant for Child Education, 17% is meant for Child Development, 10 % for Child Health and only 1% for Child Protection. This is very disturbing given that many recent evidences have highlighted the vulnerability of children in the country, especially those who are in difficult circumstances as well as the alarming increase in various forms of crimes against children.

II. Objectives of the Eleventh Five Year Plan

Development of children is at the centre of the Eleventh Five Year Plan. The Plan strives to create a protective environment, which will ensure every child's right to survival, participation and development.

What Eleventh Five Year Plan Promises to Children?

Successful integration of survival, development, protection and participation is closely linked to all aspects of a child's well being. In light of the above, the following strategies will be adopted during the Eleventh Plan to ensure that every child enjoys her/his childhood and all rights without any fear and without the need to work:

- Developing specific interventions to address malnutrition, neonatal and infant mortality.
- Creating child-friendly protective services.
- Identifying the most vulnerable and marginalised children and ensuring age and situation-specific interventions.
- Reviewing all legal provisions for children and undertaking necessary amendments based on international commitments.
- Ensuring effective implementation of laws and polices by personnel trained to work with children.
- Establishing child impact as a core indicator of Eleventh Plan interventions, with special emphasis on the status of the girl child.
- Creating a protective environment for children through implementation of schemes and programmes in their best interest. Some of the current initiatives only address the needs of children once they have fallen through the protective net. While these initiatives to identify such children and rehabilitate them are critical, there is an equal need for legislative changes and programmatic interventions, so that prevention is foregrounded and children grow up in a protective environment.
- Undertaking a child rights review of all existing developmental policies and plans to assess their impact on children and to ensure that children are not further marginalised.
- Recognising that crèches and day care are important for child development, empowerment of women and retention of girls in schools.
- Ensuring survival of the girl child and her right to be born. Shift to 'lifecycle and capability approach' where the girl child's contribution is recognised in economic and social terms.
- Ensuring multi-pronged programme, focusing on preventing children from falling out of the protective net, ameliorative initiatives for children who are already out of the protective net and ensuring long-term and sustainable rehabilitation by upgrading quality of services and addressing regional imbalances. Recognising that children are best cared for in their own families and strengthening family capabilities to care and protect the child.
- Ensuring institutional care to those children who need the same.
- Involving PRIs, Voluntary Organisations, and urban local bodies in implementation, monitoring, and evaluation by devolving powers and resources to the Panchayat level, and providing them with technical and administrative support.
- Recognising 'Child Budgeting' as an important policy analysis tool to take stock of development investments for children and identify gaps in resource investment and utilisation.

Strengthening capacities of families and communities, police, judiciary, teachers, PRI representatives, bureaucrats and other implementation personnel who deal directly with children.

III. Initiatives in the Eleventh Five Year Plan

The Eleventh Plan has recognized everyone below the age of 18 as children and has modified its existing major programmes to ensure child nutrition, health care, immunisation, early childhood education and child protection.

