

PEOPLE'S CHARTER OF DEMANDS

For Union Budget 2010-11



People's Budget Initiative



As developed through
National Convention on Union Budget 2010-11

Foreword

The key to an effective democracy is not just to be counted but also be heard. With regard to the government budgets in our country, this becomes even more vital. In keeping with our broader vision of democratising the discourse on budgets, the *People's Budget Initiative* has been organising a pre-budget National Convention for four years now. A platform that brings together various stakeholders to discuss and arrive at a common set of prioritised policy and budgetary demands for different sectors, the *Initiative* aims to condense the collective expectations into specific demands from the Union Budget, which are presented in the *People's Charter of Demands*.

Till last year, the *People's Charter of Demands* focused primarily on the policy priorities of the Union Government underlying its budgetary provisions in some of the critical social and economic sectors. In 2009, it was felt that it would be worthwhile to substantiate the demands from Union Budget with some analysis of the resources required for the same. Thus, the *People's Charter of Demands for Union Budget 2010-11* refers to benchmarks for spending in some of the social sector initiatives of the Union Government.

The ongoing mid-term evaluation of the Eleventh Five Year Plan adds to the significance of this exercise. It is hoped that some of the suggestions put forth here would contribute, even if in a small measure, to the required course correction in the Plan for the remaining two years.


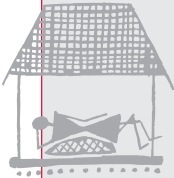

The sectors covered include those economic and social sectors which are crucial for addressing development deficits of the large number of poor and disadvantaged people in India. In addition to these, specific attention is given to the budgetary provisions and policy priorities of the Union Government for some of the disadvantaged sections of our population, such as women, children, dalits, adivasis and minorities. It also includes brief commentaries on policy efforts by the Union Government for addressing important concerns relating to social security and climate change.

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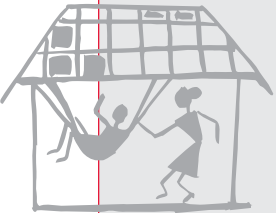
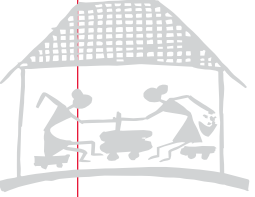
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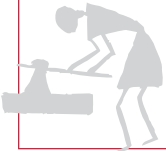
People's Charter of Demands for Union Budget 2010-11

	What We Were Promised	Our Long Term Demands	Our Demands from Union Budget 2010-11
 <p>Education</p>	<p>One model school in every block of the country in the next five years.</p> <p>Free education for SCs/STs and special incentives to ensure greater enrolment of the girl child.</p> <p>(Congress Election Manifesto 2009)</p>	<p>Public spending on education to be increased to at least 6% of GDP.</p> <p>Every school in the country to be a model school, more in the lines of the Common School System.</p> <p>Free education for all up to 18 years.</p>	<p>Rs. 8124 Crore in Union Budget 2010-11 towards setting up model schools without bringing in private partnership to finance the scheme.</p> <p>Earmarked spending on education of SC/STs to reach at least Rs. 1500 per SC/ST child at elementary level and Rs. 3000 per SC/ST child at secondary/higher secondary level in Union Budget 2010-11.</p> <p>Earmarked spending on education of the girl child to reach at least Rs. 1500 per girl child at elementary level and Rs. 3000 per girl child at secondary/higher secondary level in Union Budget 2010-11.</p>
 <p>Health</p>	<p>Every district headquarters hospital to be upgraded to provide quality health facilities to all.</p> <p>(Congress Election Manifesto 2009)</p>	<p>Public spending on health to be increased to 3% of GDP.</p> <p>Strengthening Primary Health Care and regulation of private sector.</p> <p>Improving rural health services and addressing the issue of vacancies.</p>	<p>Rs. 3000 Crore for upgrading District Hospitals in Union Budget 2010-11 (@Rs. 250,000 per bed per annum wherein Rs. 160,000 per bed towards salaries and Rs. 90,000 per bed towards other costs like drugs, maintenance, utilities etc.)</p> <p>Allocation for the proposed Indira Gandhi Matritva Sahayog Yojana (IGMSY) in Union Budget 2010-11 to the tune of Rs. 8600 Crore</p>
 <p>Food Security</p>	<p>Enact 'National Food Security Act' and provide 25 kgs of rice/wheat a month at Rs. 3 per kg for BPL families.</p>	<p>Universalise PDS in the country in order to secure food security for all.</p>	<p>An additional allocation of Rs. 94419 Crore in the Union Budget 2010-11, over and above the already existing provisions, towards ensuring food security.</p>


