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'National Budget Tracking in Child related Ministries'



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Executive Summary

Budgetary allocation and implementation is important for realizing the rights of the children. This report tries to investigate the trend of allocation, implementation, coverage and output of three key sectors, *i.e.* education, health and social protection, which are directly related to children and their well-being. In total seven ministries – Ministry of Primary and Mass Education, Ministry of Education, Ministry of Health and Social Welfare, Ministry of Women and Child Affairs, Ministry of Social Welfare, Ministry of Youth and Sports, Ministry of Labour and Employment – have been covered under these three sectors.

The demographic structure of Bangladesh is highly youth biased with no. of children in Bangladesh standing at 6.3 crores which is around 45 percent of total population. In education sector, gross intake ratio at primary level is close to 100, while net intake ratio is 87 with Gender Parity Index (GPI) of 1.02. In the health indicators, Bangladesh is one of the few countries who have shown significant achievements in MDG goals regarding children. Currently in Bangladesh, under-five mortality rate and infant mortality rate are 48 and 38 respectively in 2010¹, while proportion of 1 year-old children immunized against Measles is 82.3 percent. However, nearly one-half of all children below age 5 or 6 are underweight or stunted. This is a clear manifestation of widespread poverty under which they are surviving. According to data, about half of the total children live under poverty in Bangladesh. An added deprivation concern of these poor children is trafficking which according to different statistics is quite significant in number.

This report is based on budget data collected from Ministry of Finance and its various publications. In addition, information about projects, programs, coverage and output are gathered from the relevant ministries, various reports on ministry performance and credible internet sources.

In Bangladesh, public expenditure in education has more than tripled (3.1 times) in the last decade from Tk 5,837 crores in FY2000-01 to Tk 18,575 crores in FY2010-11. While in this period, number of students passed in SSC and HSC examination has been multiplied by more than 3.8 times with 10.76 lakh students and 5.74 lakh students passing SSC and HSC, respectively, in 2011. However, public investment in education as share of GDP is low - only 2.36 percent in FY2010-11, while the OECD average is 6.1 percent of GDP. Besides erecting school infrastructure and providing salaries to teachers, Bangladesh provides

¹ UNICEF, United Nations Population Division and United Nations Statistics Division, 2010

stipend to 78 lakh primary school going children to increase class attendance and decrease drop-out. Government also runs several customized programs, *i.e.* School feeding program, Hard-to-reach project, Basic education project for child labour in cities, reaching out of school children, and experimental pre-primary program to ensure education for all children by 2015. The new National Education Policy 2010 envisages increasing the duration of primary education by three years (to Class VIII) by 2018. Cross-country comparison reveals that Bangladesh has spent more resources as percentage of GDP per capita than India but less than Vietnam at both primary and secondary level.

In the health sector, nominal public expenditure has increased by more than three times in the period from FY2001-02 to FY2011-12. However, as a share of total budget, public expenditure in health has declined from 6.68 percent in FY2001-02 to 5.42 percent in FY2011-12. On the contrary, trend in health expenditure as share of Annual Development Program (ADP) has been gradually increasing in the same period from 7.9 percent in FY2001-02 to 10.85 percent in FY2007-08. This reflects government's priority in establishing new health facilities across the country. Actual implementation statistics portrays a dismal scenario with only 62 percent of development budget being actually materialized in the last fiscal years. To build an effective and sound health services system for the people, Bangladesh has started implementing a comprehensive health program titled 'Health, Nutrition and Population Sector Program (HNPSPP)' from July 2003. The output is reflected in the constantly declining trend in infant mortality, child mortality, child malnutrition indicators and increasing trend in child immunization and vitamin supplementary coverage in Bangladesh in the last decade. However, in terms of per capita health expenditure, Bangladesh (US\$ 18) is clearly lagging behind compared to India (US \$45) and Sri Lanka (US\$ 84).

Social protection programs and activities for children are undertaken by four ministries – Ministry of Women and Child Affairs (MoWCA), Ministry of Social Welfare (MoSW), Ministry of Youth and Sports (MoYS), and Ministry of Labour and Employment (MoLE). In Bangladesh, MoWCA is the lead government agency dealing with child affairs including range of child protection and child development services. In FY 2011-12, government allocated 1,236 crores taka for MoWCA which is more than 13 times higher than FY2001-02 allocation. The share in development and revenue budget in MoWCA also changed drastically in this period with revenue's share only 24.44 percent in FY2001-02 which now stands 86.97 percent in FY2011-12. This demonstrates a large increase in children focused programs – *i.e.* Day care centers for low-income working mothers, Early learning development Standards (ELDS) project, Sisimpur outreach project, Establishing new child academy complexes, Capacity building for monitoring child rights, and Empowerment and protection of children project.

MoSW received allocation of 2,039 crore taka for FY2011-12 of which 87.15 percent in revenue budget and the rest 12.85 percent in development budget. The aggregate size of allocation for this ministry is more than 7 times in compared to FY2001-02. On the other hand, headcount ratio of poverty has declined in the same period from 48.9 percent in 2000 to 31.5 percent in 2010. This shows that reaching to poor people through social safety net programs has been substantially increased in this period – both in absolute and proportion of poor. MoSW has been carrying out several child-centered programs for poor and destitute children *e.g.* grants and support for orphans and orphanages, stipend for disabled students, child development center, stipend for dropout students, national nutrition programs, protection of children at risk, education for urban working children etc.

Government allocated 688 crores taka for MoYS in FY2011-12. MoYS organizes sports at college, national and international level and run two residential sports school for children aged between 12 and 18. Ministry of Labour and Employment (MoLE) in March 2010 formulated the 'National Child Labour Elimination policy 2010' with the objective of withdrawing the child labor from hazardous job and putting them in schools/vocational training centers through stipend, grant and creating income generating opportunities for their parents. For this purpose, from FY2010-11 MoLE has undertaken a project to establish 30 vocational training centers throughout the country. However, in FY2011-12, government has allocated only 82 crores taka for MoLE.

Though at a glance all these seven ministries have received incremental nominal allocation over the last decade, the inflation-adjusted allocation growth in this period is dismal. The inflation-adjusted allocation growth in these sectors also does not reflect the continuous GDP growth rate since 2000. Besides GDP growth and inflation, implementation performance and capacity is a vital factor in achieving child related goals. Though the implementation scenario has been improved over the years, unfortunately it still stands far behind than satisfactory level. However, understanding about child rights and well-being has been improved in all the three sectors which are reflected in the increasing number of projects related to diverse child development issues. Considering the importance of child segment in the future development of the country, it is very high time to invest more on children through incremental budgetary allocation and improved implementation.

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1. Introduction

Budget is the tool that government uses to set priorities. It also reflects a government's social and economic policy priorities more than any document, translating policies and political commitment and goals into decisions on where funds should be spent and how funds should be collected. A well functioning budget system, therefore, is vital to achieve the desired social and economic development goals.

1.1 What is Budget Tracking

Budget tracking is defined as the full disclosure and analysis of all relevant fiscal information in regular basis and in organized approach. The combination of budget tracking and public participation in budget process has the potential to improve transparency, foster public accountability of government agencies and contribute to appropriate use of public funds. The focus on budget has assumed greater importance in recent years with increasing democratization, citizen welfare and the desire to respond to the development challenges of new era.

An Example of Budget Tracking in a School

Questions for budget tracking

- What was the education budget allocation to the school?
- What other sources of funding has the school received?
- Has the school received all the allocation from government that was budgeted for?
- What amount of the funds has been spent thus far? And on what items have these funds been spent?
- Does the school spend funds not covered by government resources? Does this include for electricity, security guard, water, printing of examination papers, etc?
- What are parents expected to contribute towards primary education?
- On average, how much have children been expected to contribute in the current academic year?
- Who is responsible for managing these funds?

Source: A Budget Guide for Civil Society Organizations Working in Education by Global Campaign for Education, Save the Children, Oxfam, Actionaid and idasa, 2009.

1.2 Objective of Budget Tracking

The objectives of budget tracking are generally as follows:

A. Economic rationale:

- ✓ Monitor the fiscal discipline to establish a systematic order in public expenditure decisions – assess overall government spending in relation to what has been raised.
 - ✓ Review economic, effective and efficient use of resources.
 - ✓ Highlight the allocation of resources according to policy priorities.
- B. Political rationale:
- ✓ Critical examination of the annual budget by elected representatives regarding to their commitments.
 - ✓ Offers the executive the authority to finance the concerned sectors for the best use of public funds.
- C. Legal rationale:
- ✓ Legislative control over the functions of the executive ensures that public resources are managed appropriately. An independent monitor ensures the executive has complied with the approved expenditures.
- D. Managerial rationale:
- ✓ Informs public institutions and officials of government policy about how much can be spent and for what purpose.
 - ✓ Improve the efficiency in implementing the commitments.
- E. Social rationale:
- ✓ Highlighting and raising voice to direct the public funds for achieving social goals.
 - ✓ Creating a platform to gather civil society, Non-Governmental Organizations (NGOs) academics to pursue government for maintaining transparency in using public funds.
 - ✓ Build a culture of accountability for sustainable use of public funds.
 - ✓ Expand the debate around budget policies and decisions so that government reallocate and reconsider the expenditure pattern for a better future.
 - ✓ Provide independent critical analysis by monitoring spending and mobilize stakeholders, interest groups to participate in budget work

1.3 Structure of Budget Briefs

Budget briefs generally examines trends in resource allocation, measures the performance in using these resources efficiently and assessing the benefits or outcomes it is actually generating for people. Preparing budget briefs therefore requires a lot of information from government agencies which in the case of Bangladesh is limited.

Trends in Government Allocations and Expenditures

- Overall trends in allocation
- Trends in revenue and development budget allocation

- Nature and reasons for change in the budgetary allocation

Expenditure performance

- Assess the implementation of budget vis-à-vis the allocated budget
- Reasons and causes for non-implementation
- Quality of implementation activities and services

Coverage and Beneficiaries

- Estimating the number of beneficiaries
- Quality and sufficiency of services received
- Peoples' perception regarding the quality of service

1.4 Benefits of Budget Tracking

The observed benefits of the budget tracking initiatives include:

- Budget tracking is conditional on active participation of Parliamentarians, CSOs, and citizens in decision-making processes. It opens all possible avenues in this regard. Transparency and participation are mutually reinforcing. Both are needed for better budgetary outcomes.
- Budget tracking results into enhanced access to budget information and therefore increase awareness among people about the social and economic goal of government.
- Budget tracking creates the window to monitor the government's fiscal management. However, capacity of non-governmental actors is important to use the available budget tracking information and enforce effective public oversight.

2. Current Status of Children in Bangladesh

The UN Convention on the Rights of the Child stipulates 'a child is considered to be any human being below the age of 18' (CRC Article 1). National Child Policy 2011 conforms to this definition of child. According to this definition, no. of children in Bangladesh now stands at 6.3 crores which is 45 percent of total population (Unicef, 2008).

2.1 Status of Child Education

- At present GoB has no formal program to provide pre-schooling for the 3-5 year children. However, the Education Policy 2010 plans to introduce 1 year pre-primary schooling for the children ages 5 years or above from 2013.
- Each year 34.68 lakh students enroll in primary education. Gross intake ratio is close to 100, while net intake ratio stands at 87 with Gender Parity Index (GPI) of 1.02 (UNESCO, 2010). So gender parity favors the girls in Bangladesh. In 2011, 20.14 lakh students passed in Primary Education Terminal Examination (The Daily Star, 28/12/2011). This proves there exists a significant drop-out at primary level.
- A study in Bangladesh reported that boys in poor families usually join their parents in work outside the home, while girls commonly help their mother at home. This enables the girls to arrange attend classes more easily (Nath, 2009).
- In 2011, 10.2 lakh students have passed the Junior School Certificate (JSC) Examination which is only 50.64 percent of the no of students passed in Primary Education Terminal Examination (The Daily Star, 30/12/2011). This marks a significant drop-out rate at junior school level.
- No. of students passed SSC and HSC examination in 2011 stands at 10.75 lakh and 5.74 lakh respectively.

Table 1: Status of Child Education in 2008

| | Total number of Students (in thousand) | Female Student as % of Total Student | Private Student as % of Total Student | Pupil Teacher Ratio |
|-----------|---|--|---|---------------------------|
| Primary | 16,002 | 51 | 40 | 44 |
| Secondary | 10,445 | 50 | 96 | 25 |

Source: UNESCO, 2010

2.2 Status of Child Health

- GoB's policy on providing health care is based on the principles of universal coverage and accessibility; optimum utilization and development of human resources for health; appropriate use of technology; gender equity; improvement of

the quality of life; priority services for the most vulnerable groups, including women, children, and the poor; and promotion of health as an integral part of overall socioeconomic development. Private-sector involvement in both health and population services is encouraged.

- Ministry of Health and Family Welfare is the chief responsible agency for delivering, managing and controlling quality of health care services in the country. MoHFW also manages the population and nutrition program in the country. In addition to that, Ministry of Local Government and Rural Development provides limited scale primary healthcare services (*i.e.* limited curative care, family planning and maternal health services, health and nutrition education) mostly at urban areas. Since the GoB has strong commitment in achieving Millennium Development Goals, it kept investing in this sector.
- Though maternal mortality ratio in Bangladesh has declined by 40% in since 2001 and now stands at 194 per 100,000 live births, it is still a cause of concern (BMMS, 2010). However, the trend of decline is on track with the target adopted by GoB under MDG goals.
- Total Fertility Rate (TFR) has been continuously declining throughout the 1990s and 2000s. In 2001, TFR was 3.2 which declined to 2.5 in 2010 – a 22 percent decline in 9 years. Under-five mortality has also been reduced at a substantial rate, Bangladesh being one of the few countries to achieve a sufficient rate of reduction to achieve the MDG of a two-thirds decline by 2015. Only exception to these successes has been nutrition. Physical measures of nutritional status only began to show some improvement in the 1990s, and malnutrition still remains at high levels.
- Regional and district wise disaggregated statistics reveals that the performance in all health related indicators are urban biased. However, these rural-urban and regional gaps significantly reduced over the last decade. Among the hardcore poor the challenge still largely remains with low contraceptive use, high fertility and low access to health services.

Table 2: Status of child health in Bangladesh

| Indicator | Current Status | Target |
|---|----------------|--------|
| <i>Goal 4: Reduce Child Mortality</i> | | |
| 4.1 Under-five mortality rate (per 1000 live births) | 53.8 (2008) | 48 |
| 4.2 Infant mortality rate (per 1000 live births) | 41.3 (2008) | 31 |
| 4.3 Proportion of 1 year-old children immunized against measles % | 82.3 (2009) | 100 |
| <i>Goal 5: Improve Maternal Health</i> | | |
| 5.1: Maternal Mortality Ratio (per 100000 live births) | 348 (2008) | 144 |

| <i>Goal 6: Combat HIV/AIDS, Malaria and other diseases</i> | | |
|---|-----|---------|
| 6.1: HIV prevalence among population (per 100,000 population) | 0.1 | Halting |

Source: UNDP, 2009

- More than 22 percent of the infants born annually (2006 to 2010) have low birth weight in Bangladesh². About 36 percent of Bangladeshi children under-five are stunted (height for age) and 46 percent of them are underweight (weight for age). The prevalence of stunting increases with age from 19 percent of children under 6 months of age to 54 percent of children aged 36-47 months and then decreases thereafter. Data shows little difference exists, in case of stunting, between male and female children.
- The government's policy for childhood immunization which follows the WHO guidelines calls for all children (12-23 months) to receive: a BCG vaccination against tuberculosis; three doses of DPT vaccine to prevent diphtheria, pertusis and tetanus; three doses of polio vaccine; and a measles vaccine. As many as 82 percent of children aged 12-23 months have received all vaccines under immunization program (BDHS 2007).

2.3 Status of Child Protection

- Children are amongst the most vulnerable groups in the society. Various forms of marginalization and poverty make the children vulnerable to malnutrition, hazardous labor and trafficking. As a result their development and protection get impeded. While assessing the national resource allocation from children perspective, government's budgetary response towards this children's vulnerability reduction needs to be considered with proper attention.
- There are about 33 million children, about half of the total children, who live under poverty in Bangladesh (UNICEF, 2009). Nearly one-half of all children below age 5 or 6 are underweight or stunted. This suggests that children suffer from short-term, acute food deficits (as reflected in low weight-for-age) as well as from longer-term, chronic under-nutrition (as manifested in stunting). It is seen that while public food transfer programs, such as Food-for-Work, VGF and VGD, have hardly any effect on reducing overall levels of child malnutrition, they have fairly large effects on reducing malnutrition rates among the poorest quintile of children.
- Although child protection is a broad issue, it includes but not limited to right to protection from exploitation, discrimination, abuse, neglect and trafficking. Broadly, it further includes the right to safe places to play; positive child rearing behavior,

² Unicef Website, Bangladesh Demographic Health Survey (BDHS, 2007) and Multiple Indicator Cluster Surveys (MICS)

and ensuring an environment for overall evolving capacities of the children. One of the four core principles of CRC is to ensure the right to life, survival and development for the children. Bangladesh being an early signatory of CRC must take necessary action to make sure the principles of CRC is upheld.

- Child sexual abuse is one of the major concerns for development policy planners not just because of its pervasiveness but also due to its lack of exact information since this issue remains as a major proscscription in Bangladeshi society (UNICEF Website).
- The geographic and strategic location of Bangladesh has exacerbated the situation of child and women trafficking in this country. Although it has been quite difficult to provide accurate number of trafficked women and children, it is estimated that nearly 1 million women and 300,000 Bangladeshi children have been trafficked to brothels in India and Pakistan respectively (Gazi et. al. 2001; Hoque 2010).
- It can be said that in Bangladesh child protection is one of the least attended and prioritized sections in terms of political commitments and budgetary allocations. Although GOB has ensured gendered budget, child-budget has neither been promoted nor ensured. For development and policy planners who are interested to know about children's share in national budget, it has often become a difficult task to disaggregate the allocation for children from the national budget.
- Although MOWCA has been given the responsibility to safeguarding the interest of the children and often implementing specific tasks for women and children issues, budgetary constraint is a major factor. Although GOB consistently increases investment for Social Security and Welfare from 0.7 in FY05 to 1.3 in FY09 (as % of GDP), nothing have been achieved for building a mere protective environment for children of Bangladesh. In addition to that, any small grants allocated for child protection under various schemes fails to address child protection holistically.
- The PRSP of Bangladesh and NAP (2005-2010) has recognized the children's issues and subsequently promotes action plan to protect children's health and nutrition, drinking water and sanitation, sexual abuse, child trafficking and prostitution, disability and socio-economic discrimination. However, it requires sufficient budget allocation to smoothly operate different programs and schemes to protect children and to maneuver the plan in to action.
- Ministry of Labour and Employment in March 2010 formulated the 'National Child Labor Elimination policy 2010' with the objective of withdrawing the child labor from hazardous job and putting them in schools/vocational training centers through stipend, grant and creating income generating opportunities for their parents. The child trafficking issue and forced engagement of trafficked girls into prostitution and pornography are also addressed in the document.

3. Methodology

This budget tracking exercise is a part of investigating and monitoring government allocation and expenditure in selected ministries over the years. There are several methods to track expenditure and performance of public budgeting. Considering the data availability and the scope of work, the study has followed the methodology suggested by Malena (2008) with some revisions.

The key steps in implementing public expenditure tracking exercise are:

Step -1: To determine the scope and purpose of the tracking exercise

- ✓ First, it is important to decide the objective of the exercise, as this will affect how the tracking exercise is designed, and also whom to involve, the amount of resources required, etc.
- ✓ Second, the purpose may be to look into an entire sector, i.e. education, or a particular government program in a sector such as the provision of school feeding program, in a particular geographic area like for e.g. the education facilities in one district or one particular public service provider like for e.g. a specific educational institution.
- ✓ Finally, the scope of the exercise must be within the capacity of implementing organization(s).

Step-2: To select partners and key stakeholders, if required

- ✓ The nature and scope of tracking exercise may demand technical or resource support from other organizations. This will require establishing partnerships with experts and organizations such as think tanks, policy institutes, local, national or international NGOs or donors.
- ✓ Generally tracking requires a large network of organizations to correctly track the channeling of resources from ministry to beneficiary. However, with rapid assessment it is possible to accomplish tracking at the local level.
- ✓ Sometimes the researchers may seek help from government officials and MPs to gain access into government information.
- ✓ The nature of audience (citizens, beneficiaries, women, youth, public officials, public service contractors, policy-makers, politicians, the media, etc.) is also a key factor in determining and collaborating with other organizations.