- Currently ICDS is the only programme that reaches out to millions of women and children living in remote villages, dhanis (small settlements), and saporis (river islands) in our country. It is and will continue to be the flagship programme of the Ministry of Women and Child Development (MWCD). However, during the Eleventh Plan, ICDS needs to be restructured in a manner that addresses some of the weaknesses that have emerged. The programme must effectively integrate the different elements that affect nutrition and reflect the different needs of children in different age groups.
- Since the condition of children and their problems vary from region to region and even within districts in the country, these targets and objectives will be district or block specific. At the district-level a committee comprising the District Collector, District Health Officer, women Panchayat members and mothers' groups will be set up to decide the targets for ICDS. Performance of the ICDS centres will be evaluated against these targets and well-performing centres will be rewarded. Besides, streamlining the work and expectations from the Anganwadi worker (AWW), the new ICDS will also tackle issues of programme design, implementation and financial allocations.
- In the Eleventh Plan, community involvement will be the strategy for ensuring better functioning of ICDS centres. Communitisation of education has proved to be a success in Nagaland. Involving the local community not only creates a sense of ownership and facilitates monitoring; it also ensures that the programme is tailored according to local needs.
- In the Eleventh Plan, the target group has been widened for checking malnutrition i.e. from now children in the six months to three years age group will come under the scheme.
- In the Eleventh Plan, allocation of resources under ICDS has been increased substantially not just to expand coverage but also to ensure availability of adequate infrastructure.
- Several changes have been proposed in the Rajiv Gandhi National Crèche Scheme. These include;
 - a. Eligibility criteria will be widened to allow diverse agencies/organisations to participate, for example, SHGs, Mahila Mandals, women's organisations, labour unions, cooperatives, schools, panchayats and tribal associations.
 - b. Programme standards that are measurable through input and process indicators will be laid down.
 - c. Results will be monitored through output and outcome indicators. Pattern of funding will be revised.
 - d. Upgrading infrastructure and materials, regular training of crèche workers, lateral linkages with the local PHC or sub-PHC in the area.
- Provision of Child Protection will be a key intervention in the Eleventh Plan. 'Child Protection' refers to protection from violence, exploitation, abuse and neglect. India has recognised the right to protection for its children through its constitutional commitments and the laws, policies, and programmes it has put in place over the years. During the Eleventh Plan, the MWCD will launch an Integrated Child Protection Scheme. The existing schemes of: (i) An Integrated Programme for Street Children, (ii) A Programme for Juvenile Justice, (iii) Shishu Greha scheme, etc. will be merged with Integrated Child Protection Scheme (ICPS).
- In the Eleventh Plan, Childline - 1098 will be extended to rural areas and to all districts of the country. The National Commission for Protection of Child Rights has been notified.

- The Eleventh Plan will set out proactive, affirmative approaches and actions necessary for realizing the rights of the girl child and providing equality of opportunity. Several initiatives like ensuring balanced sex ratio, child education, Pilot Scheme on Conditional Cash Transfer for Girl Child with Insurance Cover, Prevention of Girl Child Abuse, Exploitation and Violence, Trafficking for Commercial Sexual Exploitation, Prohibition of Child Marriage etc. have been proposed in the Eleventh Plan.

IV. Conclusion

As a whole the Eleventh Plan proposes a comprehensive set of initiatives considering the problems of children in India. Proposed involvement of civil society, voluntary organisations and academicians for proper formulation, implementing, monitoring and training for the programme workers in most of the schemes are a welcome step.

I. Introduction

According to Eleventh Plan vision documents, the success in inclusive growth, reduction of poverty and bridging the various divides in society cannot be achieved unless there is a significant improvement in the quality of governance. Good governance is broadly defined to cover all aspects of interface between individuals, businesses and government, covering dimensions like legitimacy of the government and its responsibility to the electorate, effective people's participation, ensuring accountability and transparency in



Governance and Decentralization

governance of public institutions (Civil Services, Judiciary and Auditing system), effective and efficient delivery of social and economic public services and ensuring the effectiveness and efficiency of local governments (Panchayats and Municipalities).

The governments at lower levels can function efficiently only if they are empowered to do so. This is particularly relevant for the Panchayati Raj Institutions (PRIs), which currently suffer from inadequate devolution of funds as well as functionaries to carry out the functions constitutionally assigned to them. Disadvantaged groups, especially the SCs, STs, minorities and others, must feel that they have an equal stake and should perceive an adequate flow of benefits to ensure the legitimacy of the State. These expectations are rising as indeed they should, and from this perspective, we need to recognise that while increased concern about inadequacies of governance may not reflect an absolute deterioration in the quality of governance, they do point to rising demands that need to be met. The Tenth Plan drew attention to the implementation of good governance.