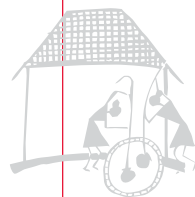


	What We Were Promised	Our Long Term Demands	Our Demands from Union Budget 2010-11
<p>Children</p> 	<p>Universalisation of ICDS by March 2012 and providing an anganwadi in every habitation and full coverage of children up to the age of six for food, nutrition and pre-school education.</p> <p>Attention will be paid to the special needs of children.</p> <p>(Eleventh Five Year Plan document)</p>	<p>Every child under six be provided with adequate health, nutrition and pre-school education facilities.</p> <p>Every child in the country below 18 years of age to be in school, not just children who are working in hazardous occupations.</p>	<p>The magnitude of funds required from the Union Budget 2010-11 to universalise ICDS would be in the range of Rs. 43,355 crore to Rs. 75,055 crore depending on the total number of AWCs to be taken into consideration and the proportion of them that need construction of new <i>pucca</i> buildings.</p> <p>Increase the unit cost of services i.e. Supplementary Nutrition Programmes (SNP), wages and salaries for Anganwadi Workers (AWWs) and Anganwadi Helper (AWH) and contingency provided under ICDS and adopt two-worker model for children under three combined with effective pre-school education for children aged 3-6 years.</p> <p>Rs.519 Crore in Union Budget 2010-11 towards running all the National Child Labour Project Societies (Rs.135 Crore) and all the National Child Labour Project Schools (Rs.384 Crore) to ensure that there is a positive change in the development outcomes.</p>
<p>Women</p> 	<p>Budgetary allocations for publicity and creating the required infrastructure for effective implementation of Protection of Women from Domestic Violence Act in the Eleventh Plan.</p> <p>A High Level Committee in the Eleventh Plan Period to conduct a review of SHG-related policies and programmes</p> <p>A National Task Force on Violence Against Women (VAW) in Zones of Conflict in the Eleventh Plan period.</p> <p>Gender Budgeting to cover all ministries and departments in the Eleventh Five Year Plan.</p>	<p>For the budgets to be more gender sensitive social sector allocations must be increased and the quality of spending must also improve.</p> <p>Gender Budgeting must ensure that women's voices and demands are heard in the budget and policymaking processes.</p> <p>Doing away with the tendency of many of the government programmes to capitalize on and exploit women's underpaid work.</p>	<p>Financial provision in the form of a Special Central Assistance provided by the Centre to the State Governments for effective implementation of the Protection of Women from Domestic Violence Act (PWDVA).</p> <p>Rs. 2.62 Crore for setting up a High Level Committee to review SHGs for the first year in Union Budget 2010-11.</p> <p>Rs. 2.55 Crore to set up a National Task Force on Violence Against Women in Zones of Conflict in Union Budget 2010-11.</p>