Step-3: In designing the research/survey

- ✓ In the outset, it is important to look into the nature of the existing data and how to establish access to the information. This will determine whether the research would be quantitative and qualitative.

- ✓ Identify the information the researcher will receive from various stakeholders and informants to trace the expenditure chain. This will help in designing the research process.

Step-4: Collection, processing and analyzing the data

Data Collection (Quantitative Tracking):

- ✓ Employ trained researchers and data collectors at different level of resource distribution chain.
- ✓ Data collection of expenditure tracking involves three steps:
 - Tracing fund flows – i.e. from Ministry of Finance to the respective Ministry and then distribution of revenue and development budgets of that Ministry.
 - Identify child-centered key projects and programs that are run by the Ministry including its objectives, activities and coverage.
 - Comparing public expenditure per capita with some selected South Asian countries.
- ✓ In some cases, additional research articles may need to be carried out for exploring the key issues which contributes and affects the performance.

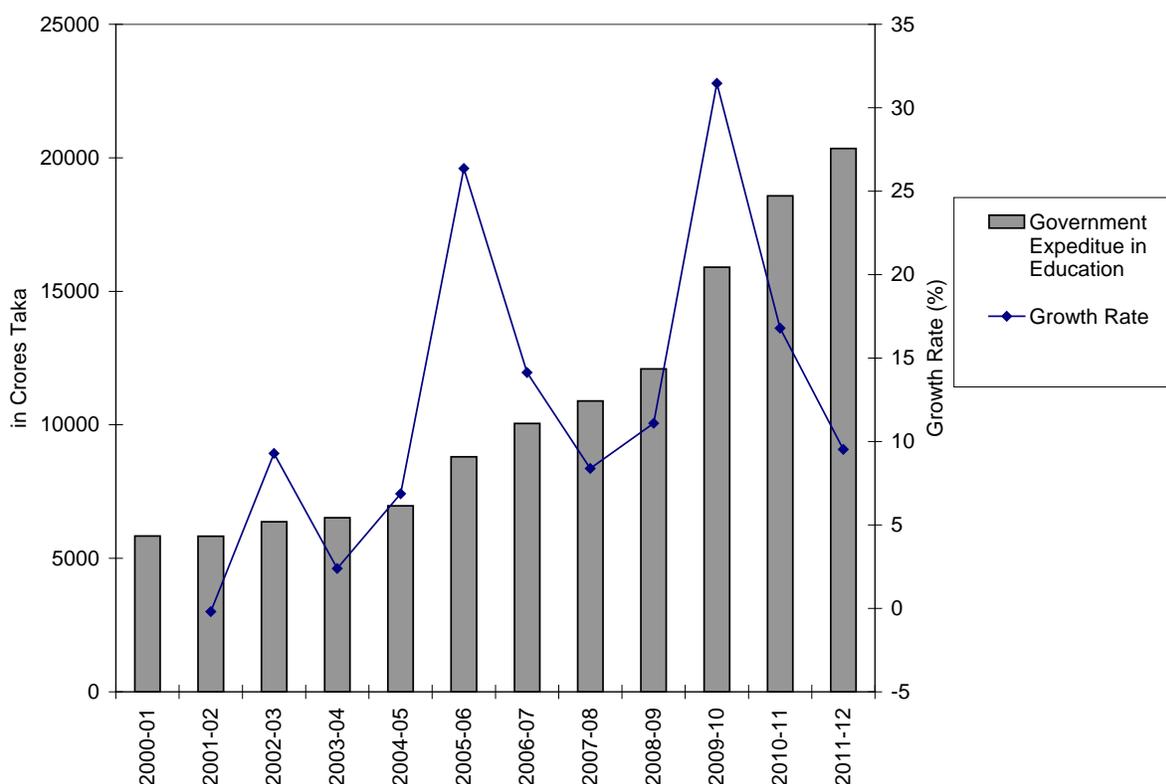
4. Tracking Education Sector Expenditure

4.1 Trends in Overall Education Spending by GoB

Bangladesh's education budget has more than tripled (3.1 times) in the last 10 years from Tk 5,837 crores in FY2000-01 to Tk 18,575 crores in FY2010-11. While in this period, number of students passed in SSC and HSC examination has been multiplied by more than 3.8 times with 10.76 lakh students and 5.74 lakh students passing SSC and HSC, respectively, in 2011. This, however, represents a marginal decrease in per capita education expenditure by GoB in that period.

In current fiscal year, FY2011-12, GoB has allocated 20,316 crores for education sector which is 9.53 percent higher than actual education expenditure of the previous year, FY2010-11. Though in terms of size this is the largest GoB allocation in education sector, the growth is substantially lower than the growth rate of previous two years (the growth rate was 31.46 percent in FY2009-10 and 16.79 percent in FY2010-11).

Figure 4.1: Actual Government Expenditure in Education by GoB from FY2000-01 to FY11-12



Source: Ministry of Finance

(*Budget allocation is used for 2011-12.)

Figure 4.1 demonstrates that government expenditure in education increased in every year than the previous year except in FY2001-02 (growth rate was -0.19 percent than FY2000-01). Disaggregated data shows a marked reduction (-7.63 percent) in development expenditure in that year which has dragged down the total government expenditure in education. This may have happened because of the uncertainty aroused related to regime change in that fiscal year.

FY2009-10, on the other hand, registered the highest growth rate (31.46 percent) in the last 10 years. This was the first budget year by the current government who inscribed more support (both in quantity and quality terms) for education sector in their election manifesto. The subsequent year, FY2010-11, also experienced a large growth of 16.79 percent which is the third highest in the last decade. The second highest growth rate (26.37 percent) in education expenditure was in FY2005-06 as GoB enhances 'the salary support to the teachers and employees of MPO-listed non-government schools and colleges from January 2005' (Budget Speech of FY2005-06, Bangladesh Parliament). So, the aggregate increase in education in FY2005-06 can be largely attributed to the enormous growth in revenue expenditure.

4.2 Trends in Public Education Expenditure as Share of National Budget

Education sector demands continuous investment from government to increase the coverage as well as to impart better quality education. This rationale is far more valid for a developing country like Bangladesh which yet not achieved universal primary education. In addition, population growth of Bangladesh still lies above the fertility replacement level resulting higher number of students entering the education sector in each succeeding year. Therefore it is worthy to look into the trend of the share of education in total public expenditure.

Table 4.1: Education expenditure as Share of Total Public Expenditure from FY2000-01 to FY11-12

| Year | Government Expenditure in Education | Total Government Expenditure (National Budget) | Education as Share of Total Expenditure | |
|---------|-------------------------------------|--|---|--------|
| 2000-01 | 5,837 | 37,435 | 15.59 | Change |
| 2001-02 | 5,826 | 38,165 | 15.27 | 0.33 |
| 2002-03 | 6,367 | 40,842 | 15.59 | -0.32 |
| 2003-04 | 6,519 | 45,295 | 14.39 | 1.20 |
| 2004-05 | 6,967 | 51,668 | 13.48 | 0.91 |
| 2005-06 | 8,804 | 55,606 | 15.83 | -2.35 |
| 2006-07 | 10,048 | 64,073 | 15.68 | 0.15 |
| 2007-08 | 10,890 | 90,692 | 12.01 | 3.67 |
| 2008-09 | 12,098 | 89,319 | 13.54 | -1.54 |
| 2009-10 | 15,904 | 101,603 | 15.65 | -2.11 |

| | | | | |
|--------------------|--------|---------|-------|------|
| 2010-11 (Revised) | 18,575 | 130,011 | 14.29 | 1.37 |
| 2011-12 (Proposed) | 20,316 | 163,589 | 12.42 | 1.87 |

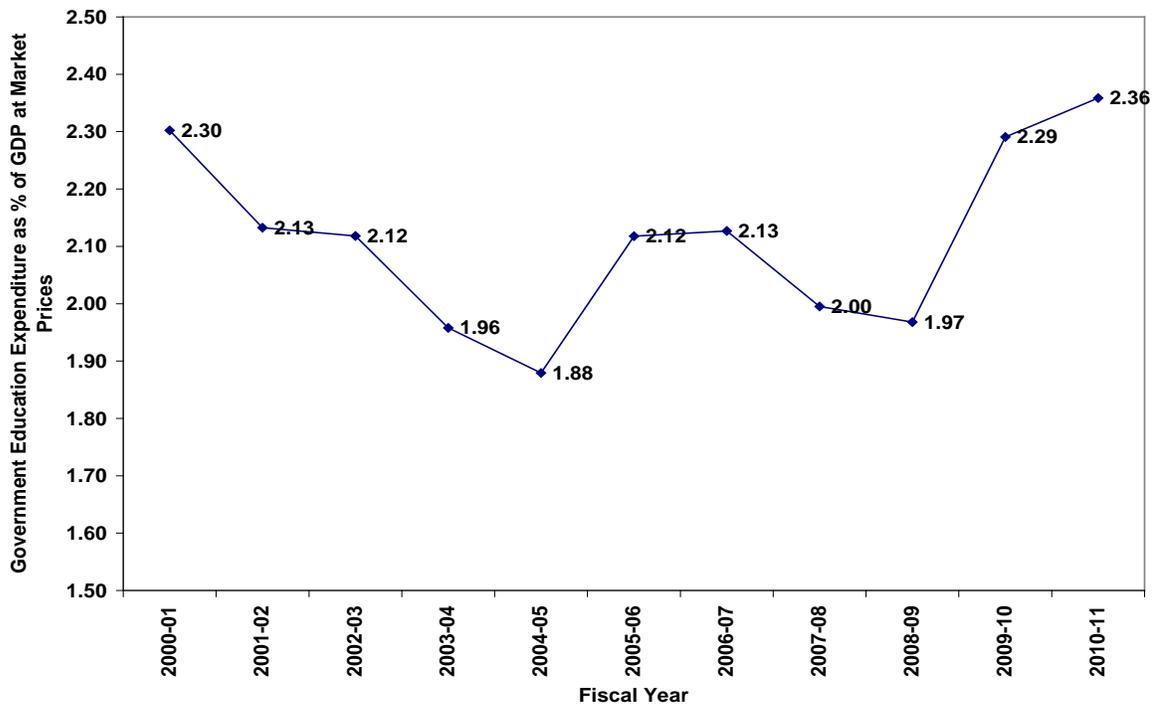
Source: Ministry of Finance

In the last decade, GoB spent on average 14.48 percent of total public expenditure in education. This is higher than the OECD countries average (12.9 percent of total public expenditure) (OECD, 2011). However, year-to-year comparison (Table 4.1) shows the trend of education's share in public expenditure – the highest (15.83) was attained in FY2005-06, while FY2007-08 registered the lowest (12.01).

4.3 Trends in Public Investment in Education as Share of GDP

Bangladesh has achieved on average more than 5 percent GDP growth rate since 2000 which has been the highest since the country's independence (World Bank, 2011). How much of this increased wealth has been invested in education? In FY2000-01, public expenditure in education was 2.3 percent of GDP at market prices. Figure 4.2 shows that this ratio has been declined for the next four years with bottoming at 1.88 percent of GDP in FY2004-05. Impressive growth in public expenditure in education in the last two years (FY2009-10 and FY2010-11) of this decade lifted this ratio to 2.36 percent which is just above the first year of this decade.

Figure 4.2: Public Expenditure in Education as Share of GDP at Market Prices from FY2000-01 to FY2010-11



Source: Ministry of Finance

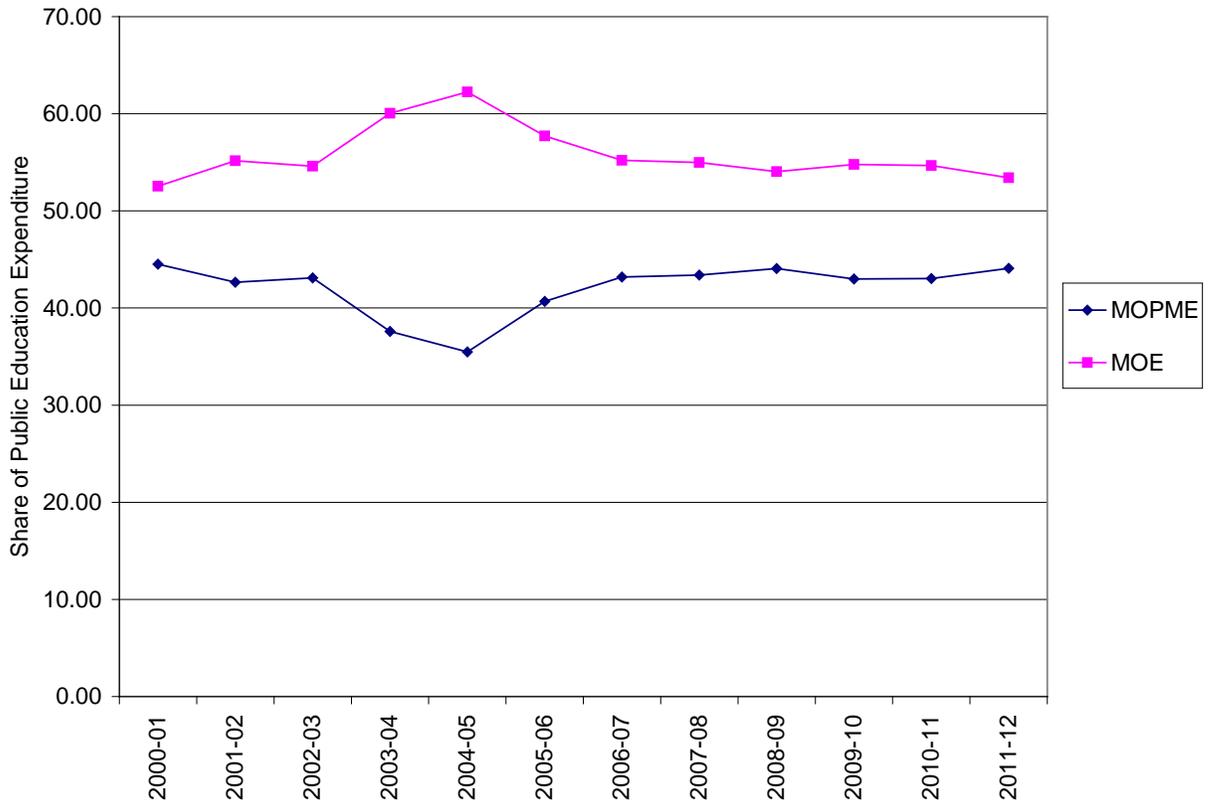
(*Provisional data is used for 2010-11.)

OECD (2011) shows that OECD countries, in 2008, spent on average 6.1 percent of their GDP in education. And between 2000 and 2008, public expenditure in education has increased in a faster rate than GDP in 25 of the 32 OECD countries. In comparison, from 2000 to 2008, GoB's education expenditure was only, on average, 2.08 percent of GDP and this ratio actually decreased in this period with the increase in GDP growth. This represents a dismal picture and demands a large boost in education spending if the country really wants to provide quality education to all.

4.4 Trends in Primary, Secondary and Tertiary Education Budgets

The education sector in Bangladesh is comprised of three ministries: Ministry of Primary and Mass Education (MOPME), Ministry of Education (MOE) and Ministry of Science and Technology (MOST). MOPME is responsible for imparting primary education for children and non-formal education to adults. The primary education in Bangladesh consists 5 years of schooling for children aged from 6 years to 10 years. However, the Education Policy 2010 plans to increase the length of primary education by adding 3 more years of schooling. GoB plans to implement it from 2013. MOE is the apex authority in administering and providing post-primary education – 3 year junior secondary (this will be shifted to the MOPME after 2013), 2 year secondary, 2 year higher secondary and 5-6 year university level education. MOST is involved in providing training and knowledge on science and technology to post-primary level.

Figure 4.3: Share of MOPME and MOE in Public Expenditure in Education from FY2000-01 to FY2011-12



Source: Ministry of Finance

(*Budget allocation is used for 2011-11.)

In FY2011-12, 44.08 percent of public education expenditure is allocated to MOPME, 53.41 percent to MOE and 2.51 percent in MOST. Figure 4.3 shows that the ratios in allocation to MOPME and MOE remain somewhat similar throughout the last decade. Only two years (FY2003-04 and FY2004-05) saw significant increase in allocation in favour of MOE. It is encouraging that this phenomenon was temporary as lower allocation in primary level negatively affects the attainment of universal primary education.

4.5 Trends in Revenue (Non-Development) and Development Budgets

Revenue budget (also termed as Non-Development budget) is the part of budget which pays the salaries and allowances to employees (teachers and administrators), cost of services (books, materials, etc.), and others running costs. While Development budget includes investment projects to build new schools, improving existing facilities and renovating old facilities, technical assistance projects in terms of infrastructure and material support, and jointly (GoB and donor) funded projects to improve the accessibility of students and teaching quality of teachers.

On average, revenue expenditure now holds around 70 percent of education expenditure and the rest 30 percent is spent as development expenditure. Table 2 portrays that revenue budget increased as share of total budget in education sector in the first 5 years of last

decade (FY2003-04) and then marginally declines in the final five years (FY2007-08 to FY2011-12). The increasing share of revenue expenditure is a proof that GoB is relying less on foreign grant/aid to finance the education program and also that many education programs which earlier were project-based has been mainstreamed into the government activities.

Table 4.2: Share of Revenue and Development Budget in Education Sector from FY2001-02 to FY2011-12

| Year | 2001-02 | 02-03 | 03-04 | 04-05 | 05-06 | 06-07 | 07-08 | 08-09 | 09-10 | 10-11 | 11-12 |
|-------------|---------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Revenue | 64.3 | 61.6 | 67.8 | 71.6 | 70.6 | 75.0 | 74.8 | 74.5 | 73.8 | 73.6 | 71.1 |
| Development | 35.7 | 38.4 | 32.2 | 28.4 | 29.4 | 25.0 | 25.2 | 25.5 | 26.2 | 26.4 | 28.9 |

Source: Ministry of Finance

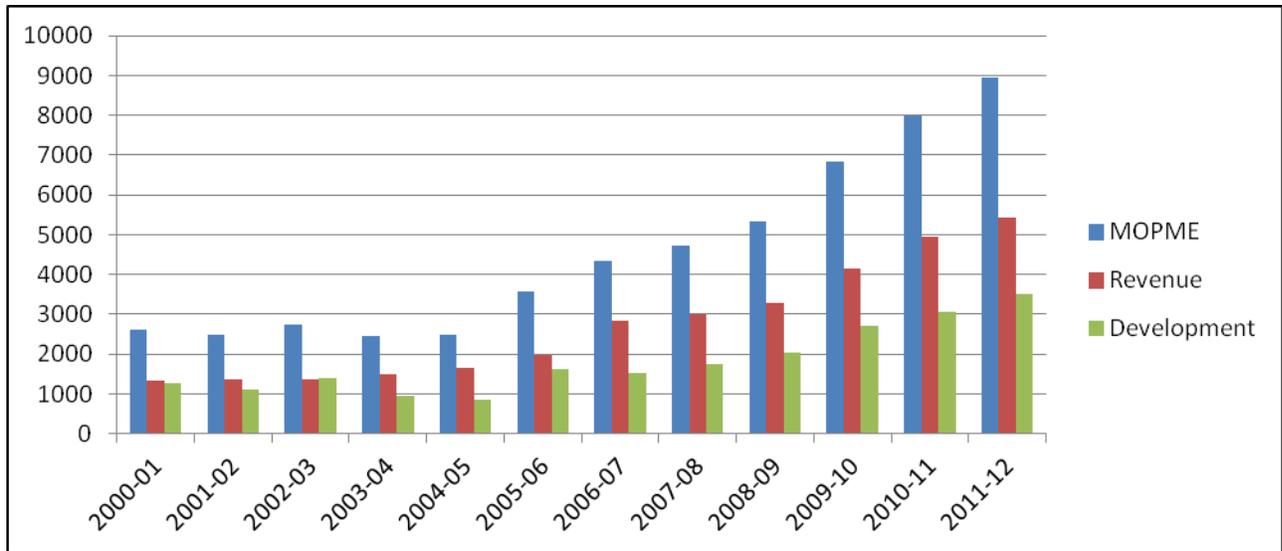
(*Budget allocation is used for 2011-11.)