Implementation During the Tenth Five Year Plan

- The Right to Information Act, 2005 was brought into force.
- The All India Service Rules were amended for certain fixed tenure of officials.
- A new Value Added Tax regime was introduced simplifying the tax system.
- Electoral funding reforms promoting transparency and fairness and disclosure of antecedents of candidates.
- An e-Governance Plan for 27 major areas was adopted and designed to assist and improve delivery of services and digitization of information.
- Initiatives on participatory governance were introduced under the National Rural Employment Guarantee Act (NREGA), National Rural Health Mission and other measures.
- A policy for Voluntary Organisations (VOs) was announced by the Central Government, reflecting the importance of the voluntary sector in promoting participatory systems.
- A National Disaster Management Authority (NDMA) was established to respond to disasters more effectively.
- In 2005, the Second Administrative Reforms Commission (ARC) was constituted to prepare a detailed blue print for revamping the public administration system.

II. Targets and Challenges for the Eleventh Five Year Plan

The Eleventh Plan has taken several initiatives and seeks to achieve a decisive improvement in governance in the Plan period but still faces major challenges.

- The Plan accords priority in providing access to quality health care and education and employment particularly in the rural areas for marginalised sections of the population (girls, minorities, SCs and STs, backward classes and BPL families). Empowerment and accountability of the relevant authorities and effective monitoring of service delivery is required at local levels.
- Effective administration of the rule of law resulting in efficient criminal and civil justice system delivering swift decisions and ensuring access to the poor.
- The Plan relies heavily on a dynamic private sector to expand investment and create new employment opportunities.
- Space must be provided to VOs for developing citizen initiatives and ensuring transparency. Finally, it is necessary to tackle the problem of corruption.

III. Institutions of Governance:

Major institutions of governance in India are PRIs, civil and administrative institutions, judiciary, police and voluntary organisations. Now, it has become essential on the part of the government to take concrete policy measures for improving governance for better delivery of goods and services.

A. PRIs

A large part of Plan expenditure is now accounted for by development programmes and schemes for rapid eradication of poverty and delivery of various services that are mostly in the realm of local government functions. Some of these are State sector schemes and others are Centrally Sponsored Schemes (CSS) which are part of the Central budget, but deal with areas which are in the realm of the States. In spite of the massive flow of funds, there is widely shared concern that the results have not been commensurate with the investments due to problems associated with CSS like rigidity in the schemes, lack of horizontal convergence and consistent approach, weak professional support and expenditure based monitoring rather than outcome based evaluation.

The structure of the continuing and new CSS will need to be radically altered and the instrumentality

of implementation fundamentally changed. Local governments have a pivotal place in CSS as they have a democratic character, are better positioned to assess problems holistically and come out with cross-sectoral solutions. They also have quicker outreach and can provide faster feedback. Further, they are closer to the people, capable of identifying local priorities and entering into partnership with communities for the management of assets and facilities.

Role of District Planning

In order to achieve the best outcome in terms of balanced development with convergence of resources and enforcement of inter-sectoral priorities, an integrated planning at the grass roots level leads to the preparation of District Plans. To ensure that the proposals of different PRIs merge into a District Plan, it will be necessary to develop a framework, both sectoral and cross-sectoral, at the district level through a multi-level and iterative planning process with assessment and prioritisation being made at the lowest level and then consolidated at higher levels. For decentralised planning to happen, District Planning Committees (DPCs) need to be fully strengthened, should be assisted by Technical Advisory Groups for different sectors and encouraged to network with academic and research institutions within the district.

Empowering PRIs

For the PRIs to meet their obligations, they need to be adequately empowered through the devolution of functions, finances and functionaries. They also need to be answerable to the gram sabhas. Empowerment along these lines is the single most significant reform of governance that could change for the better, the relationship between the government and its interaction with the ordinary citizen. Several steps to ensure the centrality of panchayats in planning and implementation of key CSS have been taken in the period leading up to the Eleventh Plan.

States can no longer delay or sidestep the devolution of functions, funds and functionaries to the panchayats. Activity mapping, resulting in the assignment of activities relating to a function to each level of the panchayats, is a critical trigger for effective devolution. The key to ensuring effective devolution of States and Central Plan Funds to panchayats at all levels lies in the creation of a panchayat sector in the plans and budgets of both the State and Union Governments. The demarcation of a panchayat sector in State and Central budgets will make it easier to ensure that there is no mismatch between functional and fiscal devolution.