	What We Were Promised	Our Long Term Demands	Our Demands from Union Budget 2010-11
 <p>Dalits & Adivasis</p>	<p>Allocations under the Special Component Plan for Scheduled Castes and Tribal Sub-Plan for Scheduled Tribes in accordance with their proportion in total population.</p>	<p>End the discrimination and exclusion of the disadvantaged sections—the Dalits and the Adivasis, through consistently high public spending for these sections of population.</p>	<p>Additional allocation of Rs. 23682 Crore in SCSP and Rs. 9756 Crore in TSP in Union Budget 2010-11, to address the gap in last year's plan allocations in implementation of the SCSP and TSP by the Union government.</p>
 <p>Minorities</p>	<p>For development of religious Minorities, establish Wakf Development Corporation to develop Wakf properties, set up a National Unani University and double the corpus of Maulana Azad Educational Foundation.</p>	<p>Bring the religious Minorities in the country on the same level of socio-economic development as the other general communities, through sustained government spending and policy interventions.</p>	<p>Expand the coverage of the Multi Sectoral Development Programme (MSDP) beyond the 90 Minority Concentration Districts to other districts as well from Union Budget 2010-11.</p> <p>To improve the extent and quality of utilisation, there is a need to create absorption capacity of funds (by providing trained and adequate staff, infrastructure, and planning capacity) at state, district and block level.</p>
 <p>Adaptation to Climate Change</p>	<p>The National Action Plan on Climate Change 2008 (NAPCC) has identified several vulnerable sectors that require adaptation response from the government. For some of these sectors like water, sustainable agriculture, forestry, sustainable habitat and knowledge production and dissemination, the government envisaged a mission mode approach under respective ministries to address the vulnerabilities of this sector.</p>	<p>Formulate a comprehensive policy framework to address issues of adaptation to climate change based on assessment of the differential needs of vulnerable sectors of the economy. Additional funding for the vulnerable sectors need to be provided based on the priorities assigned by the framework.</p>	<p>Creation of a National Adaptation Fund in Union Budget 2010-11 to provide dedicated financial resources to sectors vulnerable to climate change, additional to existing developmental measures operational in these sectors. Additional funding for research and dissemination should be provided for assessment of vulnerability across different sectors of the economy.</p>
 <p>Social Security</p>	<p>Comprehensive Social Security for the unorganised sector workers.</p>	<p>Universal coverage of all informal workers in both rural and urban areas, and in both unorganised and organised sectors as proposed by the “Unorganised Workers’ Social Security Act, 2008”</p>	<p>Allocation of Rs.22841 Crore (i.e., 0.39% of GDP as estimated by NCEUS) in Union Budget 2010-11 for universal social security coverage.</p>



	What We Were Promised	Our Long Term Demands	Our Demands from Union Budget 2010-11
 <p>Agriculture</p>	<p>Implement comprehensive crop insurance schemes and explore the feasibility of direct income support to farmers in ecologically vulnerable regions of the country.</p>	<p>Agricultural insurance be provided to farmers across the country, covering all crops and be implemented in a sustained, continued manner – by shifting all such provisions under Non-Plan head of expenditure.</p>	<p>Introduce Plan schemes for crop insurance in Union Budget 2010-11 with 100% additional Central Assistance to State Plans.</p> <p>Extend the coverage under National Agricultural Insurance Scheme (NAIS) in terms of number of farmers, area and crops.</p>
 <p>Rural Housing</p>	<p>Provisioning for 150 lakh houses - disaster resistant, environment friendly, with proper sanitary facilities and smokeless <i>chulhas</i> - for the rural poor. (Eleventh Five Year Plan)</p>	<p>Meet the shortage in rural housing as per the estimates provided by the Working Group on Rural Housing, which is 474.3 lakh (estimated for the plan period of 2007-12). Also, housing provided should be compliant with environmental and health standards.</p>	<p>Increase the annual target for rural housing along with concomitant budgetary allocation, if the target set in Eleventh Five Year Plan is to be achieved. In addition the unit cost for IAY needs to be revised upward to improve the quality of housing incorporating all the envisaged facilities.</p>



Education



What was Promised

- One model school in every block of the country in the next five years.
- Free education for SCs/STs and special incentives to ensure greater enrolment of the girl child.

Our long term Demand(s)

- Every school in the country to be a model school, more in the lines of the Common School System.
- Free education for all up to 18 years.

What we demand from Union Budget 2010-11

- Rs. 8124 Crore in Union Budget 2010-11 towards setting up model schools without bringing in private partnership to finance the scheme.
- Earmarked spending on education of SC/STs to reach at least Rs. 1500 per SC/ST child at elementary level and Rs. 3000 per SC/ST child at secondary/higher secondary level in Union Budget 2010-11.
- Earmarked spending on education of the girl child to reach at least Rs. 1500 per girl child at elementary level and Rs. 3000 per girl child at secondary/higher secondary level in Union Budget 2010-11.

Commitment #1: One Model School in each Block at Secondary Level

“In order to ensure quality school education for all children, we have already made a beginning by approving the setting up of one model school in every block of the country. Every year, over the next five years, we will add one more model school in every block.”