4.6 Trends in MOPME Budgets

In FY2011-12, GoB has allocated 8.95 thousand crore taka for the Ministry of Primary and Mass Education (MOPME) which is just above 12 percent in compared to previous year expenditure. Since FY2005-06, the growth rate in MOPME budget allocation is higher than overall education sector allocation (the only exception is FY2009-10). MOPME budget allocation in FY2011-12 is 3.45 times higher than FY2000-01 allocation. This demonstrates GoB's emphasis in ensuring primary education for all children.

On the distribution between revenue and development budget, in the last 5 years (FY2007-08 to FY2011-12) 61.5 percent of MOPME budget was spent under revenue budget and the rest, 38.5 percent, used for development budget. On the contrary, in the first 5 years of last decade (FY2001-02 to FY2005-06) on average 57.4 percent of MOPME budget allocation was spent in revenue budget. So, the revenue expenditure got boost from two sides – the gross allocation of MOPME has been increasing and the share of revenue expenditure in MOPME budget allocation is also increasing.

Figure 4.4: Public Expenditure in MOPME (with revenue and development) from FY2000-01 to FY2011-12

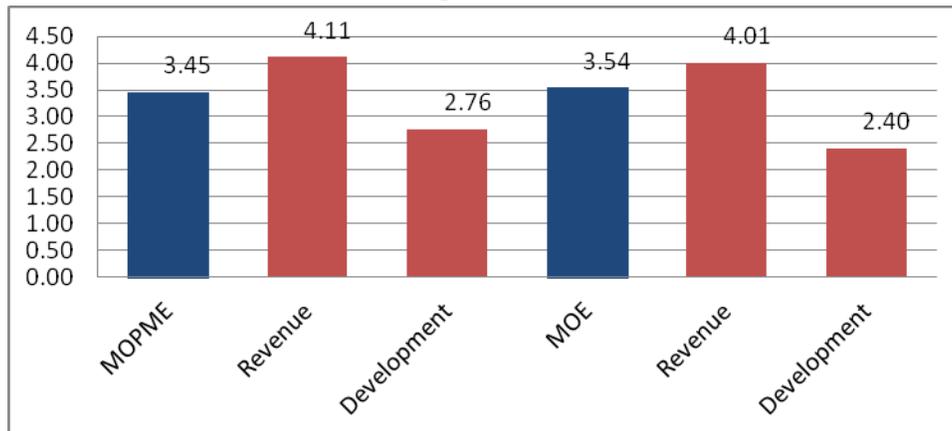


Source: Ministry of Finance

(*Budget allocation is used for 2011-11.)

In FY2011-12, the allocation for MOPME revenue expenditure is 5.4 thousand crore taka which is 4.11 times in compared to FY2000-01 allocation (figure 4.5). On the other hand, MOPME development expenditure allocation in FY2011-12 is 3.5 thousand crore taka that stands around 2.76 times in compared to FY2000-01 allocation (figure 4.5). A much higher increase in MOPME revenue expenditure portrays a clear indication of mainstreaming the education activities which previously run under project based development budget.

Figure 4.5: No. of times increase in Public Expenditure from FY2000-01 to FY2011-12



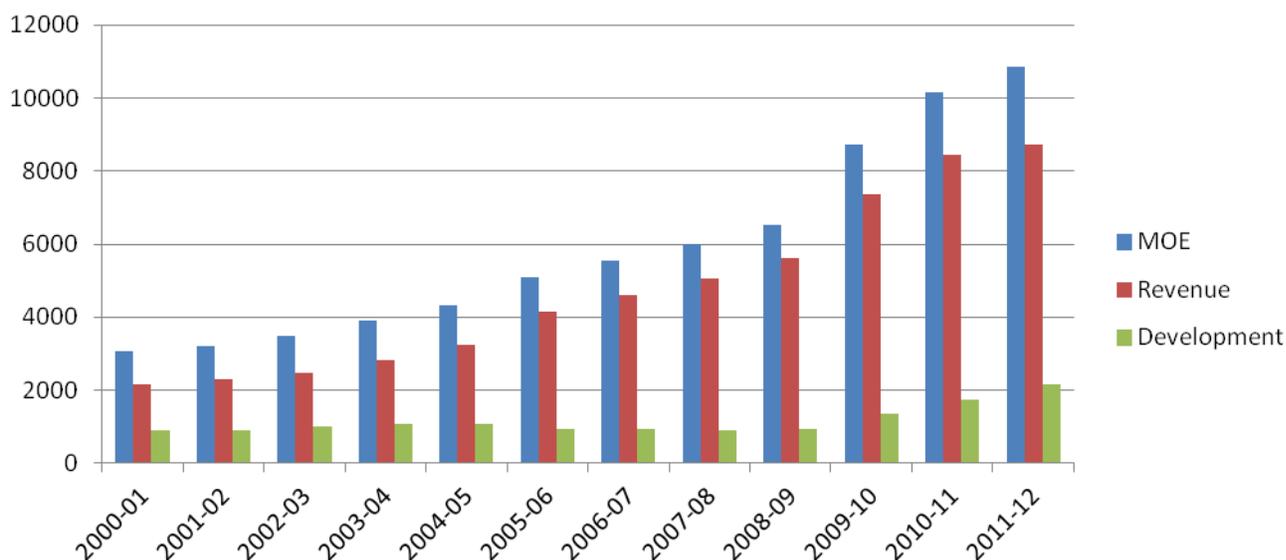
4.7 Trends in MOE Budgets

Ministry of Education (MOE) received 10.85 thousand crore taka as total budget in FY2011-12 of which 80.25 percent is allocated for revenue budget and the rest 19.75 is proposed for development budget. This FY2011-12 MOE allocation is 6.84 percent higher than previous year actual expenditure. While in compared to the first year of this decade FY2000-01, MOE budget allocation in FY2011-12 was 3.54 times higher. Figure 4.5 shows

that revenue expenditure growth in MOE (4.01 times increase from FY2000-01 to FY2010-11) was substantially higher over the years than development expenditure growth (2.40 times increase from FY2000-01 to FY2010-11).

Currently MOE covers 7 years of schooling and MOPME covers 5 years of schooling in the 12 year school education. This justifies increased allocation in MOE in compared to MOPME. MOE allocation also includes expenditure for university, university colleges and diploma. In FY2011-12, total MOE allocation is 1.2 times higher than total MOPME allocation. While revenue expenditure in MOE is 1.6 times higher than revenue expenditure in MOPME in FY2011-12. One of the key factors behind higher MOE revenue expenditure is higher salary scale for MOE teachers. Generally MOE has lower student coverage than MOPME.

Figure 4.6: Public Expenditure in MOE (with revenue and development) from FY2000-01 to FY2011-12



Source: Ministry of Finance

(*Budget allocation is used for 2011-11.)

4.8 Coverage in public examinations

In 2011, no. of students appeared in Primary Terminal Examination (5 year schooling), Junior Certificate Examination (8 year schooling), Secondary School Certificate Examination (SSC) (10 year schooling) and Higher Secondary Certificate Examination (HSC) (12 year schooling) were 2.18 million, 1.49 million, 1.3 million and 0.76 million, respectively. This clearly represents a high drop-out rate exists for students at primary and secondary level education.

However, when these numbers (appeared and passed in these examinations) are portrayed into a time series, it reveals that GoB has made some great achievements in both coverage and quality of education for the children. Table 4.3 shows that no. of students appeared in

Primary Terminal Examination increased by 0.36 million students from 2009 to 2011. The pass rate also significantly increased in 2011 in compared to the previous years.

Table 4.3: No. of students appeared in Primary Terminal Examination from 2009 to 2011

| Year | 2009 | 2010 | 2011 |
|------------------------|-------|-------|-------|
| Appeared (in millions) | 1.82 | 1.94 | 2.18 |
| Pass rate (%) | 88.84 | 92.34 | 97.28 |

Source: the Daily Star and Education Boards of Bangladesh

The current government has introduced Primary Terminal Examination in 2009 and Junior School Certificate and Junior Dakhil Examination in 2010. In just one year (from 2010 to 2011), no. of students appeared in these two exams increased by 0.1 million and also the pass rate has shoot up from 71.34 percent to 82.67 percent in Junior School Certificate and 81.03 percent to 88.71 percent in Junior Dakhil Examination.

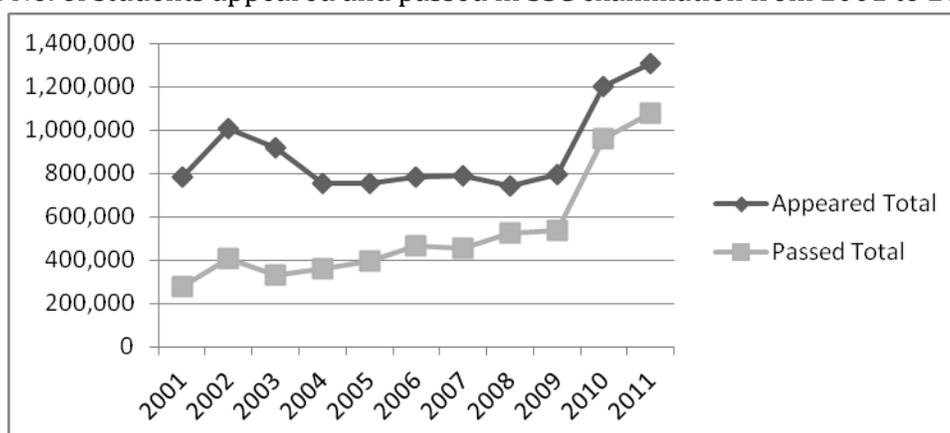
Table 4.4: No. of students appeared in Junior Certificate Examinations from 2010 to 2011

| Year | | 2010 | 2011 |
|------------------------|---------------------------|-------|-------|
| Appeared (in millions) | | 1.39 | 1.49 |
| Pass rate (%) | Junior School Certificate | 71.34 | 82.67 |
| | Junior Dakhil Examination | 81.03 | 88.71 |

Source: the Daily Star and Education Boards of Bangladesh

Figure 4.7 shows that no. of students appearing SSC has increased significantly in 2010 and 2011 after six years of stagnant trend. However, the pass rate has been constantly increased over the last decade from 35.22 percent in 2001 to 82.31 percent in 2011.

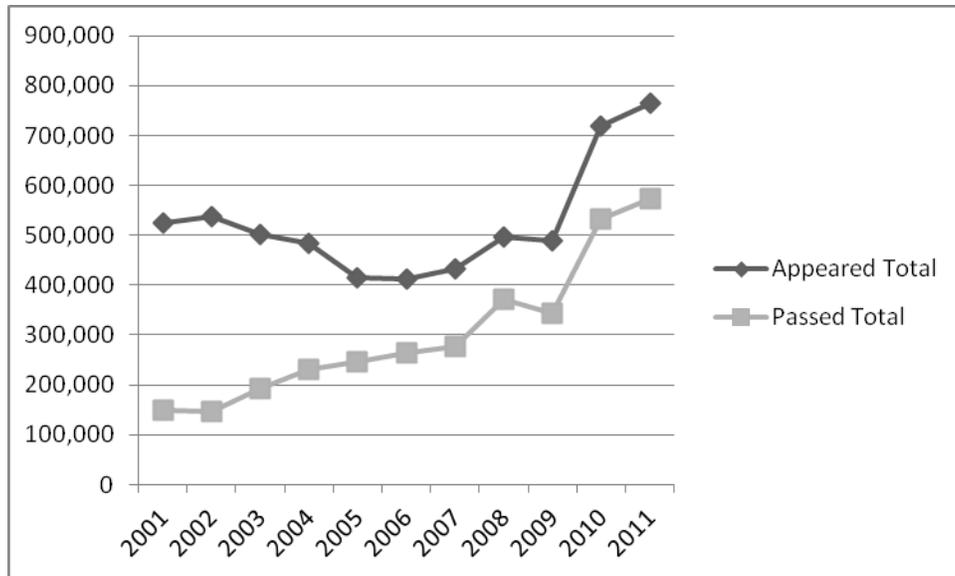
Figure 4.7: No. of students appeared and passed in SSC examination from 2001 to 2011



Source: Bangladesh Bureau of Educational Information and Statistics

No. of students appeared in HSC examination also increased in the last ten years from 0.52 million in 2001 to 0.76 million in 2011, while no. of students passed increased from 0.28 million to 0.57 million in this period. The increase in pass rate is quite remarkable with only 28.4 percent pass rate in 2001 which rose to 75.1 percent in 2011.

Figure 4.8: No. of students appeared and passed in HSC examination from 2001 to 2011

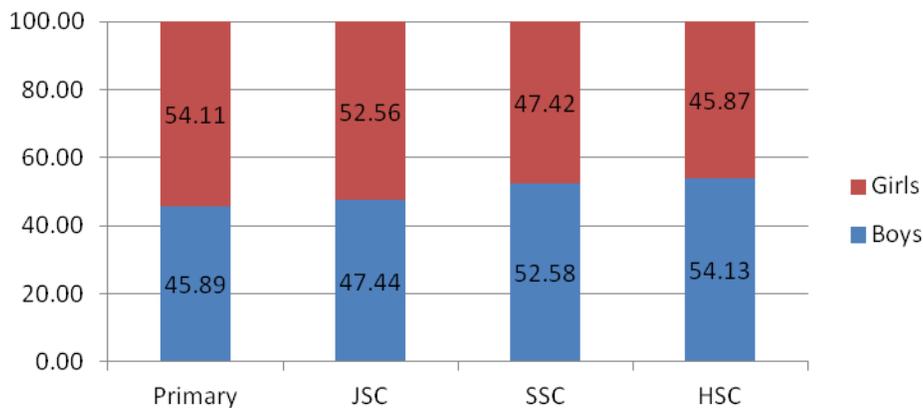


Source: Bangladesh Bureau of Educational Information and Statistics

4.9 Ratio of boys and girls in public examinations

GoB has crossed gender parity level at primary and junior secondary level, while it is on the path to achieve gender parity in SSC and HSC level. Figure 4.9 demonstrates that girls were 54.11 percent and 52.56 percent of total no of students passed in primary terminal education and junior certificate level examinations in 2011. While girls' share stand around 47.42 percent and 45.87 percent at SSC and HSC level in 2011.

Figure 4.9: Share of boys and girls in four public examinations in 2011



Source: Bangladesh Bureau of Educational Information and Statistics and the Daily Star

Table 4.5 demonstrates that the share of girls among the no. of students passed in SSC and HSC has been consistently increasing since 2001. At current trend, gender parity will be achieved by 2014 in SSC and by 2016 in HSC.

Table 4.5: Share of girls among no. of students passed in SSC and HSC from 2001 to 2011

| | SSC | HSC |
|------|-------|-------|
| 2001 | 40.76 | 41.61 |
| 2002 | 40.67 | 41.18 |
| 2003 | 41.61 | 41.36 |
| 2004 | 43.23 | 41.36 |
| 2005 | 43.92 | 41.64 |
| 2006 | 45.19 | 43.65 |
| 2007 | 45.65 | 44.48 |
| 2008 | 47.31 | 46.42 |
| 2009 | 47.61 | 46.62 |
| 2010 | 46.70 | 45.90 |
| 2011 | 47.42 | 45.87 |

Source: Bangladesh Bureau of Educational Information and Statistics

4.10 Achievements and major projects in MOPME

MOPME on 15th November, 2011 published a statement on the current status of primary education and achievements of GoB in last three years (2009-2011). The major points in the statement were:

A. Projects and programs to ensure universal primary education

1. GoB has attained 99.64 percent admission of all school-going eligible children at class-I in 2011.
2. In total 7.5 lakh drop-out students are receiving education under 'Reaching out of school children' project. Children receive 800 taka allowance and 920 taka allowance per year for class-I to Class-III and Class-IV to Class-V, respectively.
3. GoB has started pre-primary education at experimental basis in 31,208 schools for 3 to 5 years aged children. The newly formulated education policy 2010 plans to introduce pre-primary education all over Bangladesh in 2013.
4. In last three years (2009 to 2011), in total 1.22 lakh child labours received basic education. Of them, 11,971 have been admitted in junior secondary schools to continue their education. This project is known as 'Basic Education Project for Child labour in City' (2nd Phase).
5. Under the program of 'improving the living standard of children', 8.43 lakh students at primary level received awareness raising training on cleanliness, health and nutrition, etc. However, the achievement rate is just below 50 percent as GoB planned to cover 8.37 lakh students under this program.

B. Infrastructure development projects

6. Under the infrastructure development projects which fall under development budget of MOPME, GoB has renovated, rebuilt and improved the classroom facility of about 18000 primary schools. To provide safe drinking water and sanitation, GoB erected 2724 tube-well and 10,808 toilets in primary schools.
7. Following the guidelines of the National Education Policy 2010, GoB has started building one primary school in every village and one Primary Teacher's Institute (PTI) in every district. Under this project, GoB has already erected 700 primary schools in 2011 and an additional 700 school is under construction. The process of establishing 12 PTI has also been initiated. GoB plans to achieve both targets by 2015.

C. Social Protection and Education Material support

8. GoB now provides stipend to 78 lakh primary school-going students (100 taka for one child and 125 for multiple child studying at primary level).
9. GoB has distributed free textbook for all primary school-going children which stands around 1 crore.
10. In total 15 lakh students in 61 Upazila are receiving nutritious biscuit (75 gm) under the objective of improving school attendance of poor children. An internal MOPME study has found 65 percent success rate has been achieved in this project.
11. Under 'Hard-to-Reach Project', 1.46 lakh poor primary students received school bag, notepad, pencil and pen.

D. Human Resource for teaching

12. 'Basic Education Project for Child labour in City' (2nd Phase) has recruited 6563 teachers in last three years to increase its coverage.
13. GoB has appointed 60,963 teachers, including headmaster and assistant teacher, in primary schools.
14. Skill development programs have been conducted for Upazila and District education officers on MIS (Management Information System), Headmasters on SMT (School Management Training), etc.

4.11 Development projects in MOE

Table 4.6 shows that allocation sub-categories of development budget in MOE from FY2008-09 to FY2010-11. 'Secondary, Higher Secondary and College education' category received the highest allocation in all three fiscal years. The next two categories are University Grants Commission (UGC) and Technical and Vocational Education with 20.95 and 14.38 percent, respectively, of FY2010-11 MOE development budget allocation. The

allocation implies that GoB is giving more emphasis in erecting infrastructure at secondary and higher secondary level and also for vocational education.

Table 4.6: Share of girls among no. of students passed in SSC and HSC from 2001 to 2011

| | | FY2008-09 | FY2009-10 | FY2010-11 |
|----|--|-----------|-----------|-----------|
| 1. | Secondary, Higher Secondary, and College Education | 478.50 | 792.08 | 930.04 |
| 2. | UGC | 168.11 | 261.08 | 340.30 |
| 3. | Technical and Vocational Education | 83.01 | 97.16 | 233.64 |
| 4. | Education Engineering Department | 262.53 | 271.01 | 117.00 |
| 5. | MoE | 8.39 | 9.47 | 3.71 |
| | Total | 1000.54 | 1430.80 | 1624.69 |

Source: Ministry of Education Website (www.moedu.gov.bd)

Some key projects under these categories are³:

1. Since 2010, GoB is providing free textbooks for junior secondary students (class-VI to class-VIII).
2. Establishing 6 new colleges and 11 higher secondary schools in the cities for the children of working poor families.
3. With the assistance of World Bank, GoB undertaken 'Secondary Education Quality and Access Enhancement Project (SEQAEP)' project to improve the teaching quality at classroom and piloting performance-based incentive for these teachers and administrators.
4. Establishing new IT-based model school and madrasa at higher secondary and college level under Secondary Education Sector Development Project (SESDP).
5. Also, a project named 'Teaching Quality Improvement in Secondary Education' has been ongoing to improve the teaching quality at distant and underperforming schools.

4.12 National Education Policy 2010

The current government has formulated a new National Education policy 2010 which will be the framework of undertaking future education projects from FY2009-10 to FY2017-18. The key plans delineated by the new policy are:

Pre-Primary education: A one-year pre-primary schooling will be introduced for 5+ children. Later, this will be extended up to 4+ children.