Eleventh Five Year Plan: Ensuring Centrality of Panchayats

- The NREGA provides guaranteed employment in rural areas, with PRIs as the principal authorities for planning and implementation.
- The ambitious plans for universal elementary education and primary health care are to be delivered with full involvement of the local community through PRIs.
- Backward Regions Grant Fund (BRGF) is planned for and implemented by the panchayats and nagar palikas in 250 backward districts.
- In the Eleventh Plan, for the agriculture and allied sectors, preparation of district and local level agriculture plans have been mandated for utilization and resources available under all new programmes and schemes.
- To fulfill this ambitious mandate, Panchayati Raj will require substantially enhanced backing by the Central Government, in association with State Governments, for training and capacity building of PRIs, as well as the provision of attractive incentives to States for the empowerment of PRIs

Community Based Organizations/NGOs and PRIs

Over the last two decades, several CBOs have sprung up, sometimes as spontaneous people's groups for developmental action or as consciously organised ones as part of a development project or programme. The objectives behind setting up such groups include participatory planning, local resource mobilisation, efficiency in implementation, inculcating a culture of self help, facilitating NGO involvement, ensuring sustainability through takeover of operation and maintenance functions, potential to develop as interest groups and empowerment of communities.

B. Civil Service Reforms

A serious effort will have to be made to protect honest civil servants. Protecting the public services from political interference and abuse of power by politicians will include transparency in appointments and promotions; fixed tenure for senior civil servants; empowering Public Service Commissions/Administrative Tribunals. Further, no civil servant should be suspended without the prior concurrence of the Public Service Commission and civil servants who expose corrupt practices should be protected.

C. Rule of Law: Police and Judiciary

Even though the police and judiciary are conventionally considered as non developmental and regulatory arms of the State, the Eleventh Plan takes these to be upholders of the rule of law, which is the bedrock of democracy and development. Transparent and predictable legal provisions lay the foundation for vigorous economic activity, investment and growth. Accordingly, capacity building in the police and judicial system has been accepted as a legitimate activity for Plan funding in the Eleventh Plan.

D. Voluntary Organizations (VOs)

A National Policy on VOs has been notified by the Central Government in July 2007, which aims to further strengthen, promote and develop such institutions. The Policy has the objective of creating an enabling environment for VOs, enabling legitimate mobilisation of resources, building a system of partnership between government and VOs and encouraging VOs to adopt transparent and accountable systems of governance and management.

For improving the governance system in India, the Eleventh Five Year Plan emphasises on following areas:

IV. Shift in focus: From Inputs to Outcomes

Traditionally, government schemes are evaluated in terms of expenditure incurred and adherence to process requirement. It is necessary to shift the focus from vertical input controls to horizontal coordination and monitoring of outcomes. Accordingly, emphasis will be laid on effective monitoring of outcome at all levels. The district level and other functionaries will need to be strengthened with authority and powers so that they are made fully accountable for the outcomes.

A. Monitoring and Evaluation

Since the Eleventh Plan substantially increases public investment in many critical sectors, a major concern would be monitoring the quality of expenditure. A Committee with representation both from the Centre and the States would be set up to formulate a plan of action to improve the quality of public expenditure in key areas and enable its public monitoring. This Committee would have a time frame of three months to give its report and would be part of the Eleventh Plan monitoring. It is necessary during the Eleventh Plan to rejuvenate the existing organizations and also network with evaluation capacity that exists outside the government.

B. E-Governance for Good Governance

Good governance is about all aspects of governments' interface with (i) Citizens (G2C) and (ii) Businesses (G2B). E-Governance aims at the use of technology and process re-engineering for more efficient service delivery to both citizens and businesses and also for more effective delivery of various programmes, projects and schemes.