(Election Manifesto 2009, Indian National Congress)

Background

In pursuance of the UPA's promise to make secondary education of good quality available to all, the Union Budget 2009-10 introduced a *Scheme for Setting up of 6000 Model Schools at Block Level as Benchmark of Excellence*. To begin with, it is a matter of concern that the government is keen to introduce another tier of schools in the already-existing multilayered education system. Even if the merit of launching this scheme is considered, the catch lies in the implementation plan. Of the 6000 model schools planned, while 2500 of these would be set up in the Educationally Backward Blocks (EBBs) on Kendriya Vidyalaya (KV) template, 2500 will be established in Public Private Partnership (PPP) mode. The modalities for creating the remaining 1000 schools are yet to be finalized. KV schools are elite government-run schools for children of Central government staff.

It is stipulated that the 2500 schools on the lines of KV model to be set up by State governments need not necessarily be brand new schools; even existing State government schools could be converted into model schools. Further, as part of the guidelines by the Union government, it is suggested that States may enter into PPP to get school buildings constructed and maintained, and that the schools could start functioning at temporary sites once such sites with facilities similar to the KV model are made available. It is quite unlikely that schools functioning from temporary sites would adhere to all the quality norms followed by the KV model.

The direction taken by the Union government is all too clear – shrinking government's commitment and expanding the scope of private players in provisioning for a critical entitlement such as education, and that too mostly in rural habitations where concerns of cutting costs could effectively derail any progress made in terms of education attainments. This is also in keeping with the Eleventh Plan motto of promoting privatization in critical sectors such as education and health.

Financial Assessment

Based on the estimates provided by the Union government (refer Table 1.1), the total cost of setting up 6000 model schools using KV template, over a period of five years, works to **Rs. 40,620 crore**. Thus, in Union Budget 2010-11, the total allocations towards this scheme would be **Rs. 8124 crore**.

1. Only 2500 of these model schools would be on the lines of KV

In this regard, a Ministry of Human Resource Development (MHRD) notification to all the States (dated 16 July 2009) to set up 2500 model schools (on the KV model) in the first phase in EBBs computes the financial requirement to be Rs. 9,321 crore, with the estimated central share pegged even lesser than that (Rs. 7,457 crore). However, based on the template put together by the MHRD itself, the financial obligation comes to Rs. 16,925 crore (Rs. 6.77 crore*2500 Schools), thus not accounting for the remaining amount of Rs. 7,604 crore!

Table 1.1: Cost Estimation, Gaps in Allocation and Alternative Sources of Funding 6000 Model Schools

One Kendriya Vidyalaya School with Classes VI-XII with two sections in each class	
Type of Costs	Amount
Recurring (per year)	0.75* 5 years = Rs. 3.75 Crore
Non-recurring (total)	Rs. 3.02 Crore
Total	Rs. 6.77 Crore
Amount Required for Setting up 6000 Model Schools using Kendriya Vidyalaya template	
6000 * 6.77	Rs. 40620 Crore
Eleventh Plan outlay	Rs. 12750 Crore
Tax Exemptions in 2008-09	Rs. 418095 Crore
Allocations in Union Budget 2010-11 (Rs. 40620 Crore / 5 years)	Rs. 8124 Crore

Source: Computed by CBGA based on estimates provided by Government of India, Ministry of Human Resource Development, Department of School Education and Literacy

2. Eleventh Plan Outlay

Looking at the Eleventh Plan outlay for the scheme (Table 1.1) at Rs. 12,750 crore, it is way off the Rs. 40,620 crore estimate for setting up 6000 model schools. This is indicative of the government envisioning support from private players to finance this initiative. The inherent contradiction in doing so is that considerations of cost would outweigh quality, with the scheme losing its potential and desired effectiveness in terms of improved secondary education attainments. Instead of promoting private players, the government might consider doing away with some of the tax exemptions that continue to increase year after year. The total tax revenue foregone by the Union government in 2008-09 was to the tune of Rs. 4,18,095 crore. If 10 per cent of the total exemptions in one year are waived (approx. Rs. 41,809 crore), the entire cost of setting up 6000 model schools in five years can be met!

3. Centre-State Fund Sharing

Not only should the Union government ensure that all the 6000 model schools (and not just 2500) are similar to KV in terms of management, facilities and quality of education imparted, it must also ensure that this does not remain yet another scheme announced with much fanfare and limited to maybe one or two Plan periods. During the Eleventh Plan period, 75 per cent of the costs of setting up the model schools will be borne by the Centre, which would change to 50 per cent sharing in the Twelfth Plan period. For the special category States, the ratio will be 90:10 (Centre-State). Given that most of the States are cash-strapped, the Centre's share should ideally remain at least 75 per cent of the total spending. The Union government does not make any commitment to share costs with the States beyond the Eleventh and Twelfth Plan periods – a lapse likely to make the States resort to low-cost interventions such as contract teachers, etc.