Primary education:

³ Bangladesh Economic Review 2011

- At least one primary school will be established in the villages that have none.
- The duration of primary education will be extended from Class V [now in practice] to Class VIII. Necessary infrastructural development and recruitment of adequate number of qualified teachers will be undertaken for this purpose by 2018.
- With a view to introducing non-discriminating education system, a uniform curricula and syllabus will be followed to integrate all the streams of primary education such as government and nongovernment primary schools, kindergartens (both Bangla & English media) and ibtedaye madrassas. The schools can teach some extra subjects, in addition to those specific subjects, with permission from the relevant authority.
- The ratio of teacher and students in primary education will be 1:30 by 2018.
- At present, the drop-out rate till or before the completion of Class V is about 50% and of the rest, about 40% leave the school before completing Class X. It is extremely urgent to bring down this rate of drop-out. So, necessary measures will be implemented so that all students are enabled to complete Class VIII and it will be ensured by 2018.
- Special provisions like free admission, free education materials, free lunch at schools and stipends will be arranged to attract and retain street children and ultra-deprived children in the schools.

Secondary education:

- In the new academic structure, the secondary level of education will include Classes IX to XII. At this level, the media of instruction will be Bangla, but as per the competence of any educational institution, it may also be English.
- Teacher-student ratio will have to be progressively raised in phases to 1:30 by 2018.

Vocational and technical education:

- Pre-vocational and ICT education will be introduced in every stream of Classes VI to VIII to create skilled manpower.
- On completion of Class VIII, a student can enroll in vocational/technical education for 6 months. Then they will be considered to have acquired National Standard of Skills-1. By completing Classes IX, X and XII in vocational and technical education, one can attain respectively National Standard of Skills 2, 3 and 4.
- Also, on completion of Class VIII, one can undergo vocational training of 1, 2 and 4 years to be coordinated by mills, factories, and government technical institutes or non-government vocational training institutes situated in the upazilas and districts and thereby earn National Standard of Skills 2, 3 and 4.

- SSC graduates and students having certificates of National Standard of Skills 4 are eligible for admission in various diploma programs e.g. Diploma in Engineering/ Business Management (XI-XII)/Diploma in Commerce (XI-XII).
- Students having technical diplomas will be eligible for admission in Bachelor program of different and relevant courses (such as Engineering, Textiles and Agriculture etc.) through some tests and coordination of credits.
- Teacher-student ratio in vocational/technical educational institutions will be 1: 12

Madrasa Education:

- To bring conformity of current Madrasa courses with the mainstream education, it will be redesigned where Ibtedaye courses will be of 8-year and Dakhil and Alim 2-year each. 4-year Fazil honours and 1-year Kamil course will be introduced to coordinate these with the higher education of general stream.

4.13 Public Expenditure per student

The World Development Indicator publish cross-country data on public expenditure per student which is calculated by public current spending on education divided by the total no. of students and then converting it as a percentage of GDP per capita.

Table 4.7 demonstrates that there is an increasing trend in public expenditure per student at primary level and a decreasing trend in secondary level from 2006 to 2009. This study has observed similar trend in the share of gross allocation in primary, secondary and tertiary level in total education sector allocation.

Table 4.7: Public Expenditure per student as percentage of GDP per capita from 2006 to 2009

| | | 2006 | 2007 | 2008 |
|-----------------|------------|------|------|------|
| Primary Level | Bangladesh | 9.0 | 11.3 | 10.7 |
| | India | 8.6 | | |
| | Vietnam | | | 19.6 |
| Secondary Level | Bangladesh | 15.9 | 15.5 | 14.9 |
| | India | 15.7 | | |
| | Vietnam | | | 17.2 |

Source: World Development Indicators

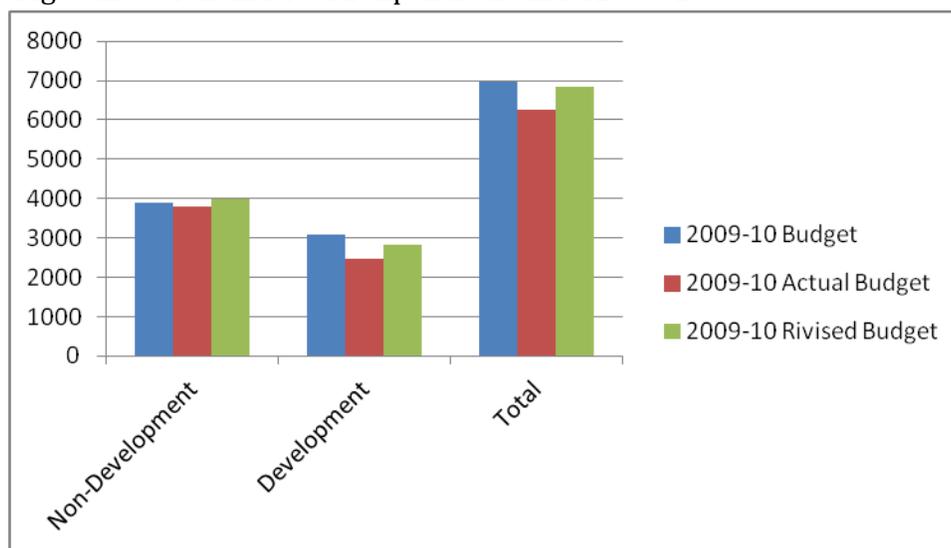
Table 4.7 also shows that Bangladesh’s public expenditure per student as percentage of GDP per capita is higher than India at both primary and secondary level but significantly lower than Vietnam at both levels. The higher rate of poverty reduction in Vietnam suggests a strong case for increasing the public investment in education which may bring benefits in terms of poverty reduction and eliminating child labour in Bangladesh.

5. Tracking Health Sector Expenditure

5.1 Trend in allocation and actual expenditure

The ministry of Health and Family Welfare (MoHFW) is entrusted to design health policy for a healthy nation and realizing the policy goals through implementation of programs. So the aspect of proposed, revised and actual allocation for the ministry of Health and Family Welfare reflects the government's priorities to build a healthy nation.

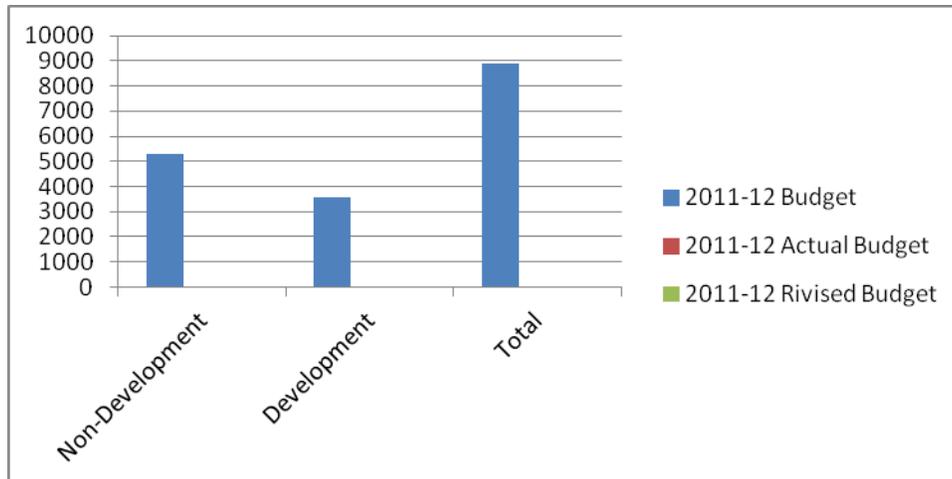
Figure 5.1: Budget allocation and actual expenditure in FY2009-10



Source: Ministry of Finance

But for the current fiscal year we only get information about the allocation for development and non-development sector in the proposed budget. Here we can see that the total budget allocated for the fiscal year 2011-12 is 886 crores taka.

Figure 5.2: Proposed budget allocation in FY2011-12

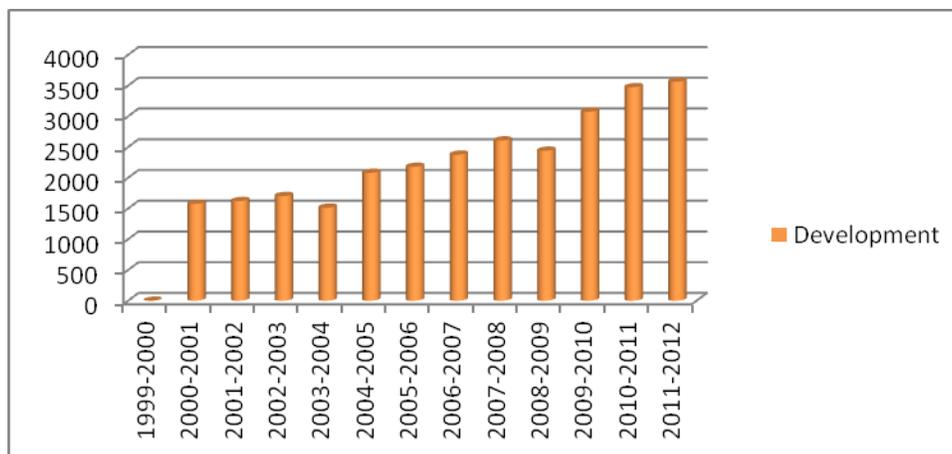


Source: Ministry of Finance

5.2 Trends in Development and Non-Development Budgets

So for the deeper understanding about the expenditure pattern for the ministry of Health and Family Welfare (MoHFW) we need to focus on broader spectrum where the analysis for the expenditure pattern of Development and Non-development budget, implementation pattern, rate of change of development and non-development budget can be very insightful.

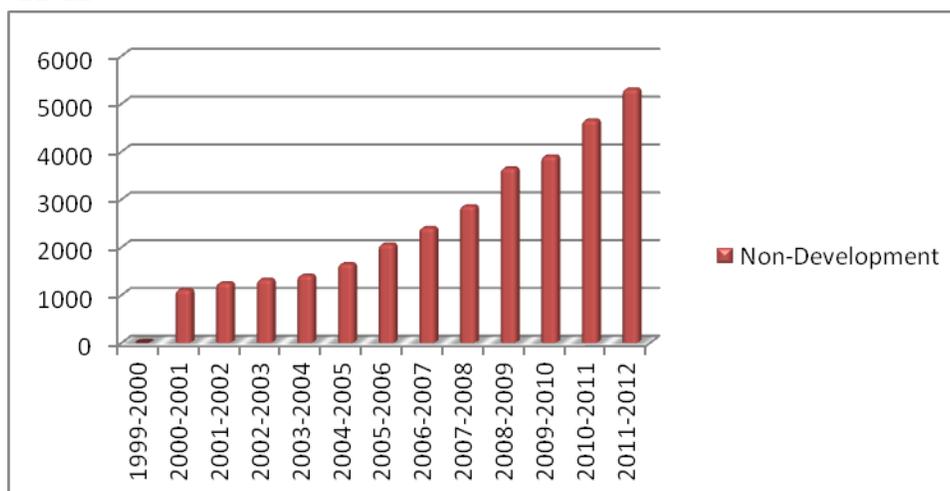
Figure 5.3: Trend in allocation in Proposed Development Budget in MoHFW from FY1999-2000 to FY2011-12



Source: Ministry of Finance

From the table it is evident that there is a slightly increasing pattern in proposed development budget from the year 1999 to 2012. But this is only the rough part of the story. This increase may be ambiguous increase until we consider the real monetary value of this increase. The impact of high inflationary pressure may change the scenario of increasing allocation pattern.

Figure 5.4: Trend in allocation in Proposed Non-Development Budget in MoHFW from FY1999-2000 to FY2011-12



Source: Ministry of Finance

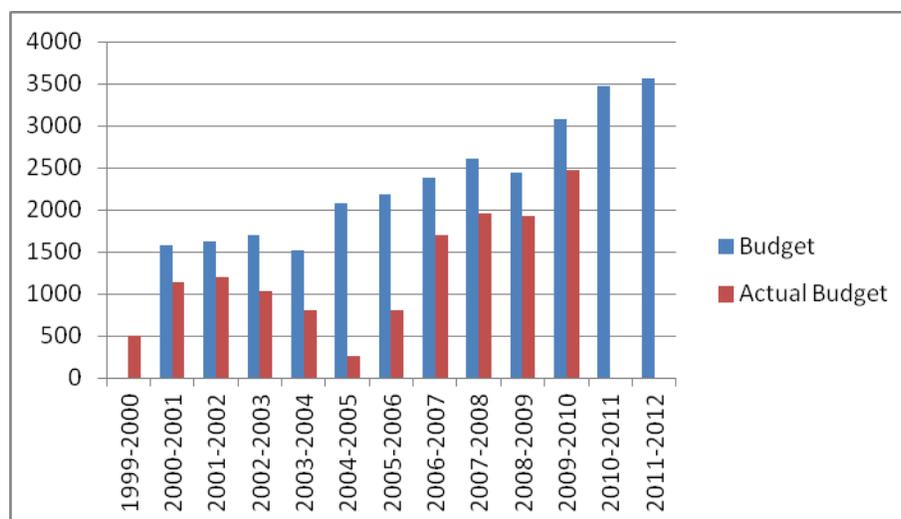
If we compare the increasing pattern for development and non-development allocation we clearly find that the increase in the allocation for non-development is sharper than the increase in the allocation of development budget.

If we look at the pattern of expenditure regarding development budget the scenario is not satisfactory because though the economy is growing, inflation pressure is severe there is no clear trend of increasing pattern in actual development budget in MoHFW. Since the MoHFW is the single ministry which directly involve to implement the vision for transmuting every children as a human capital in the new global arena. In this regard the role of MoHFW has failed to take the appropriate action and program for the children so that they are ready to face the challenge of Globalization which is evident from the poor implementation status of development budget.

5.3 Trends in Actual Implementation of Development Budget

From the following graph we find that the implementation status is conspicuously low for the fiscal year 2004-05 and the highest implementation of development budget for the year 2009-10 in percentage of proposed allocation.

Figure 5.5: Actual Implementation vis-à-vis proposed allocation in MoHFW from FY1999-2000 to FY2011-12



| | Proposed Budget | Actual Expenditure | % of Implementation | % of Non-Implementation |
|-----------|-----------------|--------------------|---------------------|-------------------------|
| 1999-2000 | | 497 | | |
| 2000-2001 | 1577 | 1137 | 72.1 | 27.9 |
| 2001-2002 | 1621 | 1191 | 73.5 | 26.5 |
| 2002-2003 | 1702 | 1036 | 60.9 | 39.1 |
| 2003-2004 | 1512 | 804 | 53.2 | 46.8 |
| 2004-2005 | 2080 | 257 | 12.4 | 87.6 |
| 2005-2006 | 2177 | 811 | 37.3 | 62.7 |
| 2006-2007 | 2375 | 1701 | 71.6 | 28.4 |
| 2007-2008 | 2606 | 1960 | 75.2 | 24.8 |
| 2008-2009 | 2439 | 1932 | 79.2 | 20.8 |
| 2009-2010 | 3075 | 2468 | 80.3 | 19.7 |
| 2010-2011 | 3473 | | | |
| 2011-2012 | 3562 | | | |

Source: Ministry of Finance

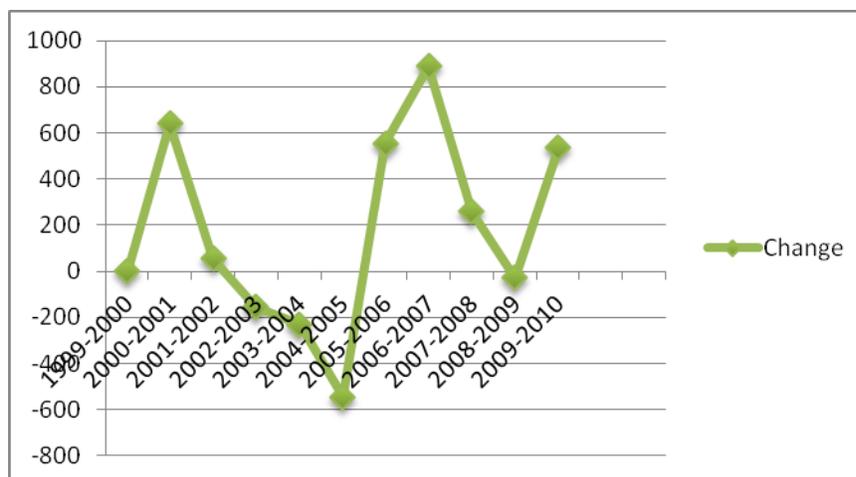
From the above graph it is evident that actual expenditure for the MoHFW is always lagging behind the proposed expenditure. The severe scenario of this lagging behind was in the fiscal year 2004-05. But the consistent rate of implementation for the year 2007 to 2009 is a matter of good sign.

If we analyze the table we find that on an average the rate of implementation of allocated Development budget is 62% and the average of non-implementation is 38%. This is quite a large amount which signifies either the poor implementation capacity or lack of seriousness. The poor implementation scenario is visible in the following graph.

Even if we analyze the nominal trend of increase the scenario is little bit frustrating in the sense that despite the economy is growing the nominal trend of increase in development

budget in few years is decreasing. We do not find any regular pattern of increasing allocation in case of development budget for the ministry of MoHFW.

Figure 5.6: Change in actual implementation of development budget in MoHFW from FY1999-2000 to FY2011-12



Source: Ministry of Finance

We can find more vivid and comprehensive scenario if we take a closer look on the rate of change in actual development expenditure conducted by MoHFW through 1999 to 2010. Implementation significantly decreased during the year 2004-05. After the fiscal year 2004-05 there is a slight improvement in the scenario of implementing development budget but still below the standard line. Inconsistency in implementing the development budget clearly raises the questions about the capacity of implementation.

Table 5.1: Change in actual implementation of development budget in MoHFW from FY1999-2000 to FY2011-12

| Year | Development | Change | % increase |
|-----------|-------------|--------|------------|
| 1999-2000 | 497 | 0 | |
| 2000-2001 | 1137 | 640 | 129 |
| 2001-2002 | 1191 | 54 | 5 |
| 2002-2003 | 1036 | -155 | -13 |
| 2003-2004 | 804 | -232 | -22 |
| 2004-2005 | 257 | -547 | -68 |
| 2005-2006 | 811 | 554 | 216 |
| 2006-2007 | 1701 | 890 | 110 |
| 2007-2008 | 1960 | 259 | 15 |
| 2008-2009 | 1932 | -28 | -1 |
| 2009-2010 | 2468 | 536 | 28 |

Source: Ministry of Finance

5.4 Trends in Actual Implementation of Non-Development Budget

If we take a look in the trend of actual Non-development budget we find that there is no significant deviation from the planned expenditure which is normal and there is a consistent trend of increasing allocation adjusted with recent economic scenario.

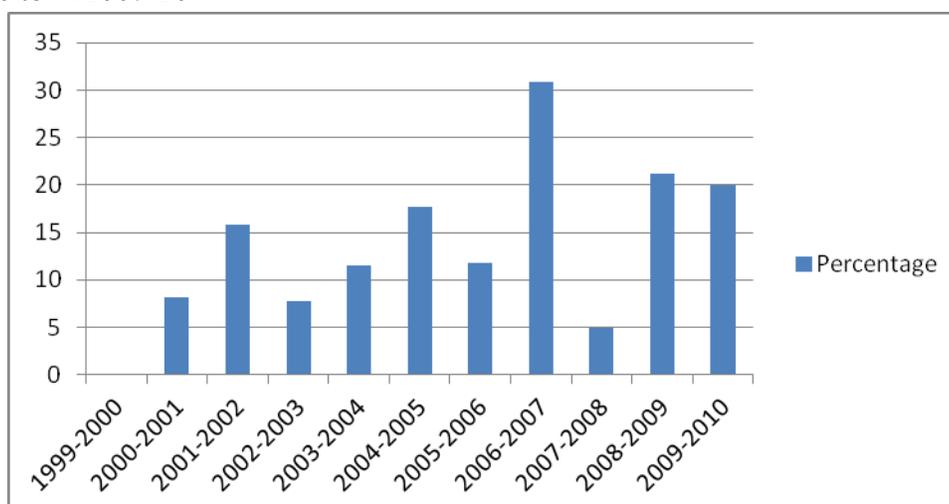
Table 5.2: Change in actual implementation of non-development budget in MoHFW from FY1999-2000 to FY2011-12

| Year | Non-Development | Change | % Increase |
|-----------|-----------------|--------|------------|
| 1999-2000 | 963 | | |
| 2000-2001 | 1041 | 78 | 8.10 |
| 2001-2002 | 1205 | 164 | 15.75 |
| 2002-2003 | 1298 | 93 | 7.72 |
| 2003-2004 | 1448 | 150 | 11.56 |
| 2004-2005 | 1704 | 256 | 17.68 |
| 2005-2006 | 1904 | 200 | 11.74 |
| 2006-2007 | 2491 | 587 | 30.83 |
| 2007-2008 | 2614 | 123 | 4.94 |
| 2008-2009 | 3169 | 555 | 21.23 |
| 2009-2010 | 3803 | 634 | 20.01 |

Source: Ministry of Finance

The scenario of actual non-development budget is visible in the following graph. On an average there is 14% rise in the actual non-development budget for MoHFW from 1999-2012.