C. New Regulatory Structures

A new area, which is relevant to determine the quality of governance, is the growth of independent regulators who now perform some of the functions earlier performed by governments. Their role is particularly evident in the infrastructure sectors where the economic policy changes of the past ten years or so have led to a shift from the earlier system, where infrastructure was provided almost exclusively by the public sector to a system where private suppliers of infrastructure services are actively encouraged. Further, it is necessary for sectors which have opened up to private suppliers, to have regulators who can ensure that the interests of the consumers are adequately protected.

Limitations in the Eleventh Five Year Plan Document

Major policy reforms at various levels of government and institutions are required to strengthen the process of governance and decentralization in India. This would include the devolution of power to PRIs, reforms in civil services, judiciary, police and other services. The use of information and technology and e-governance are the keys in this process.

Environment and Climate Change

I. Objectives in the Eleventh Five Year Plan

- The Eleventh Five Year Plan envisages protection of environment as a central part of any sustainable inclusive growth strategy. The action oriented visions of the present plan period outlined synergic actions of different ministries to adapt and mitigate the danger to the environment arising greatly out of population growth, urbanisation and other anthropogenic developments leading to land degradation, fragile ecosystem, lopsided industrialisation, deforestation, loss of biodiversity and environmental pollution.



- The Eleventh Five Year Plan intends to integrate various environmental considerations into policymaking in all sectors of the economy – infrastructure, transport, water supply, sanitation, industry, agriculture, and anti-poverty programmes. It further calls for strengthening the oversight and regulatory framework for environment management so that development decisions do not impinge adversely on sustainability.
- Institutionally, the Eleventh Five Year Plan considers the Ministry of Environment and Forests (MoEF) to have a central and nodal role in monitoring the development process and its environmental impact in a perspective of sustainable development. It is also empowered to devise suitable regulatory structures to achieve the desired results. While this role is crucial, environmental objectives can only be achieved if environmental concerns are internalised in policymaking in a large number of sectors. This would require sharing of responsibility at all levels of government across sectors with respect to monitoring of pollution, enforcement of regulations and development of programmes for mitigation of green house gases and adaptation to climate change.
- Regulatory enforcement must also be combined with incentives, including market and fiscal mechanisms to encourage both industry and people in their day-to-day lives to act in a manner responsive to environmental concerns. Lastly, sustainable use of natural resources also requires community participation with a responsible role assigned to the communities for conservation.

- The Eleventh Five Year Plan in particular considers environment to be part of the concurrent subject in the 7th Schedule of the Constitution through a Constitutional Amendment so that responsibility of maintaining the environment rests at all levels of the government. At present it is a 'residual central subject'. Furthermore, it also calls upon the government to set up institutionally an independent, statutory body on sustainable development with the specific responsibility of guiding government policies and programmes for making them more socially and environmentally sustainable and to monitor and evaluate their outcomes. The independent statutory body is to be an interface platform between eminent environment experts and citizens to address the complex environmental concerns.
- The Eleventh Five Year Plan aims to restructure the existing State Pollution Control Boards (SPCBs) as Statutory Environment Protection Authorities with the mandate of developing regulations, standards as well as upgrading facilities for enforcing compliance.
- The Plan further charts out the revival of the scheme of Paryavaran Vahinis, or committees of concerned citizens to serve as environmental watchdogs at the district level. At the sub-district level, for improving the quality and transparency of the environmental clearance process, prior informed consent of the local self governments of the respective area, as specifically provided in Panchayat Extension of Schedule Areas Act (PESA), may be introduced for proposals requiring environmental clearance. Public hearing should also be made mandatory for the activities specified in the Environment Impact Assessment notification.