Commitment #2: Free Education to SCs / STs

“Education at all stages — primary, secondary and university — will be free in all respects for boys and girls belonging to dalit and adivasi communities...”

...Coaching fees for all entrance exams for at least one lakh scheduled caste/scheduled tribe students every year will be paid by the Central Government. National scholarships for boys and girls belonging to scheduled castes and scheduled tribes will be further increased.”

(Election Manifesto 2009, Indian National Congress)

Background

It is a sad commentary on the country's development that even after more than half a century since Independence, social inclusion largely remains a concept. SCs and STs continue to be marginalized in terms of accessing quality education at all levels as is reflected by poor educational outcomes such as high dropout rates, low enrolment and excessive discrimination. Several studies and reports¹ highlight the primary cause as chronic poverty coupled with occupational compulsions and non-availability of remedial coaching. In this regard, the Union government has been implementing schemes and introduced more programmes to address the socio-economic and educational deprivations faced by SCs and STs. However, funds provided for these interventions remain woefully inadequate and critical issues with regard to the schemes' implementation persist.

Financial Assessment

1. How 'Free' is Free Education?

With the enactment of the Right to Education Act, 2009, education is now free and compulsory at the elementary stage. However, free education in government schools is *not actually free* as parents still incur expenses, i.e. books and stationery, private coaching and other expenses. According to the National Sample Survey (NSS) 64th Round in 2008², per capita out-of-pocket expenditure by an average parent in the country in government schools at the elementary and secondary/ higher secondary stages are Rs. 1243 and Rs. 2597 respectively. When seen in the light of the excluded groups like SCs and STs, out of pocket expenses can deter children from participating in the education system. In this regard, the Eleventh Plan Working Group had suggested that educational incentives like free uniforms, footwear may be supplied to SC children especially girls to offset the

¹ Thorat, Sukhadeo, *Report of the Working Group on 'Economic and Educational Empowerment of the Scheduled Castes' during the Eleventh Five Year Plan 2007-12*, Planning Commission, Government of India, 2007

² *A Report on Participation and Expenditure on Education* based on data collected in State Sample of 64th Round of National Sample Survey, Volume II, July 2007-June 2008, Directorate of Economics and Statistics, Planning Department, Government of Maharashtra, Mumbai

economic cost of education and cash incentive may be provided to SC, ST children to offset other hidden costs of education.

2. Interventions towards making Education 'Free' for SCs/STs

Table 1.2 presents the Union government interventions for SCs/STs in Union Budget 2009-10. The focus is on subsidising education through providing scholarship, accommodation and other incentives like textbooks, book bank, etc. The total amount earmarked for subsidizing education at all stages for SCs and STs comes to **Rs. 11,352 crore** in Union Budget 2009-10.

Table 1.2: Union Govt. Interventions for Subsidizing Cost of Education for SC/ST Students (in 2009-10)

PART A - SCHEMES WITH 100% ALLOCATIONS FOR SCs/STs		Amount (in Rs. Crore)
Min. of Social Justice & Empowerment	Post Matric Scholarship Scheme	735
	Girls' Hostels for SCs	56
	Boys Hostels for SCs	39
	Pre Matric Scholarship	79
	Rajiv Gandhi National Fellowship	79
	Top Class Education	19
Min. of Tribal Affairs	Rajiv Gandhi National Fellowship for ST Students	42
	National Overseas Scholarship Scheme	0.5
	Scheme of PMS, Book Bank and Upgradation of Merit of ST Students	217.95
	Scheme of Hostels for ST Girls & Boys	59
PART B - PROGRAMMES WITH ATLEAST 20% ALLOCATIONS FOR SCs/STs		
Dept. of School Education & Literacy	Sarva Shiksha Abhiyan	3170.2
	Mid Day Meal Scheme	1936
	National Scheme for Incentive to Girl Child	12.1
	Navodaya Vidyalayas	397.19
	Kendriya Vidyalayas	438.71
	National Council for Educational Research & Training (NCERT)	33.25
	National Institute of Open Schooling (NIOS)	3.63
	Rashtriya Madhyamik Shiksha Abhiyan	327.66
	National Means-cum-Merit Scholarship Scheme	181.5
	Scheme for Construction and running of Girls Hostels for students of Secondary and Higher Secondary School	14.52
Dept. of Higher Education		3490.24
Min. of Youth Affairs and Sports	Nehru Yuva Kendra Sangathan	20.6
TOTAL		11352.05