Figure 5.7: Growth rate of actual implementation of non-development budget for MoHFW from FY1999-2000 to FY2009-10



Source: Ministry of Finance

5.5 Coverage under the Ministry of Health and Family Welfare (MoHFW):

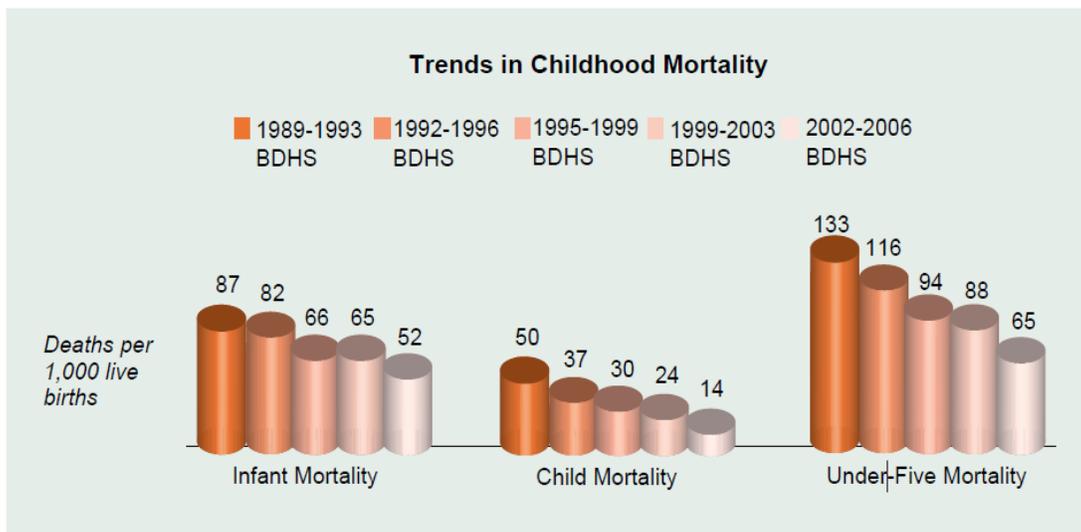
'MDG Progress Report 2005: Bangladesh' reflects the considerable progress that Bangladesh achieved though several challenges and inadequate resource to achieve the MDG goals. The significant success is visible in national statistics in the area of under-five mortality rate, maternal mortality rates. The ministry of Health and Family Welfare (MoFHW) can be credited for their relentless effort for achieving the targets. In brief success has come in case of immunizing the children, reducing infant mortality, providing vitamin A tablets, safe drinking water and hygienic sanitation for all despite the insufficient allocation for the concerned ministry. Of course we have to acknowledge the private and NGO efforts which made this impossible reality. It is observed an appreciable drop in under-five death rates from 133 deaths per thousand live births in 1989-93 to 88 in 1999-03 with the figure currently standing at 65 in 2002-06 (BDHS, 2007). Current UNICEF statistics estimates the rate further declined to 48 in 2010. Child mortality rate is a reflection of the care, health and nutrition status of children below the age of five years and also indicates the social, cultural, and economic progress in the country.

Bangladesh has made considerable progress in child survival rate over the last several decades. The recent Millennium Countdown Report- Countdown to 2015 (UNICEF 2008) places Bangladesh among only 16 countries in the world that are on track to achieve MDG 4 on child mortality. The successful programs for immunization, control of diarrhoeal diseases and vitamin-A supplementation are considered to be the most significant contributors to the decline in child and infant deaths.

One of the major challenges in achieving MDG 4 is the slow progress in preventing neonatal deaths, which now account for 57% of all under-five deaths and 70% of infant deaths. In Bangladesh, 14 babies under one month of age die every hour and 120,000 every year (UNICEF 2010). The neonatal mortality rate (NMR) is higher among younger mothers (<20 years of age) with 55 per 1,000 live births (age 20-29 years: 30 per 1,000 live births, more than 30 years: 38 per 1,000 live births) (BDHS 2007). The BDHS 2007 reports disappointingly low rates of essential newborn care practices such as immediate drying and wrapping (6% drying and 2% for wrapping within 5 minutes of birth). However, breastfeeding coverage is almost universal (98 percent) in Bangladesh. GoB adopted a National Neonatal Strategy in 2009, which aims to address several key issues on Neonatal Health. The implementation of these strategies has yet to commence on the ground.

GoB has allocated Tk 7617 crore (revised budget allocation) for Ministry of Health and Family Welfare (MoHFW) for the year 2010-11. Efforts of GoB are under way to build an effective and sound health services system to ensure productive health for the people. Health, Nutrition and Population Sector Program (HNPS) has already been started from July 2003.

Figure 5.8: Trends in Childhood Mortality from 1999 to 2006



Source: BDHS 2007

Above Figure indicates that during the 1989-1993 and 2002-06 periods, the country's average annual rate of reduction in the mortality rate were 9.3% per year for the 12-59 months group, 6.0% per year in the 1-11 months age group and 2.6% per year in the neonatal period (0-28 days) (BDHS 2007).

Though these findings are encouraging, they hide the fact that infants and children continue to consume diets that are grossly inadequate in Vitamin A, iron and other micro-nutrients. Anemia, which is largely due to iron deficiency, affects about 50 percent of under-five children, a prevalence level that denotes a severe public health problem. Exclusive breastfeeding rate is 42.9 percent for the first six months of life, and complementary foods are often introduced too early or too late and are of poor quality.

There is urban-rural difference in under-five mortality rates. MDG Progress Report 2005: Bangladesh clearly suggests that in 2001, the rate in urban areas was 52 percent while in rural areas it was 89 percent. However, little difference exists between male and female children in terms of under-five mortality rate.

There has been a dramatic transition of mortality pattern in Bangladesh. Due to the relative decline in deaths caused by infectious diseases, statistics now reveal that injuries and accidents are also important causes of deaths. For example, 8 percent of all under-five deaths and 30 percent of total deaths among children aged 1-4 years have been found to be caused by injuries and accidents such as drowning which signifies other existing risks which we have to address to reduce child mortality further (MDG Progress Report 2005).

BDHS 2007 unveils that neonatal, infant, and under-five mortality rates are low in urban in compared to rural areas. It also postulates wide variations in mortality by division. For

example - infant mortality ranges from 50 deaths per 1,000 live births in Barisal to 84 per 1,000 in Sylhet. Under-five mortality is lowest in Khulna (58 per 1,000) and highest in Sylhet (107 per 1,000). Sylhet has the highest mortality rates for all mortality indicators except child mortality and Khulna has the lowest rates for infant, child, and under-five mortality.

One of the factors explaining the rapid decline in infant and under-five mortality in Bangladesh has been a very successful family planning program. The program has achieved extraordinary results by building an extensive network of health and family welfare clinics throughout the country, training thousands of female workers to take family planning advice directly to women, and using mass media campaigns to create awareness about family planning in the population.

The program has enjoyed strong political commitment from the government, grassroots-level partnership with NGOs, and generous and coordinated assistance from donors. Indeed, Bangladesh's experience has shown that it is possible to bring about fertility and mortality decline in poor countries even in the absence of strong economic growth and improving socioeconomic conditions.

Table 5.3: Measles Vaccination by Division 2009 (Proportion of 1 year-old children immunized against measles)

| Divisions | Percent |
|-----------|---------|
| Dhaka | 80.3 |
| Khulna | 85.9 |
| Rajshahi | 84.9 |
| Sylhet | 75.4 |
| Barisal | 85.3 |

Source: Bangladesh EPI Coverage Evaluation Survey 2009

Above table shows measles vaccination status by division for 2009 with the least performing division (Sylhet) recording 75% measles vaccination coverage and the best performing one (Khulna) recording 86%. Urban slum areas have low coverage, for example, coverage in Dhaka City Corporation is 81% whereas the coverage is only 63% in slums in Dhaka.

Bangladesh has shown tremendous performance in case of vaccination coverage. Through the successful access to vaccination intervention Bangladesh has made it possible to reduce mortality rates significantly. National Immunization Days (NID) has been observed for many years and has proved very successful. Since 2006 not a single case of wild polio virus transmission has been confirmed in the country. The percentage of fully immunized

children increased from 54 percent in the 1996-97 to 82 percent in 2007 - a remarkable achievement.

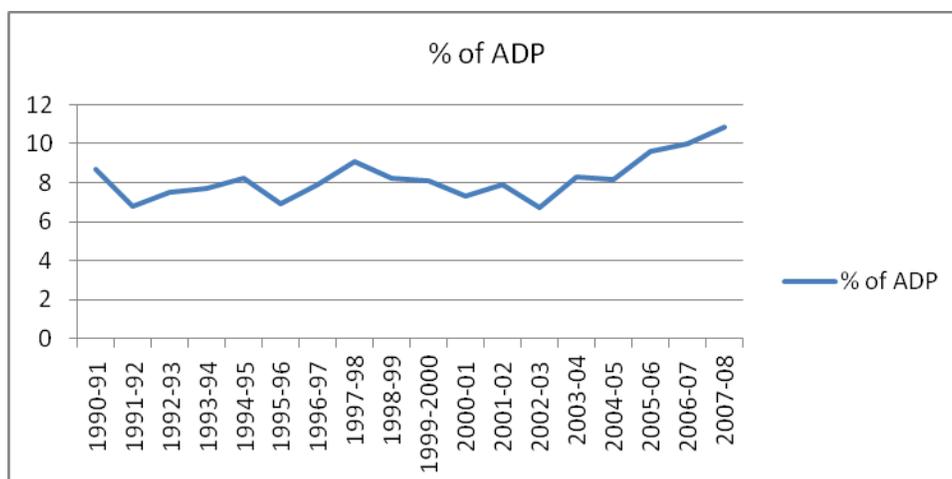
Concurrently, supplementary immunization activities have been spreading rapidly in the country. In 2010, 93 percent of newborns are protected at birth against neonatal tetanus⁴. Since 2003, under the Expanded Program of Immunization, Hepatitis B vaccination has been introduced, along with the use of auto destruct syringes. The program was very successful with now 95 percent 1-year children are immunized against Hepatitis B.

Despite the successful family planning program, the quality of service delivery in the overall public health sector in the country remains poor. There is widespread absenteeism of doctors and paramedics at government health centers and sub-centers; most government health facilities are in disrepair; and the availability of drugs and medical supplies at public health facilities is very limited. Considering all these problems and challenges MoHFW deserves incremental allocation for full realization of committed goals.

Table 5.4: Share of Health expenditure as % of ADP

| Year | Health Expenditure as % of ADP |
|-----------|--------------------------------|
| 1990-91 | 8.7 |
| 1991-92 | 6.8 |
| 1992-93 | 7.5 |
| 1993-94 | 7.7 |
| 1994-95 | 8.2 |
| 1995-96 | 6.9 |
| 1996-97 | 7.9 |
| 1997-98 | 9.1 |
| 1998-99 | 8.2 |
| 1999-2000 | 8.1 |
| 2000-01 | 7.3 |
| 2001-02 | 7.9 |
| 2002-03 | 6.72 |
| 2003-04 | 8.27 |
| 2004-05 | 8.17 |
| 2005-06 | 9.59 |
| 2006-07 | 9.97 |
| 2007-08 | 10.85 |

⁴ UNICEF website: http://www.unicef.org/infobycountry/bangladesh_bangladesh_statistics.html



Source: Bangladesh Economic Review and Annual Development Program (ADP)

From the above table and graph it is evident that GoB is allocating additional amount of funds to make health services available to all especially for poor people. But considering the upward inflationary trend in local market and growth potentially of the economy the additional increased amount may not reflect actual increased allocation over the years.

5.6 Health expenditure per capita in selected South Asian countries

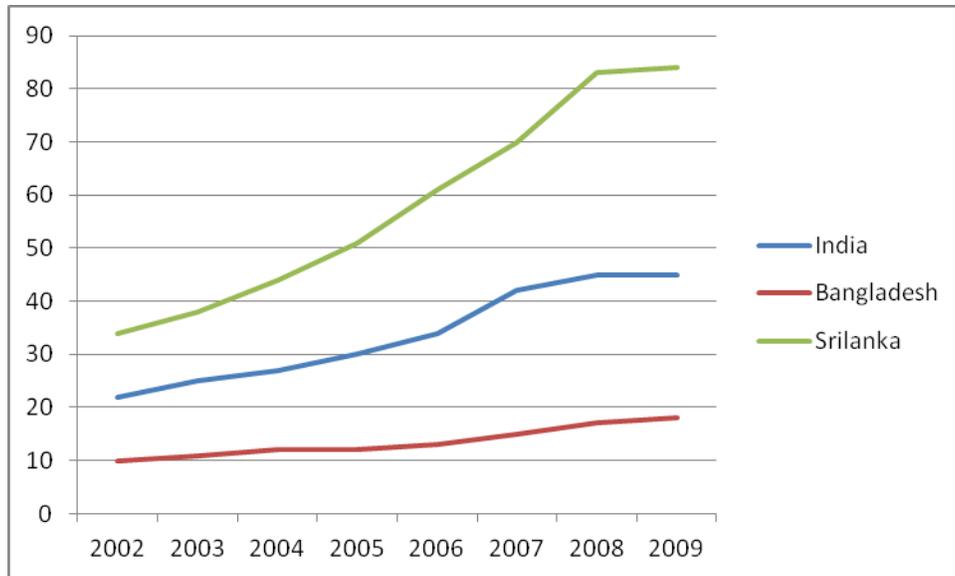
Per capita health expenditure in Bangladesh has been increasing gradually from 2002 to 2009 (Table 5.5). However, if we compare this growth trend with India and Sri Lanka, it is observed that Bangladesh is lagging behind both in terms of expenditure growth and magnitude.

Table 5.5: Health expenditure per capita in Selected South Asian countries (in current US\$)

| | India | Bangladesh | Sri Lanka |
|------|-------|------------|-----------|
| 2002 | 22 | 10 | 34 |
| 2003 | 25 | 11 | 38 |
| 2004 | 27 | 12 | 44 |
| 2005 | 30 | 12 | 51 |
| 2006 | 34 | 13 | 61 |
| 2007 | 42 | 15 | 70 |
| 2008 | 45 | 17 | 83 |
| 2009 | 45 | 18 | 84 |

Sources: The World Bank: World Development Indicators

Figure 5.8: Health expenditure per capita in Selected South Asian countries



Sources: The World Bank: World Development Indicators

From the above table and figure, we can easily infer about the lack of resource that is devoted to health sector over the years in Bangladesh.

6. Tracking Social Protection Sector Expenditure

6.1 Ministry of Women and Child Affairs (MoWCA)

6.1.1 Activities of Ministry of Women and Child Affairs (MoWCA)

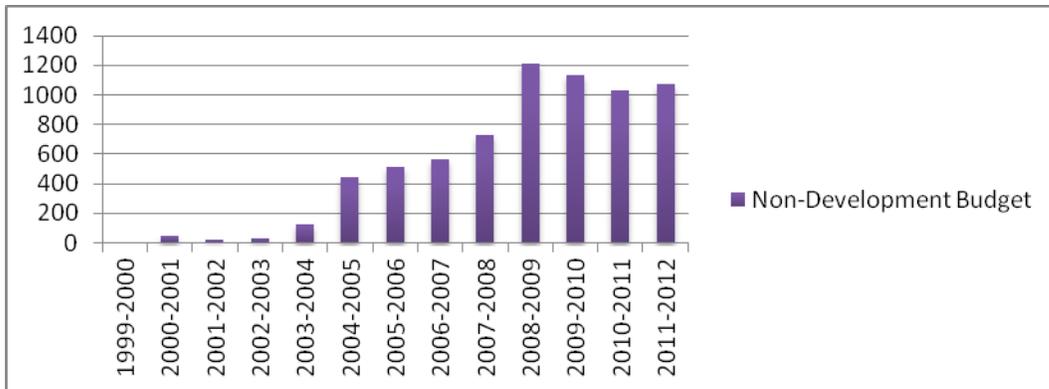
The Ministry of Women and Child Affairs (MoWCA) is the lead government agency dealing with child affairs including range of child protection and child development services in Bangladesh. According to the Rules of Business of the Peoples Republic of Bangladesh, the ministry is supposed to act as the central policy and coordinating agency for the government to handle child affairs. Thus, the ministry does provide direct services in limited scale to the children. However, it provides lot of indirect services such as policy support, research, coordination and regulatory affairs related with children welfare. Since MOWCA is directly associated with welfare of the children of the country, it is imperative to analyze the trend of GoB budget allocation and performance of the ministry to understand about GoB's effort in relation to child rights and welfare .

It is observed that for the year 2011-12, MoWCA has received an allocation of 1,236 crores taka which is marginally higher than last year. Ongoing development projects in this ministry includes construction of 11 youth training centers, completion of unfinished work in all youth training centers, development of training program in women training center at district level and supporting and facilitating the women entrepreneurs. The youth training centers are particularly important in the context of child capacity development to engage in productive economic activity.

6.1.2 Trends in Development and Non-Development Budget Allocation in MOWCA

Despite the fact that MoWCA is not kind of organizations enjoys bulk of the budget allocation from the government, it is observed that the MoWCA has been receiving allocations with at a modest rate of incremental increase over years since 2000.

Figure 6.1: Trend in allocation in Proposed Non-Development Budget for MoWCA FY1999-2000 to FY2011-12

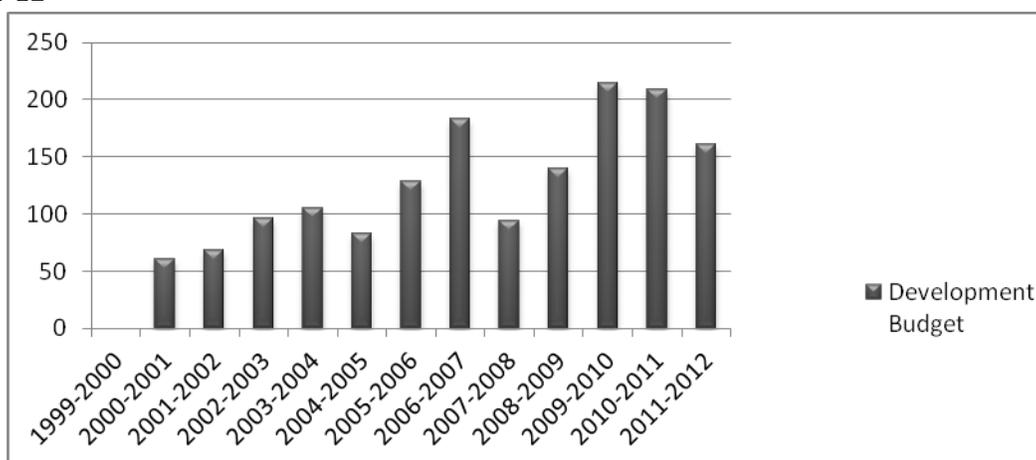


Source: Ministry of Finance

Figure 6.1 shows that it was only 45 crores Taka allocated as the non-development budget for the MoWCA during 2000-01 while it increased to 1075 crores in 2011-12 fiscal year. Clearly, the overall allocation for the ministry, especially the non-development budget has increased substantially in the last decade which is about 400% comparing to early years of the last decade. The increase suggests that functions and activities of the ministry have increased in many folds.

Although the overall allocation for the MoWCA has been increasing since 2000-01, as far as the development budget is concerned it didn't followed any regular pattern. The Figure 6.2, however, shows that the overall development budget has been doubled in last the five years comparing to what it was in the first half of the last decade; while in 2000 -01 fiscal year the development allocation was 60 crores Taka which turns to 209 crores Taka by the fiscal year 2010-2011.