Monitorable Targets in the Eleventh Five Year Plan

- To increase the forest cover by 5% of the total geographical area. This would require an additional cover of about 16 million ha. The Tenth Five Year Plan target for forest cover was 25%.
- Monitorable target in Air Quality should be to achieve WHO standards of air quality in all major cities by 2011-12.
- No untreated sewage should be drained into rivers by 2011-12.
- An institutional mechanism is required to be put in place to ensure that issues related to handling of industrial, hazardous and biomedical waste are also dealt under JNNURM and Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT).
- To reduce the energy intensity per unit of GDP by 20% over the Plan period or by 2016–17. Action needs to be initiated to increase access to cleaner and renewable energy by fully exploiting existing resources (hydropower and wind power) and also supporting research in newer areas of carbon capture, bio fuels from agro-waste, solar energy, etc.

II. Initiatives in the Eleventh Five Year Plan

- The Eleventh Five Year Plan has undertaken rationalisation exercises by clubbing large number of schemes of the ministry into 22 thematic schemes. In fact, the total number of schemes and programmes in the Tenth Plan comes to around. The main Central Sector Schemes and Centrally Sponsored Schemes which have got importance in the Eleventh Five Year Plan are the National River Conservation Plan (NRCP); National Afforestation Programme (NAP); Social Forestry with Communities (*Panchayat Van Yojana*); Intensification of Forest Management; Conservation of Natural Resources and Ecosystems; Project Tiger; Environmental Information, Education and Awareness; Pollution Abatement; National Coastal Management Programme, etc.
- Under the National Afforestation Programme, the strategy of the Eleventh Plan has been to revisit the policy objectives of the 33% tree/forest cover. The Plan intends to include other habitats like grasslands, natural desert ecosystems, alpine and riparian habitats to expand the green cover even if this means the nonexistence of tree components within its ambit. Furthermore, the

Eleventh Plan has also focused on enabling social and participatory regimes for afforestation through Joint Forest Management (JFM).

- The NRCP, the biggest Centrally Sponsored Scheme (CSS) under the broad head of Environment and Ecology has pursued a new strategy in involving Urban Local Bodies (ULBs) in developing the programme along with specific statutory responsibility for operating and maintaining the treatment facilities created. Furthermore, the Eleventh Plan also stresses on incorporating environment management services in the JNNURM and UIDSSMT. Besides, the NRCP encourages decentralised systems of wastewater treatment as against centralised, large, end-of-pipe treatment units. Recycling/reuse of treated sewage in cities should be promoted. Resident groups should be sensitised towards water conservation, recycling and reuse.
- During the Eleventh Plan, the programme of Environmental Education, Training and Extension is expected to be reinforced by establishing further linkages with the publicity and awareness mechanisms of State Forest Departments. Importance will be attached to extensive IEC activities through public transport like railways, buses and even airways for environmental awareness. Information generated by student activities on local environmental issues may be integrated with the database under the National Environmental Monitoring Programme (NEMP). The Plan has reinforced the existing plans such as National Green Corps Programme and National Environment Awareness Campaign through establishing and supporting, capacity building and training of Eco-clubs in schools, NGOs, colleges, universities, research institutes, women and youth organisations, professional societies, etc., for increased understanding of the environment and environmental problems; sensitisation of general public; provision of environmental education opportunities; development of resource materials for environment education and awareness through radio programmes.
- For adaptation and mitigation of Climate Change, the Eleventh Five Year Plan unlike the previous plans, has envisaged some 'specific institutional arrangements within government' as well as 'coordinated efforts through relevant scientific institutions in government as well as non-governmental sector' to oversee and monitor any development related to climate change and therefore greater frequency in natural disasters arising out of climate variability. Adaptation responses need to be incorporated in the relevant programmes, including those relating to watershed management, land development, coastal zone planning and regulation, forestry management, agricultural technologies and practices, education and health. On the other hand for mitigation measures, the Eleventh Five Year Plan is silent in its strategy formulation.