Source: Compiled by CBGA from Statement 21 (Schemes for the Development of Scheduled Castes and Scheduled Tribes), Expenditure Budget Volume I, Union Budget 2009-10.

Note: Rationale for selection of schemes has been provision of ‘entitlements’ to SC & ST students at all stages of education, such as Scholarships, Textbooks, Hostels, etc. – interventions that are designed to subsidize the cost of education. However, in Part B, the assumptions made by the Union government ministries with regard to the magnitude of funds in their programmes/schemes which benefit SCs/STs are not verifiable, since no such information has been made public by any of these ministries.

The all-India projected population in 2011³ in 5-29 years age group is 57 crore (refer Table 1.3). Assuming that 24 per cent of total population in this age group would be SCs and STs, i.e. 13.68 crore, an indicative estimate of the per capita expenditure on education of an SC/ST student (in the age group 5-29 years) by the Union government would be **Rs. 830**. Taking into account the fact that there are high out-of-pocket expenses incurred by individuals on education, this amount spent by the Union government is insignificant.

Table 1.3: Estimated Per Capita Expenditure on Education of an SC & ST Student

All-India projected population in 2011 in 5-29 years age group	57 Crore
Estimated SC/ST population in 2011 in 5-29 years age group (24% of total population)	13.68 Crore
Earmarked spending by Union government on education of SC/ST students in 2009-10	Rs. 11,352 Crore
Per capita annual expenditure by Union government on education of a SC/ST student in 2009-10*	Rs. 830

Source:

Population projections from Report of Technical Group on Population Projections constituted by the National Commission on Population, Revised December 2006, Office of Registrar General and Census Commissioner, India.

Union government allocations compiled by CBGA from Statement 21 (Schemes for the Development of Scheduled Castes and Scheduled Tribes), Expenditure Budget Volume I, Union Budget 2009-10.

*An indicative figure assuming that SC/ST population would be approximately 24% of the total population.

The above estimation is based on allocations earmarked by the Union government on schemes that are 100 per cent SC/ST-specific (Part A in Table 1.2) and also include those that address concerns of the SCs/STs through outlays that are at least 20 per cent in various programmes (Part B in Table 1.2). In this regard, there are problems with including Part B. To start with, information on the share of SC and ST population is not provided. Moreover, there is no clarity on what are the assumptions on the basis of which the relative outlays have been earmarked as SC/ST-specific. Even if enrolment figures have been assumed to be the basis for earmarking allocations, it is not possible that the entire spending in schemes like SSA, KV and Navodaya Vidyalaya (NV) would subsidize SC/ST students’ cost of education.

As already noted, coaching fees comprise a huge chunk of out-of-pocket expenses in education at all levels. The NSS 64th Round (2008) notes that the share of private coaching at Rs. 686 in per capita expenditure on education at all stages is second only to tuition fees at Rs. 819. The per capita share of private coaching is the highest at secondary and higher secondary stages at Rs. 1690 while books and stationery comes second at Rs. 861.

At the university stage, University Grants Commission (UGC) provides financial assistance for Remedial Coaching to SC/ST students. It provides financial assistance to the existing coaching centres to prepare SC/ST candidates for the National Eligibility Test (NET) conducted by UGC/Council for Scientific and Industrial Research (CSIR).

³ Census of India 2001, Population Projections for India and States 2001-2026, Report of Technical Group on Population Projections constituted by the National Commission on Population, 2006 (Revised December 2006), Office of Registrar General and Census Commissioner, India.