Figure 6.2: Trend in allocation in Proposed Development Budget for MoWCA for FY1999-2000 to FY2011-12

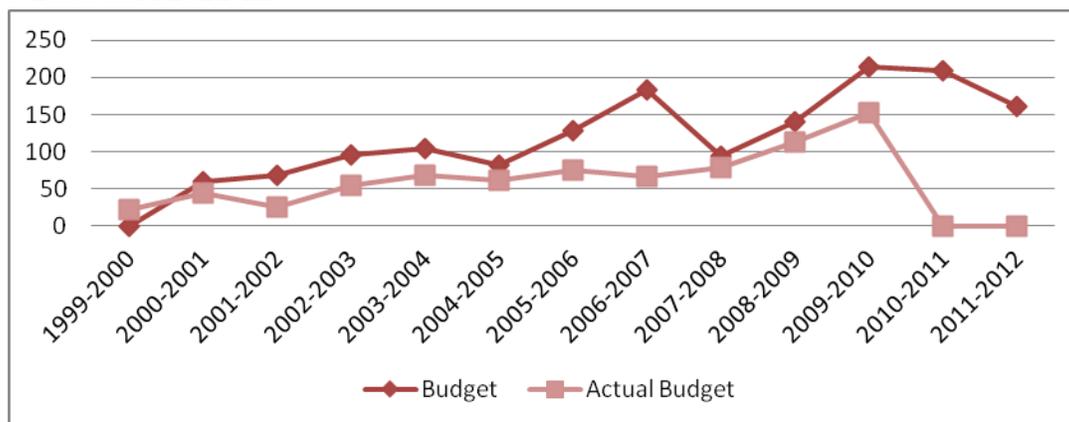


Source: Ministry of Finance

6.1.3 Trends in Actual Implementation of Development and Non-Development Budget in MoWCA

Withstanding the fact that the MoWCA has been receiving increased allocations over years, expenditure performance of the ministry has not been so much impressive. With regard to development budget, Figure 6.3 suggests that the allocation and actual expenditure have moved coherently during 2000-01 – 2005-06, but since 2006-07 and onward the actual expenditure performance of the ministry followed an erratic trend and the gap between allocation and actual performance increased over years. It is observed that during 2000-2001 to 2005-2006 period average annual development budget allocation was about 90 crore while it got increased to 167 crore Taka per annum on an average during 2006-2007 – 2011-12 period. What is clear from this data is that increased budget allocation was placed but without building institutional capacity of the ministry and therefore, a significant part of the allocation remained unspent. As a result, the full benefit of the increased allocation has not been realized. It, therefore, can be said that the children had been deprived of the benefits of government budget allocations because of the poor expenditure performance of the ministry.

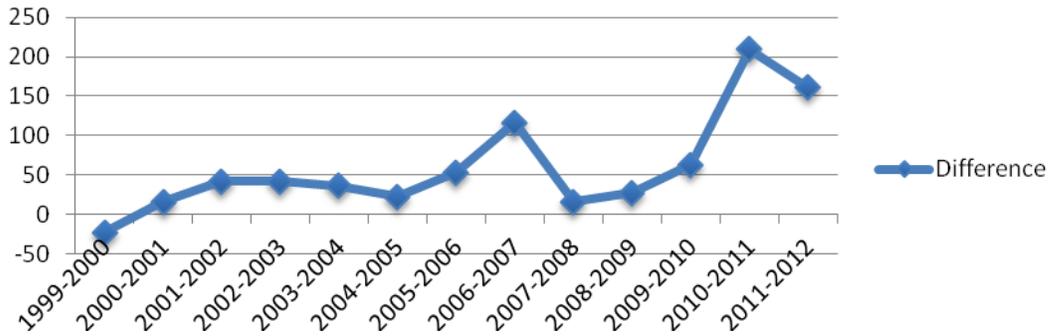
Figure 6.3: Trend in allocation in Proposed and Actual Development Budget for MoWCA for FY1999-2000 to FY2011-12



Source: Ministry of Finance

The Figure 6.4 indicates that the gap between the allocation and actual performance has been greatly widened in 2006-07 and 2009-10. In the fiscal year 2006-07 only 37% of total allocation was spent by the ministry; similarly, in 2009-10, the MoWCA spent about 70% of the total development allocation.

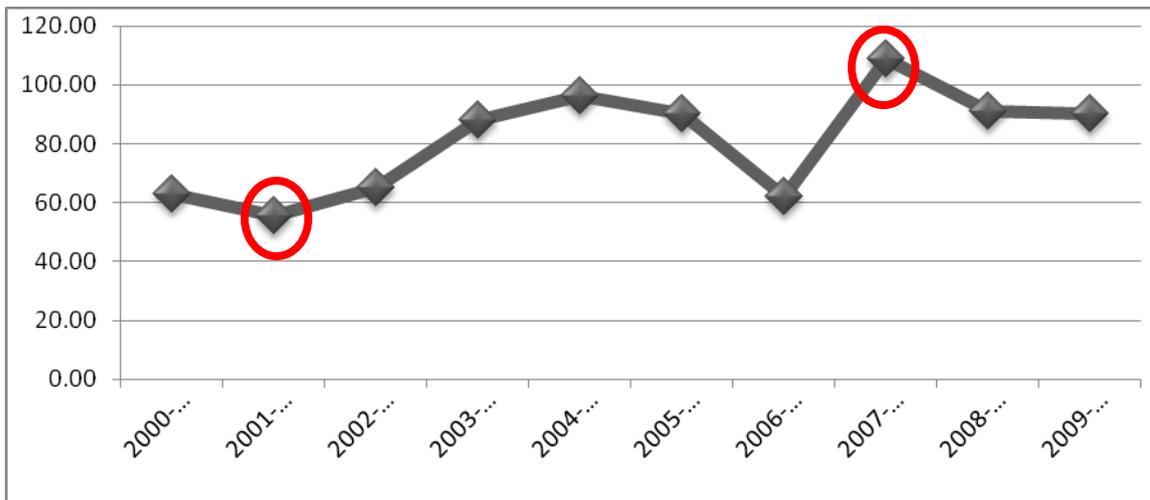
Figure 6.4: Trend in gaps between allocation and actual development expenditure for MoWCA for FY1999-2000 to FY2011-12



Source: Ministry of Finance *Revised budget is used for 2010-11

Figure 6.5 shows the trend of budget implementation by the MoWCA from 2000-01 to 2009-10. It is observed that the lowest rate of implementation occurred in the year of 2001-02, which is about 56%; and the highest implementation, 108.97%, took place in the year of 2007-08. Interestingly while considering the development budget of MoWCA, the scenario changes quite differently.

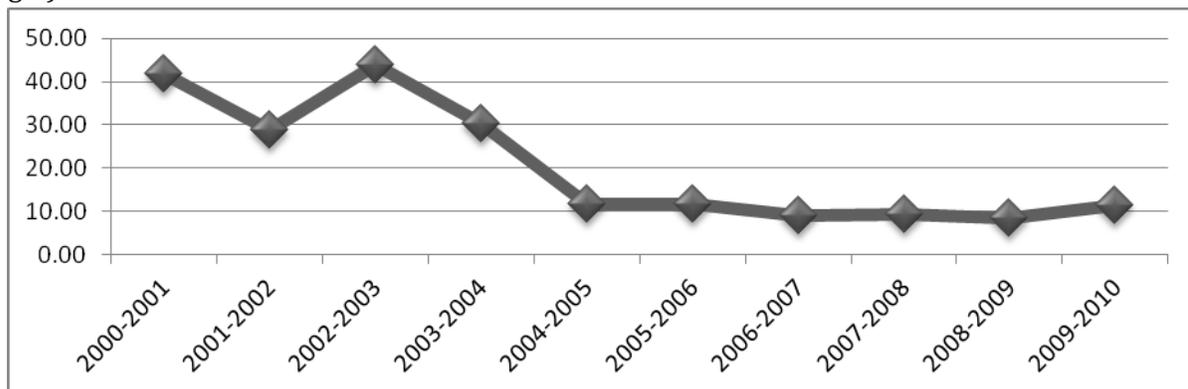
Figure 6.5: Trend of budget implementation (Actual budget as % of Total allocated Budget) for MoWCA from FY2000-01 to FY2009-10



Source: Ministry of Finance

Figure 6.6 shows the rate of implementation of development budget is very low in comparison with overall implementation rate of the ministry. It is seen that the rate was quite impressive during the period 2000-01 to 2003-04. But later the rate of implementation went down to 9-10% per year on an average. However, for MoWCA the average rate of implementation is 20.62% per annum. Figure 6 indicates that the highest rate of implementation of the development budget was 43.9% in the 2003 and the lowest was the 8.4% in 2008-09.

Figure 6.6: Trend in implementation of development budget (Actual budget as % of Total allocated Budget) for MoWCA for FY1999-2000 to FY2011-12

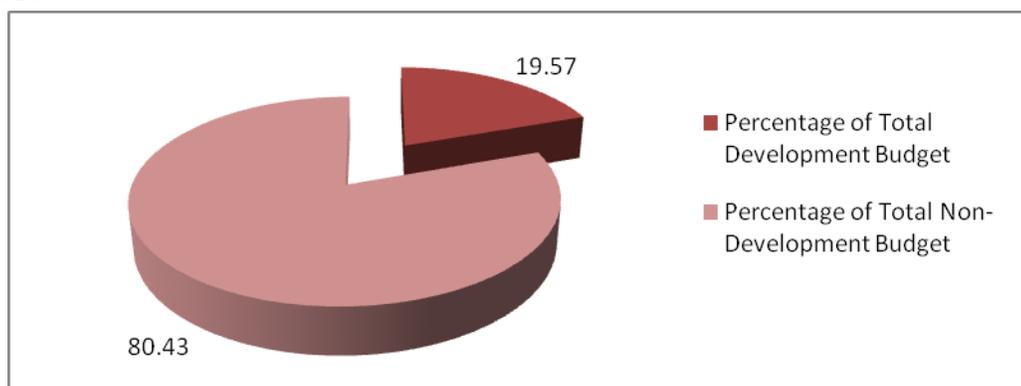


Source: Ministry of Finance

6.1.4 Trends in share between development and non-development sector

Allocation analysis shows the share of development and non-development budget in aggregated total budget from 2000 to 2010. Here we can see that the total development budget is only 19.57 percent of the total budget of the MoWCA and the rest 80.43% is non-development budget. Clearly evident, the royal share of the MoWCA's budget is allocated in the for the non-development purpose of the ministry.

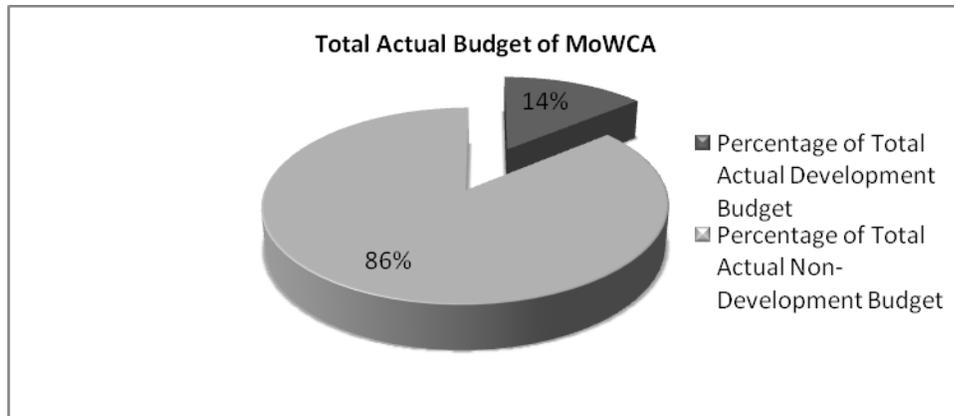
Figure 6.7: Share of development and non-development budget in aggregated total budget from 2000 to 2010



Source: Ministry of Finance

The similar pattern is also evident in terms of with actual expenditure. Figure 6.8 points to the fact that for the last ten years or so the ministry has got only 14% of its total actual budget implemented for development purpose.

Figure 6.8: Share of actual development and actual non-development budget in aggregated total budget from 2000 to 2010



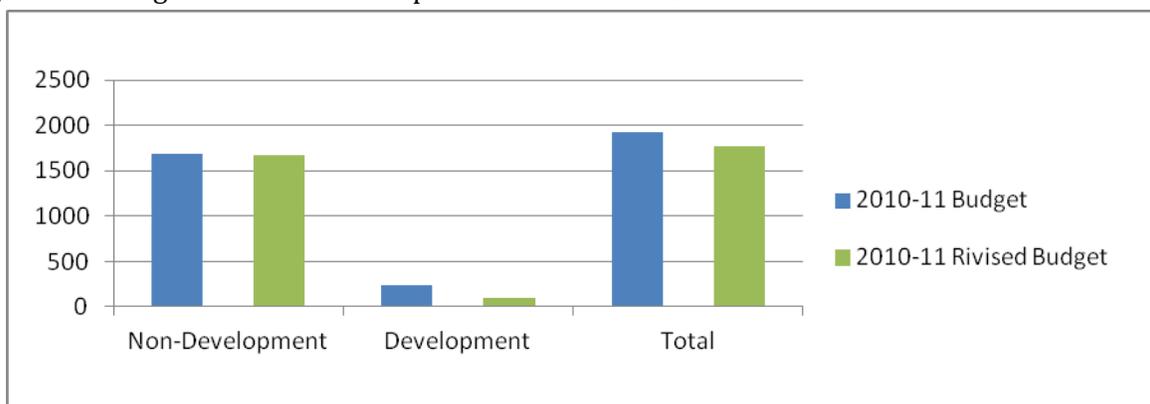
Source: Ministry of Finance

6.2 Ministry of Social Welfare

6.2.1 Trend in allocation in Ministry of Social Welfare (MoSW)

Ministry of Social Welfare (MoSW) is one of the important Ministries of GoB dealing with human resource development, poverty alleviation, welfare-development, and empowerment of the bypassed and disadvantaged segment of people.

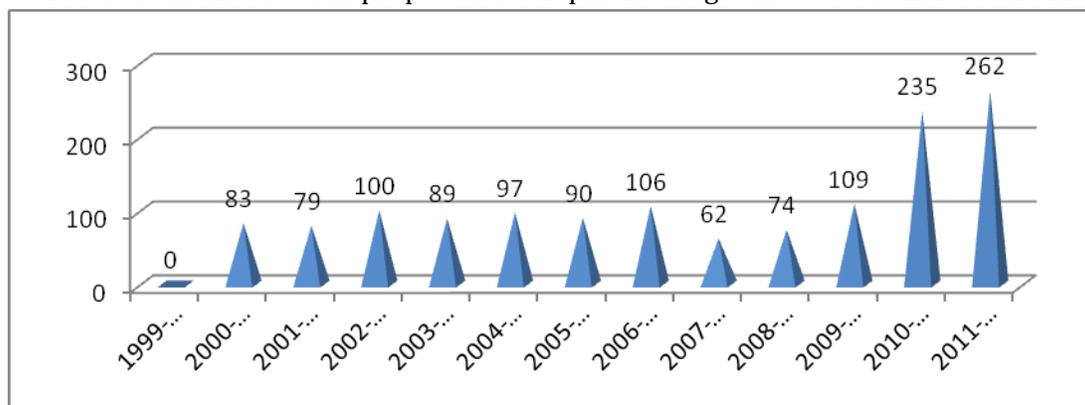
Figure 6.9: Budget allocation and implementation for MoSW in 2010-11



Source: Ministry of Finance

The figure shows allocation of non-development and development budget of MoSW in FY 2010-2011. The non-development budget was more than fifteen hundred crores and the revised budget was the same. In FY 2010-11, the development budget was approximately 2.5 hundred crores and the revised development budget in FY 2010-11 was less than the half of development budget. The total budget in FY 2010-11 was nearly two thousand crores budget and the total revised budget for the Ministry was 15.5 hundred cores.

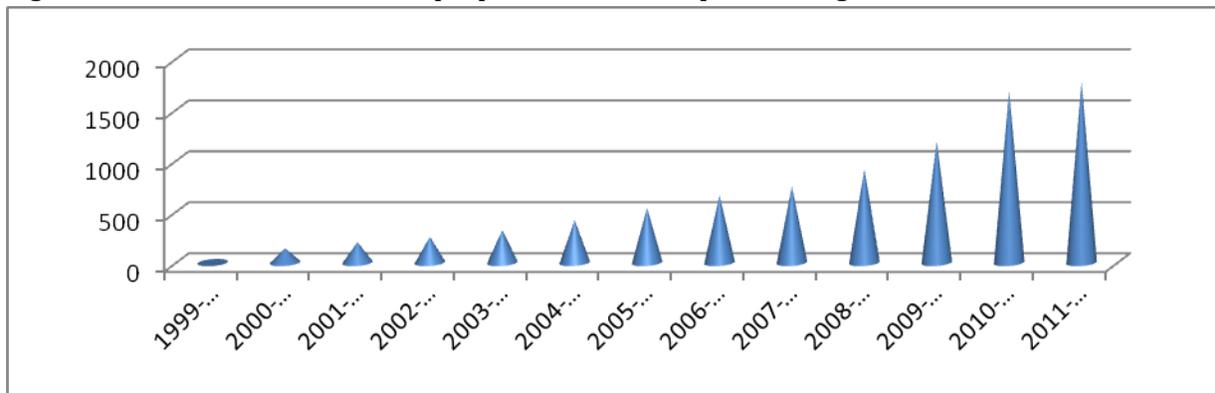
Figure 6.10: Trend in allocation in proposed development budget in MoSW from 1999-2012



Source: Ministry of Finance

The trend in allocation of proposed development budget of the Ministry from FY 2000-2001 to FY 2009-2010 varied from 79 crores to 106 crores in amount. In FY 2007-2008, the allocation of development budget declined. However, in FY 2008-2009, the budget again sharply increased. In FY 2009-2010, the allocation of proposed development budget was 109 crores. However, the budget allocation dramatically increased in FY 2010-11 and that continued in FY 2011-2012.

Figure 6.11: Trend in allocation in proposed non-development budget in MoSW from 1999-2012



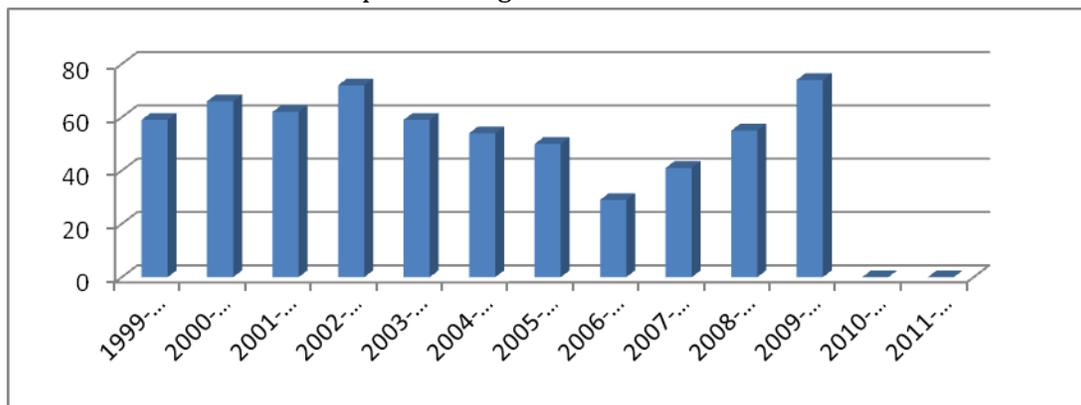
Source: Ministry of Finance

The figure furnishes the trend in allocation of proposed non-development budget for the Ministry. The allocation of non-development budget increased from FY2000-2001 to FY 2011-2012. The highest allocation of non-development budget for the Ministry is more than 16 hundred crore in FY 2011-2012. It can be said that the allocation in proposed non-development budget for the Ministry has gradually increased.

6.2.2 Trend in actual budget implementation of MoSW

Figure 6.12 shows the trend in allocation of actual development budget for MoSW from FY 1999-2000 to FY 2011-2012. The allocation of actual development budget was lowest in FY 2006-2007 and highest in FY 2009-2010. It is important to note here that there is no actual development budget allocation for the Ministry in FY 2010-2011 and FY 2011-2012.