III. Plan Outlay for Environment Protection and Climate Change

- The amount of Rs. 5,945 crores was allocated to the MoEF for the Tenth Five Year Plan with a sectoral focus on National River Conservation Directorate (28%) and Forestry and Wildlife (27%). However in the Eleventh Five Year Plan, allocation for the Ministry has increased by 68% compared to previous plan period with cumulative five years outlays (FY 2007-12) of Rs. 10,005 crore. The Central Sector Scheme accounts for 23% of total plan outlays for the Ministry and CSS on the other hand constitute 77% of plan outlays for the Ministry.
- The Annual Plan 2008-09 of the Ministry has been approved at Rs. 1,500.00 crore, implying an increase of 11.03% over the 2007-08 plan outlay. The approved outlay comprises of Rs. 601.38 crore in the environment and ecology sector and Rs. 898.62 crore in the forestry and wildlife sector. In the approved outlay of the Eleventh Five Year Plan, the CSS, NRCP comprises a total of 55.46% of total outlays for the environment and ecology sector and another CSS, NAP constitutes 32% of total plan allocation for the expenditure head of the forestry and wildlife sector.
- The Eleventh Five Year Plan has introduced a new CSS, Social Forestry with Communities (*Panchayat Van Yojana*) with an approved outlay of Rs. 900 crore.

Limitations in the Eleventh Five Year Plan Document

- The chapter on Environment and Climate Change has failed to analyse and establish a close connection between the sector on environment and climate change and sustainable inclusive growth strategy. Though the Sixth Five Year Plan had very forcibly established the relationship between environmental degradations with conditions of poverty and underdevelopment and the negative effects of the developmental process, the Eleventh Five Year Plan lacks such vision and objectives in the initial part and therefore has failed to reinforce such assumptions in the context of rapid liberalization of the Indian economy as well as society and rapid downside of environment and climate.
- Furthermore, while the chapter on Environment and Climate Change is incredibly informative about the problems, the existing as well as new schemes and programmes and strategies with regard to Afforestation, Social forestry, Agro forestry, Air quality and Water quality, National River Conservation Plan, National Lake Conservation Plan, Waste Management; it has been sketchy and lacks details in extremely important and crucial sectors like Biodiversity, Biosphere Reserves, Mountain Ecosystems, Coastal Zone Management, and the very crucial Wildlife and Animal Welfare.
- The Eleventh Five Year Plan response to Climate Change Vulnerability though supplies a detailed background analysis of the problem, policy responses with regard to adaptation and mitigation measures lack teeth and any credible action plans and strategies. The present planning process has failed to prescribe any new concrete plan for climate change adaptation and has subscribed to the principle of synergising the existing policies running under different ministries. Moreover the plan has failed to allocate any plan outlays for climate change vulnerability.

IV. Scope for Civil Society Engagement

- The Eleventh Five Year Plan has acknowledged the role of civil society and communities in many schemes to make the planning processes in Environment and Climate Change broad based and participatory. Broadly, while resting responsibility at all levels of government and across sectors with respect to monitoring of pollution, enforcement of regulations, development of programmes for adaptation and pollution abatement; the Plan also calls for market and fiscal mechanisms to encourage both industry and people in their day-to-day lives to act in a manner responsive to environmental concerns. Besides, the sustainable use of natural resources also requires community participation with a responsible role assigned to the communities for conservation. As mentioned earlier, the Eleventh Five Year Plan envisages a new independent and statutory body on sustainable development that would comprise eminent environmental experts and citizens with a long and publicly known record in environmental research or action.
- Also, the Plan intends to revive the Paryavaran Vahini or committees of concerned citizens to serve as environmental watchdogs.
- The Plan enforces the empowerment of the local communities with appropriate rights and responsibilities so that people's involvement in forest conservation and management can be streamlined in the Joint Forest Management (JFM) regime under NAP.
- The Plan also attempts a similar approach in wild life management in wake of rapid poaching of indigenous and endangered animals. In coastal management and conservation, the Plan outlined the participation of civil society and fishing/coastal communities at the state level for conservation and sustainable harvests. More importantly in generating environmental awareness and education, civil society plays a pivotal role.