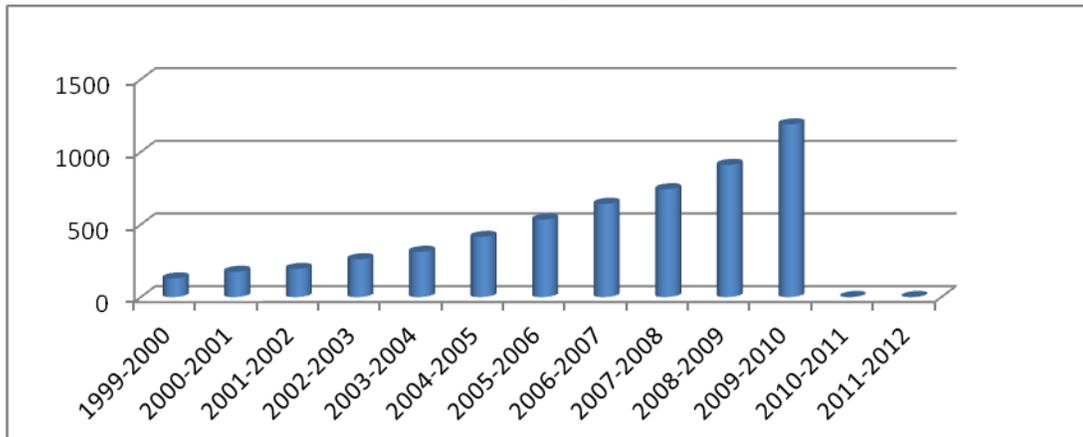
Figure 6.12: Trend in actual development budget of MoSW from 1999-2012



Source: Ministry of Finance

Figure 6.13 shows the trend in allocation in actual non-development budget for the MoSW. The allocation of actual non-development budget for the Ministry has increased gradually since FY 1999-2000 and it continued until FY 2009-2010.

Figure 6.13: Trend in actual non-development budget of MoSW from 1999-2012

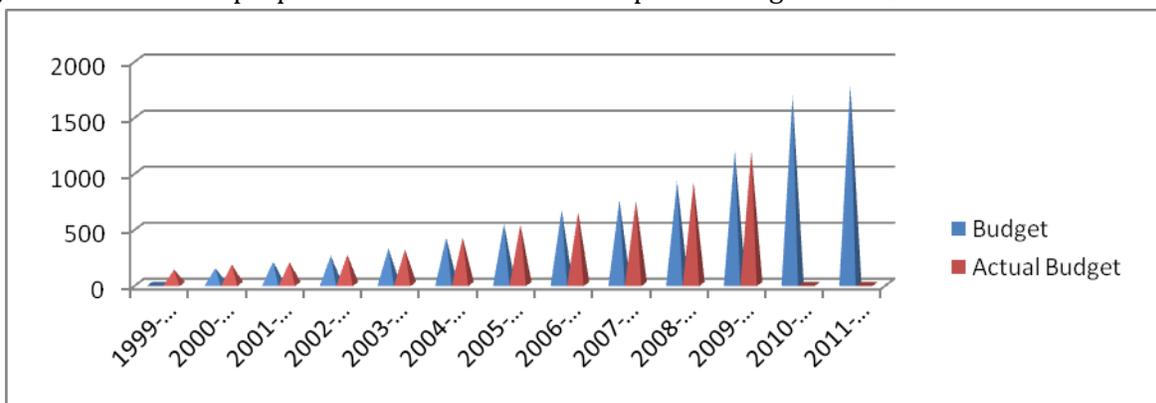


Source: Ministry of Finance

6.2.3 Trend in performance of budget implementation of MoSW

Figure 6.14 shows the trend in allocation in proposed and actual non-development budget for the MoSW. The allocation in proposed non-development budget has gradually increased since 2000-2001 and it continued to FY 2011-2012. Like the proposed non-development budget, the actual budget has steadily increased since FY 1999-2000 and it continued in anticipation of FY 2009-2010.

Figure 6.14: Trend in proposed and actual non-development budget of MoSW from 1999-2012



Source: Ministry of Finance

6.2.4 Target population of MoSW activities

In Bangladesh growth has been associated with impressive poverty reduction during last two decades. This was possible due to robust growth in GDP especially in manufacturing and services followed by declining share of agriculture. However, this scenario did not take into consideration the increasing inequality in Bangladesh that might offset some of the gains in poverty alleviation from positive growth rate in per capita income. While not comparable with HIES data, self-assessed economic condition from the Welfare Monitoring Survey (2009) revealed that 31.9% of the population considered themselves poor while 9.3% of the households considered themselves extreme poor. This would mean that approximately 48-50 million people are poor, one of the largest absolute number of poverty stricken population in the world next to India and Sub-Saharan Africa.

Table 6.1: Incidence of Poverty

| | National | Rural | Urban |
|---------|----------|-------|-------|
| 1991-92 | 56.6 | 58.7 | 42.7 |
| 1995-96 | 50.1 | 54.5 | 27.8 |
| 2000 | 48.9 | 52.3 | 35.2 |
| 2005 | 40.0 | 43.8 | 28.4 |
| 2007 | 38.7 | 42.3 | 27.6 |
| 2010 | 31.5 | 35.2 | 21.3 |

Source: GoB (2009)

Though global financial and economic crisis, Bangladesh economy has maintained growth through apparel exports and remittances. However, the crises have decelerated the pace of poverty reduction. And the increasing trend of domestic inflationary pressure has acute the difficulties which eventually negatively affected the standard of living for the poor people.

Declines in poverty show marked regional variation. In general, the eastern part of the country has shown an impressive decline in poverty while the southern and south-western parts have lagged behind. For example, Barisal and Khulna divisions experienced an increase in poverty rate owing to exposure to routine natural disasters such as cyclones and lack of transport facilities and weak growth poles. Moreover, there are pockets in the eastern region (e.g. haor areas in Sylhet division) that reveal high vulnerability to natural disasters and persistence in severe poverty and hardship.

6.2.5 Coverage of Social Safety Net Programs:

SSN programs can improve poverty and food security scenario through reducing inclusion based targeting errors as well as by improving size and type of assistance. Better targeting efficiency could be achieved via a variety of mechanisms that include greater and more systematic use of local level poverty maps to improve geographic targeting, testing of innovative techniques such as proxy means testing at the household level to improve beneficiary selection and addressing local governance related challenges like greater

fairness and transparency in beneficiary selection and empowering local community members as stakeholders. Livelihoods oriented SSNs that emphasize productive assets, as well as other key livelihood components like health, access to credit, and social capital, increasingly demonstrate that a more generous and multi-faceted package of assistance has positive impacts on food security.

Table 6.2: Allocation and Coverage of various Social safety Net Programs exclusively for Children

| | Programs | Coverage (persons in lakh/Man Month) | | | Budget (Taka in crore) | | |
|----|---|--|----------------------|---------------------|---------------------------|----------------------|---------------------|
| | | Budget (2010-11) | Revised (2010-11) | Budget (2011-12) | Budget (2010-11) | Revised (2010-11) | Budget (2011-12) |
| 1 | Grants for Residents in Government Orphanages and other Institutions | 0.16 | 0.16 | 0.18 | 25.72 | 22.90 | 28.66 |
| 2 | Capitation Grants for Orphan Students in Non-gov orphanages | 0.48 | 0.48 | 0.5 | 42.00 | 42.00 | 63.00 |
| 3 | Stipend for Disabled Students | 0.19 | 0.19 | 0.19 | 8.80 | 8.80 | 8.80 |
| 4 | Grants for the Schools for the Disabled | 0.12 | 0.12 | 0.12 | 5.81 | 5.81 | 5.81 |
| 5 | Child Development Center | 0.02 | 0.02 | 0.01 | 5.41 | 1.00 | 3.00 |
| 6 | Service and Assistance Center for Disabled | 0.42 | 0.00 | 0.00 | 9.45 | 5.50 | 7.25 |
| 7 | Stipend for Primary Students | 78.00 | 78.17 | 78.17 | 750.00 | 865.00 | 879.99 |
| 8 | School Feeding Programs | 3.15 | 3.10 | 5.69 | 18.00 | 17.74 | 32.50 |
| 9 | Stipend for Dropout Students | 3.50 | 5.57 | 5.00 | 65.00 | 122.00 | 104.52 |
| 10 | Stipend and Access Increase for Secondary and Higher Secondary Level Students (including Secondary) | 36.00 | 38.92 | 37.05 | 677.30 | 672.89 | 634.11 |
| 11 | National Nutrition Programs | 2.28 | 2.18 | 1.83 | 225.00 | 215.00 | 181.00 |
| 12 | Protection of Children at Risk | 0.13 | 0.09 | 0.09 | 15.39 | 10.48 | 10.25 |
| 13 | Fundamental Education for Urban Working Children | 1.20 | 1.36 | 0.61 | 45.00 | 51.00 | 23.00 |
| 14 | Preliminary Education for Development of Children | 1.66 | 1.34 | 1.22 | 15.80 | 12.72 | 11.62 |
| 15 | Micro-Nutrient Supplementation | | | | 24 | 22 | 0.00 |
| 16 | Sisimpur Outreach Project | | | | 10.52 | 7.50 | 12 |

Source: Ministry of Finance

Empirical evidence from various SSNs suggests that longer term interventions with nutrition and poverty alleviation objectives contribute to reduction in child under nutrition. However, child nutrition should not be dealt separately from maternal nutrition as they are strongly linked. The priority interventions are age specific complementary feeding and micronutrient supplements for children, early initiation and exclusive breast-feeding up to six months of age, community management of severely acute malnutrition in

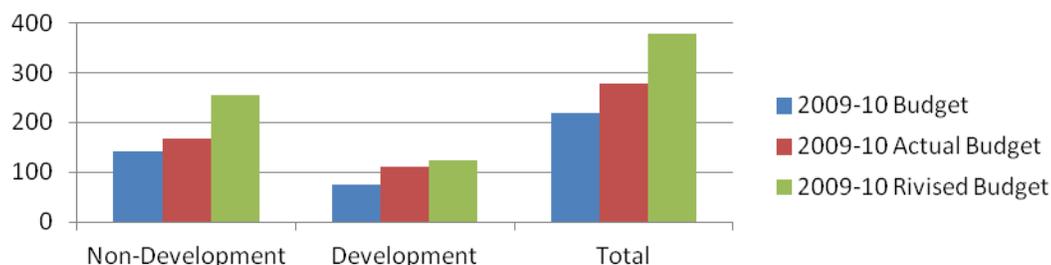
children through therapeutic and supplementary feeding, supplementary feeding for malnourished and marginalized pregnant and lactating women through strengthening and scaling-up maternal iron and foliate supplementation, access to safe water and improved sanitation in urban slums and rural areas, local homestead food production and nutrition education to promote diet diversity and use of fortified food in nutrition and health interventions.

6.3 Ministry of Youth and Sports

6.3.1 Trend in allocation in Ministry of Youth and Sports (MoYS)

The Ministry of Youth and Sports (MoYS) is responsible for policymaking and development of youth and sports sector in Bangladesh. The non-development budget allocation for the Ministry in FY 2009-10 was nearly 1.5 hundred crores, while actual budget was more than 1.5 hundred crores and the allocation of revised budget was 2.5 hundred crores. The development budget allocation for the Ministry was 0.75 hundred crores, whilst the revised development budget was almost 1.25 crores. According to this presentation, the total budget for this Ministry was more than 02 hundred crores. The actual budget was 2.5 hundred crores and the revised budget was 3.75 hundred crores.

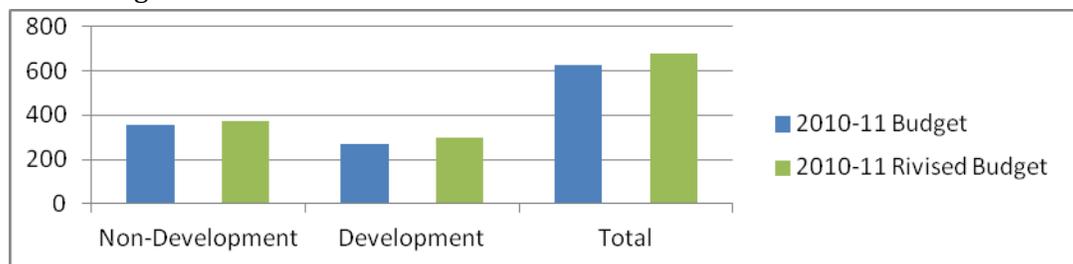
Figure 6.15: Budget allocation in MoYS in FY2009-10



Source: Ministry of Finance

In FY2010-11, the allocation of non-development budget allocation for the Ministry was 3.5 hundred crores and the revised non-development budget allocation for this Ministry was 3.75 crores. In the same year, the allocation for development budget was about 2.75 hundred crores and the revised development budget was 3 hundred crores.

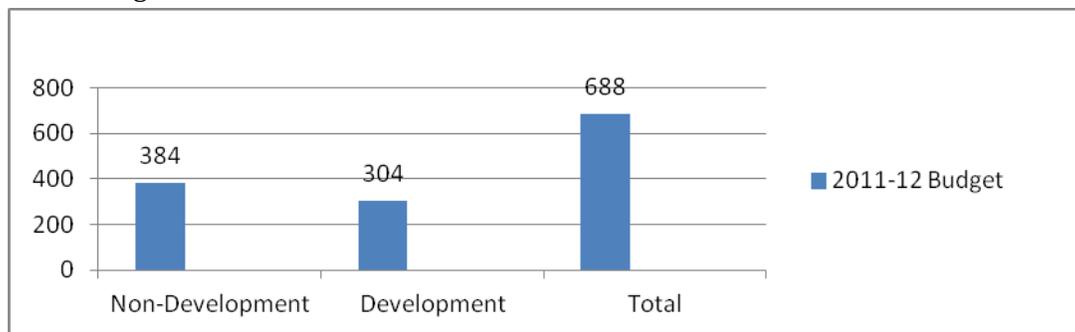
Figure 6.16: Budget allocation in MoYS in FY2010-11



Source: Ministry of Finance

The figure clearly shows the non-development budget allocation for the Ministry was just about four hundred crores, while the development budget allocation is three hundred crores and the total budget was nearly six hundred crores in FY 2011-12.

Figure 6.17: Budget allocation in MoYS in FY2011-12

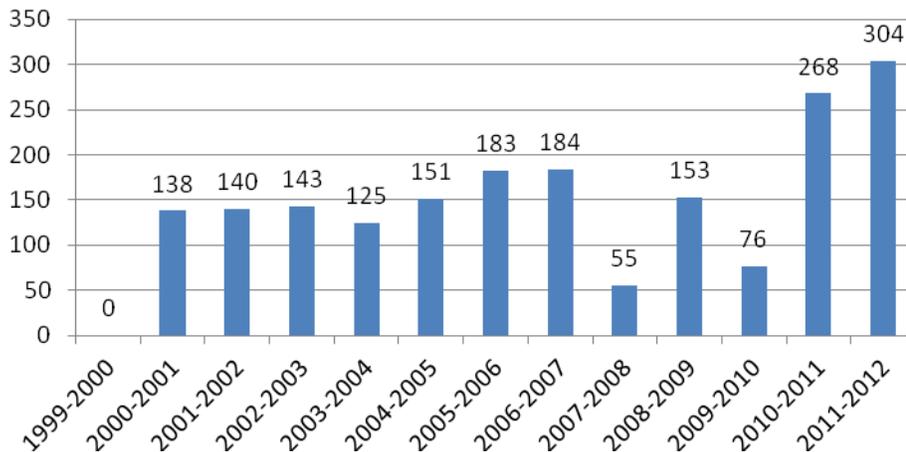


Source: Ministry of Finance

6.3.2 Trend in development and non-development budget allocation in MoYS

Figure 6.18 furnishes the trend allocation of proposed development budget from FY 2000-01 to FY 2011-12. The development budget allocation from FY 2000-2001 to FY 2002-03 had modest variation ranged from 138 crores to 143. The allocation of development budget for the Ministry was 125 crores and it increased 151 crores in FY 2004-05, and an increase continued and it amounted crores 183 and crores 184 in FY 2005-06 and FY2006-07 respectively. The allocation of development budget was lowest 55 crores in FY 2007-08. The allocation of development budget was dramatically increased in 2008-09 and again it declined in FY 2009-10. In FY 2010-11, the allocation of development budget for the Ministry dramatically increased to 268 crores and it continues to 304 crores in FY 2011-12.

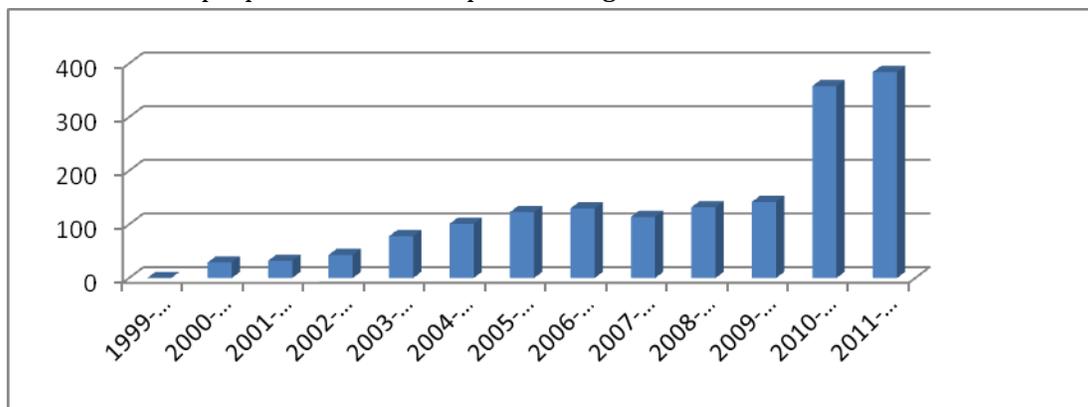
Figure 6.18: Trend in proposed development budget in MoYS from 1999-2012



Source: Ministry of Finance

The following figure shows the trend in allocation of proposed non-development budget for MoYS from 1999 to 2012. The allocation of non-development budget increased from FY 2000-01 to FY 2006-07 and then it declined in FY 2007-08. Again, the non-development budget has increased in FY 2008-09. The non-development budget allocation was about 3.5 and 3.75 hundred crores in FY 2010-11 and FY 2011-12 respectively.

Figure 6.19: Trend in proposed non-development budget in MoYS from 1999-2012

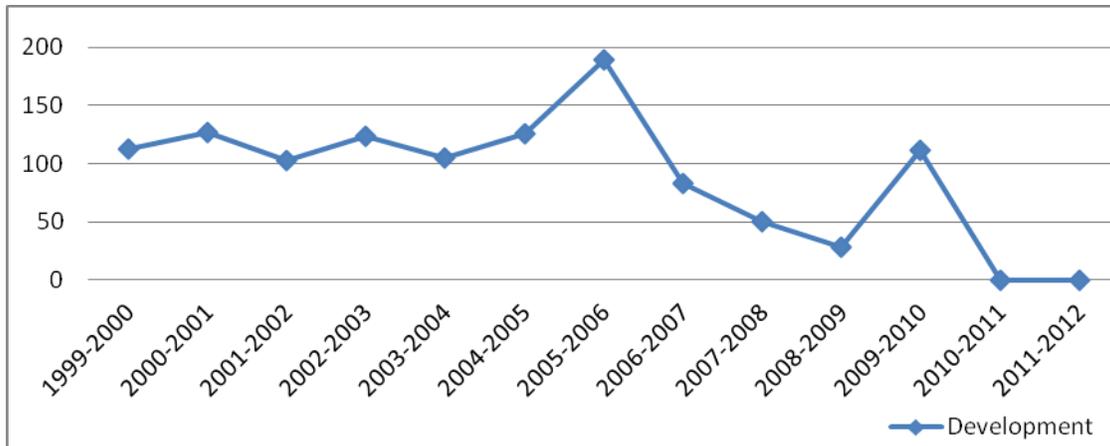


Source: Ministry of Finance

6.3.3 Trend in actual budget implementation of MoYS

Actual development budget of MoYS was one hundred crores in FY 1999-00. This allocation is sharply increased in FY 2000-01 but it turned down in FY 2001-02 and then slightly increased in FY2002-03. However, it again increased in FY 2005-06. The budget allocation of the Ministry again declined FY 2008-09. The actual development budget again increased in FY 2009-10 and then declined in 2010-11 and it continued in FY 2011-12.

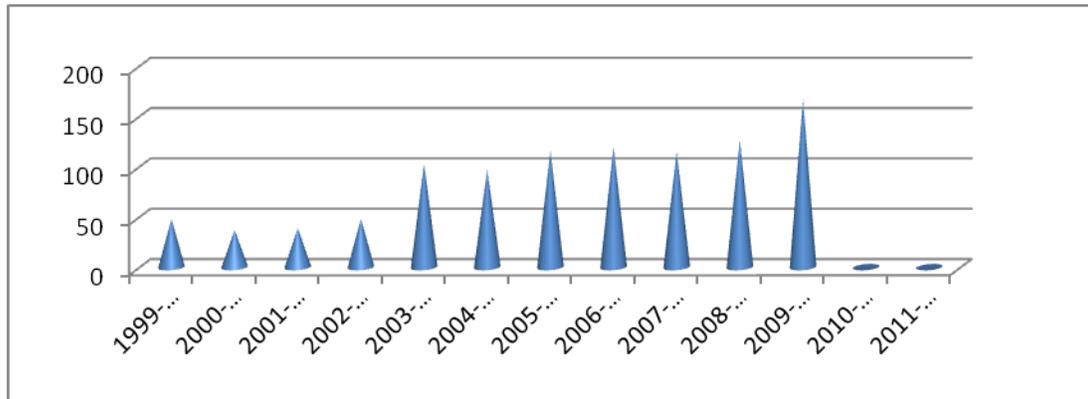
Figure 6.20: Trend in actual development budget in MoYS from 1999-2012



Source: Ministry of Finance

The trend in allocation in actual non-development budget of the Ministry of Youth and Sports was nearly 50 crores and then it declined and again increased in FY 2003-04. The highest allocation of non-development budget was in FY2009-10. However, there was no actual non-development budget between FY 2010-11 and FY 2011-12.

Figure 6.21: Trend in actual non-development budget in MoYS from 1999-2012

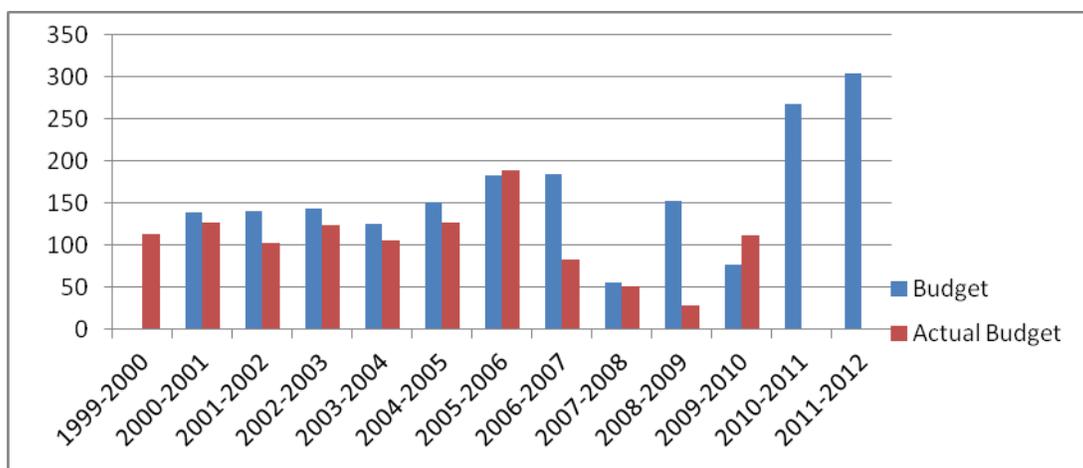


Source: Ministry of Finance

6.3.4 Trend in performance of budget implementation of MoSW

Figure 6.22 represents the trend in allocation of proposed and actual budget of the Ministry of Youth and Sports from FY 1999-2000 and FY 2011-12. The budget of the Ministry was same from FY2000-01 to 2002-03. It declined a bit in FY 2003-04. The budget of the Ministry sharply increased in FY2005-06 and continued until FY2006-07. Surprisingly, there was a fall in budget for the Ministry in FY 2007-08. There was an upward trend of allocation of budget in FY2008-09, FY2010-11, and FY2011-12.

Figure 6.22: Trend in proposed and actual budget in MoYS from 1999-2012



Source: Ministry of Finance

The figure shows the trend of differences between proposed and actual development budget of the Ministry of Youth and Sports from 1999-2000 to 2011-12. The difference between proposed and actual budget was less than 50 crores between FY 2000-01 and FY 2005-06. The highest difference between proposed and actual development budget was in FY 2010-11 and FY 2011-12.

6.4 Ministry of Labour and Employment

6.4.1 Trend in Development and Non-Development budget allocation of MoLE

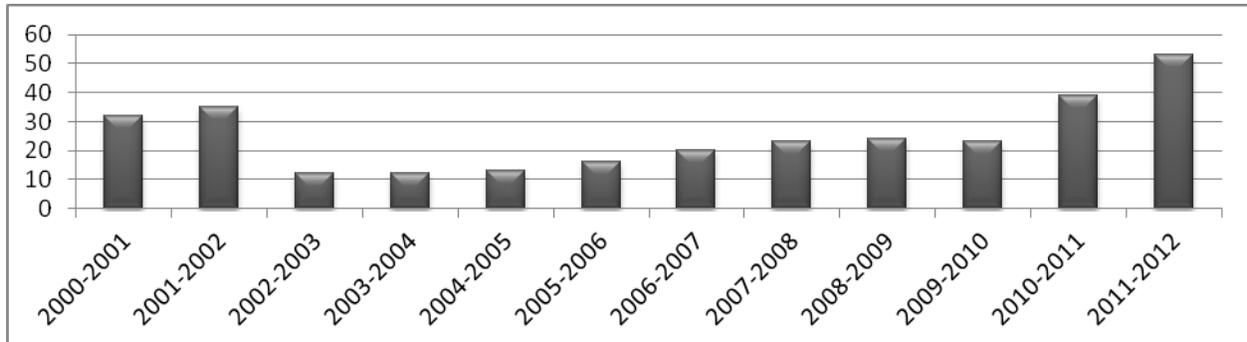
The Ministry of Labor and Employment (MoLE) is the lead government agency dealing with labor and employment affairs including child labor rights, employment, protection and development services in Bangladesh. According to the Rules of Business of the Peoples Republic of Bangladesh, the ministry is mandated to act as the central policy and regulating agency for the government to handle labor and employment affairs. Children are not as such an exclusive focus of the ministry; it does provide few services to the children. Analysis of the budget allocation and performance of MoLE will help us understand government's role in relation to child labor issues, and protection and promotion of youth vocational education and employment in Bangladesh.

The MoLE is one of the very important ministries of the government. It is observed that the MoLE has been receiving allocations from government at a modest rate of incremental increase over years since Fiscal Year 2002-03. Though the allocation was doubled in 2000-01 – 2001-02 comparing to the FY 2002-03 which drastically fall down during 2002-03 budget and since then it increased at a very low rate.

Figure 6.23 shows that there was only 32 crore taka allocated as the non-development budget for the MoLE during 2000-2001 while it increased to 53 crore in 2011-12 fiscal year. Clearly, the overall allocation for the ministry, especially the non-development budget

has increased substantially in the last decade which is about 162.5% comparing to early years of the last decade. The increase suggests that functions and activities of the ministry have increased in many folds.

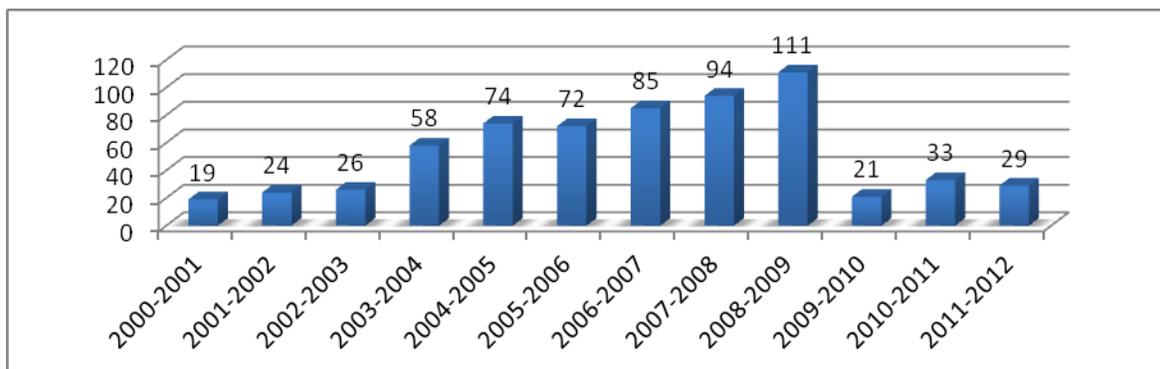
Figure 6.23: Trend in non-development budget allocations for MoLE, 2000 – 2012



Source: Ministry of Finance

Although the overall allocation for the MoLE has been increasing since 2000-2001, development budget followed the same trend. It has incrementally increased from 2000 to 2009; but took a sharp decline during the 2009-10 fiscal years. Figure 6.24, however, shows that the overall development budget has been increased almost six times bigger than the year of 2000-01. But in the FY 2009-10 development allocation decreased from 111 crore taka to 21 crore taka.

Figure 6.24: Trend in development budget allocations for MoLE, 2000 – 2012



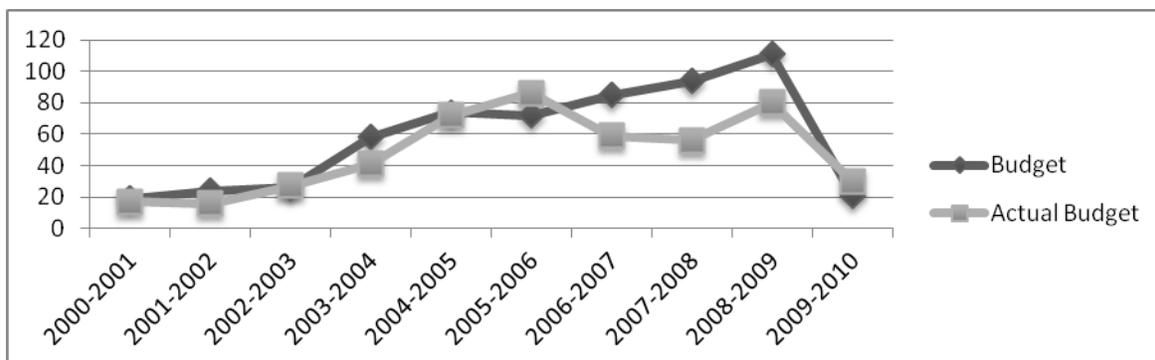
Source: Ministry of Finance

6.4.2 Trend in performance of budget implementation of MoLE

It is observed that the MoLE has been receiving increased allocations over years; expenditure performance of the ministry has not been so much impressive. With regard to development budget, Figure 6.25 suggests that the allocation and actual expenditure have moved coherently during 2000-01 to 2005-06, but since 2006-07 and onward the actual expenditure performance of the ministry followed an erratic trend and the gap between

allocation and actual performance increased over years. But in last in 2009-10 the expenditure crosses the allocation.

Figure 6.25: Trend in allocation and actual Development Budget of MoLE, 2000-01 – 2009-10

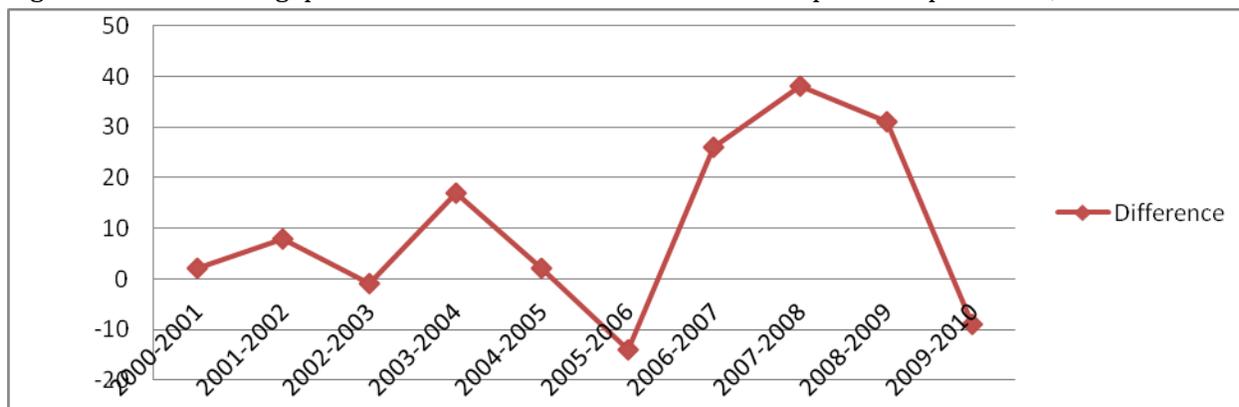


Source: Ministry of Finance

It is observed that during 2000-01 to 2005-06 period average annual development budget allocation was about 46 crores while it got increased to 78 crores Taka per annum on an average during 2006-07 to 2009-10 period. What is clear from this data is that increased budget allocation was placed but without building institutional capacity of the ministry and therefore, a significant part of the allocation remained unspent. As a result, the full benefit of the increased allocation has not been realized.

The Figure 6.26 indicates that the gap between the allocation and actual performance has been greatly widened in 2007-08. In the fiscal year 2007-08 there was a gap about 38 crores taka between the allocation and the actual development expenditure; similarly, in 2006-07 and 2008-09 there was a difference of 26 and 31 crores taka. It is difficult to draw any conclusion that how the expenditure performance affects child welfare and child rights with regard to the MoLE.

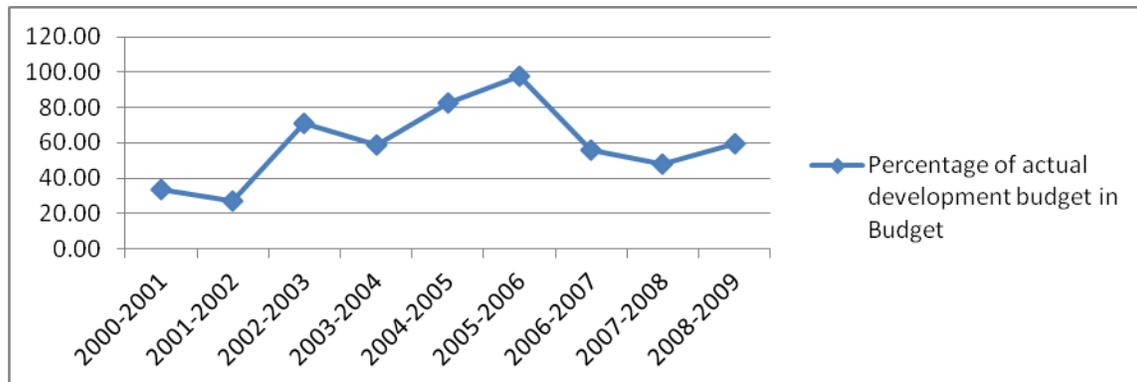
Figure 6.26: Trend in gaps between allocations and actual development expenditure, 2000-2010



Source: Ministry of Finance

Figure 6.27 shows the rate of implementation of development budget is very low in comparison with overall implementation rate of the ministry. It is seen that the rate was quite impressive during the period FY 2005-06 to 2006-07. However, for MoLE the average rate of implementation is 60.21% per annum. Figure 6 indicates that the highest rate of implementation of the development budget was 97.73% in the 2006 and the lowest was the 27.12% in 2001-02.

Figure 6.27: Actual development budget as percentage of total allocation

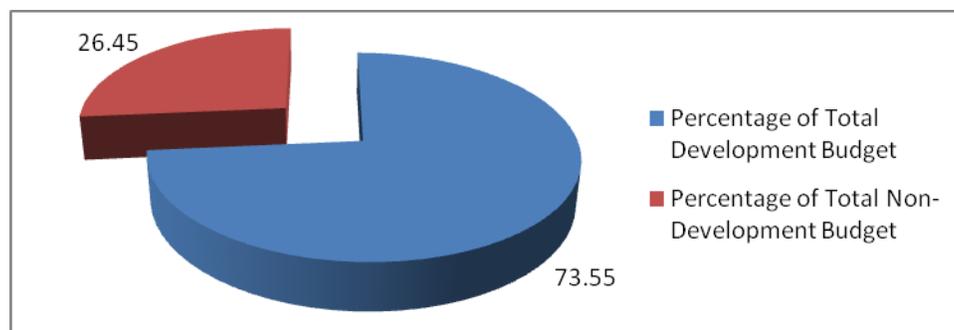


Source: Ministry of Finance

6.4.3 Share of development and non-development budget in MoLE

Allocation analysis shows the share of development and non-development budget in aggregated total budget from 2000 to 2010. Here we can see that the total development budget is only 26.45 percent of the total budget of the MoLE and the rest 73.55% is non-development budget. Clearly evident, the royal share of the MoME's budget is allocated for the non-development purpose of the ministry.

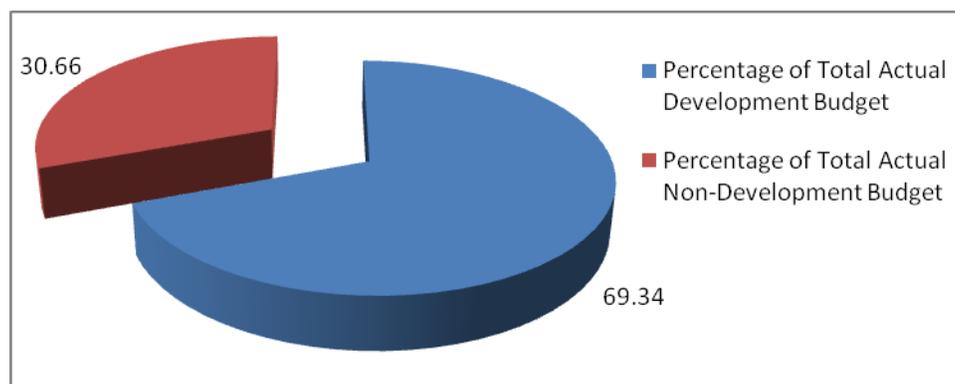
Figure 6.28: Share of development and non-development budget in total budget of MoLE from 2000 to 2010



Source: Ministry of Finance

The similar pattern is also evident in terms of with actual expenditure. Figure 6.29 points to the fact that for the last ten years or so the ministry has got only 30.66% of its total actual budget implemented for development purpose.

Figure 6.29: Share of actual development and non-development budget in total budget of MoLE from 2000 to 2010



7. Conclusion

This report has analyzed the trend of allocation, implementation, coverage and output of three key sectors – education, health and social protection – by covering seven ministries – Ministry of Primary and Mass Education, Ministry of Education, Ministry of Health and Social Welfare, Ministry of Women and Child Affairs, Ministry of Social Welfare, Ministry of Youth and Sports, Ministry of Labour and Employment.

In education sector, public expenditure has more than tripled (3.1 times) from FY2000-01 to FY2010-11, while number of students passed in SSC and HSC examination has been multiplied by more than 3.8 times. This shows a contradictory scenario – marginal decrease in per capita education expenditure though a large increase in aggregate allocation in education sector.

In case of health sector, though nominal public expenditure has increased by more than three times in the period from FY2001-02 to FY2011-12, its share of total budget has declined in the same period. However, in terms of output, health sector has achieved some milestones regarding infant mortality, maternal mortality, child mortality, child nutrition and immunization. Cross-country comparison shows that Bangladesh's per capita health expenditure is much lower than South Asian neighbors.

Under social protection sector, all these four ministries – MoWCA, MoSW, MoYS and MoLE – have received significant increase in allocation and also higher number of projects to cater the needs of child over the last decade.

Lack of detailed information about actual implementation, desired coverage level and specific objectives at project level was the main hurdle to capture ground-level scenarios more vividly in these ministries. Therefore this report has gathered information on coverage and output from secondary sources. The list of projects in the last three years also demonstrates that understanding of child related issues are relatively new in the government budget document and mainly donor-funded. Here lies the scope of civil society and institutions to continue their support to government in further comprehending and thereby acting on child related issues. Civil society institutions can do this by advocacy, research and evaluating ongoing government projects.

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