Abbreviations

ARWSP	Accelerated Rural Water Supply Programme
ATMAs	Agriculture Technology Management Agencies
AUWSP	Accelerated Urban Water Supply Programme
BPL	Below Poverty Line
CEP	Continuing Education Programmes
CHCs	Community Health Centres
CSWB	Central Social Welfare Board
DBT	Department of Biotechnology
DCP	Decentralised Procurement Scheme
DIETs	District Institutes of Education and Training
DLHS	District Level Household Survey
DPC	District Project Coordinator
DPCs	District Planning Committees
DPEP	District Primary Education Programme
DWSCs	District Water and Sanitation Committees
EBBs	Economically Backward Blocks
FCI	Food Corporation of India
GBS	Gross Budgetary Support
HLC	High-Level Committee
IAY	Indira Awaas Yojana
ICDS	Integrated Child Development Services
ICT	Information, Communication and Technology
ICAR	Indian Council for Agricultural Research (ICAR)
ICMR	Indian Council of Medical Research
IDSMT	Integrated Development of Small and Medium Towns
IEBR	Internal and Extra Budgetary Resources
JNNURM	Jawaharlal Nehru Urban Renewal Mission
JFM	Joint Forest Management
JSS	Jan Shikshan Sansthan
KGBV	Kasturba Gandhi Balika Vidyalaya
KVK	Krishi Vigyan Kendra
LEAP	Lifelong Education and Awareness Project
MASCs	Multi Application Smart Cards
MDM	Mid Day Meal
MoHFW	Ministry of Health and Family Welfare
MS	Mahila Samakhya

MWCD	Ministry of Women and Child Development
NAP	National Afforestation Programme
NCMP	National Common Minimum Programme
NDA	National Drug Authority
NDC	National Development Council
NE	North Eastern
NFDB	National Fisheries Development Board (NFDB)
NGP	Nirmal Gram Puraskar
NHM	National Horticulture Mission
NITA	National Institute of Tribal Affairs
NLM	National Literacy Mission
NMDFC	National Minorities Development and Finance Corporation
NNMB	National Nutrition Monitoring Bureau
NRAA	National Rainfed Area Authority
NRCP	National River Conservation Plan
NREGA	National Rural Employment Guarantee Act
NRHM	National Rural Health Mission
NUHM	National Urban Health Mission
NUIF	National Urban Infrastructure Fund
NVQ	National Vocational Qualification
OBCs	Other Backward Castes
O&M	Operation & Management
PDS	Public Distribution System
PESA	Panchayats Extension to the Schedule Areas
PFDF	Pooled Finance Development Fund
PHCs	Primary Health Centres
PLP	Post Literacy Projects
PMGSY	Pradhan Mantri Gram Sadak Yojana
PPP	Public-Private Partnership
PRIs	Panchayati Raj Institutions
PWDVA	Protection of Women from Domestic Violence Act
RCH	Reproductive and Child Health
RFRA	Recognition of Forest Rights Act
RIDF	Rural Infrastructure Development Fund
RKVY	Rashtriya Kisan Vikas Yojana
SCs	Scheduled Castes
SCA	Special Central Assistance
SCSP	Scheduled Caste Sub Plan

SDCs	Skill Development Centres
SGSY	Swarnajayanti Gram Swarozgar Yojana
SHGs	Self Help Groups
SPCBs	State Pollution Control Boards
SSA	Sarva Shiksha Abhiyan
STEP	Support to Training and Employment Programme
SWM	Solid Waste Management
TAC	Tribes Advisory Council
TLC	Total Literacy Campaign
TPDS	Targeted Public Distribution System
TSC	Total Sanitation Campaign
TSP	Tribal Sub Plan
UIDSSMT	Urban Infrastructure Development Scheme for Small and Medium Towns
ULBs	Urban Local Bodies
URIF	Urban Reform Incentive Fund
USOF	Universal Service Obligation Fund
VOs	Voluntary Organisations
VPT	Village Public Telephone
VWSCs	Village Water and Sanitation Committees
WCP	Women's Component Plan

notes