3. Scholarships to SC Students - 'Committed Liability' of States?

The amount spent by the State governments under the *Pre-Matric* and *Post-Matric Scholarships to SC Students* schemes is treated as their committed liability at the end of a particular Plan period and Central Grants during the next Plan period are provided only for spending over and above that amount⁴. This deters States from increasing the coverage of the schemes as the additional burden gets transferred to them, thus leaving out deserving SC beneficiaries. It is necessary to do away with the practice of assuming that it is the State's 'committed liability' to provide for the scholarships of SCs and the Centre-State sharing of expenditure under both the schemes should be 90:10.

4. Adequacy of Unit Costs of Union government Schemes

Regular revision of unit costs as provided under various schemes in keeping with the cost of living index is also essential. To illustrate, the *Scheme of Post-Matric Scholarship (PMS), Book Bank and Upgradation of Merit of ST Students* provides financial assistance to ST students and covers professional, technical as well as non-professional, non-technical courses at various levels. It also includes corresponding courses. As per the scheme, maintenance allowance for hostellers is between Rs. 235 to Rs. 740 per month and for day scholars from Rs. 140 to Rs. 330 per month, depending upon the level of courses.

The scheme of Book Bank which was being implemented separately has been merged with the Scheme of Post-Matric Scholarship w.e.f. 1.4.2003. As per new norms of the scheme, books are also provided to deserving ST students pursuing Medical, Engineering, Agriculture, Veterinary, Polytechnics, Law, Chartered Accountancy, MBA and Bio-Science courses. The scheme provides for sharing of textbook by two students of graduate level courses and separate set of books is provided to individual students at post graduate level and for those pursuing Chartered Accountancy course. A set of books costs between Rs. 2,400 to Rs. 7,500, depending upon the courses.

While the scheme is certainly a huge incentive for the ST students, there is a need to factor in the cost of living index and allowing for some flexibility in the setting of unit costs. The starting level of maintenance allowance at Rs. 235 per month for hostellers and Rs. 140 per month for day scholars is inadequate. We suggest a more realistic figure be provided. With regard to provisions under the Book Bank, it is suggested that a separate set of books be provided to every student pursuing graduate level courses as well. Thus, the Union government must increase its allocation on all these interventions to ensure that more outlays get translated into better outcomes as well.

Commitment #3: Incentives in Education for Girl Child

"The Indian National Congress will introduce special incentives for the girl child to correct the adverse sex ratio and to ensure education of girl children. Girl children in districts that have an adverse sex ratio and/or low enrolment of girls, monetary incentives will be given to the girl child to be credited to the girl child's account on her completing primary school, middle school, secondary school and higher secondary school."

(Election Manifesto 2009, Indian National Congress)

⁴ Thorat, Sukhadeo, Report of the Working Group on 'Economic and Educational Empowerment of the Scheduled Castes' during the Eleventh Five Year Plan 2007-12, Planning Commission, Government of India, 2007

Background

With regard to education and more specifically, education of the girl child, goalposts have been shifting. The Millennium Development Goal of attaining gender parity in primary and secondary education by 2005 has not been met; a Declaration on Education for All seeks to attain quality, free and compulsory primary education by 2015 does not seem to have gained much momentum. Closer home, Sarva Shiksha Abhiyan (SSA) aimed to bridge all gender and social category gaps at the primary stage by 2007 and 2010 for elementary education level. It is evident that these goals have not been attained and a lot more needs to be done.

Until now, the government has been trying to address the problem through adoption of supply side measures, i.e. providing schools within habitations, teachers, separate toilets and drinking water, etc. Providing monetary incentives to promote girl child education is a demand side measure that hopes to draw the dropouts and out of school girl children back into the education system. With this idea, the Eleventh Plan mooted a pilot Conditional Cash Transfer Scheme in select backward districts of the country that has been introduced in Union Budget 2009-10 wherein cash would be provided to the family of the girl child (preferably the mother) on fulfilling certain conditionalities for the girl child, such as, registration of a girl's birth, her immunization, her enrolment and retention in school, and delaying the age of her marriage beyond 18 years. The scheme also includes a sub-component of providing insurance cover for the girl child.

Financial Assessment

1. Interventions focusing on Education of the Girl Child

Girls' education was shown as a special component in the first three Five Year Plans with earmarked allocations but was discontinued subsequently. Incentives to the girl child encouraging her education are provided through several government-run programmes and schemes, such as subsidized/free accommodation, scholarships, free textbooks and uniform, apart from the recently introduced cash transfer scheme. The total outlay towards education of the girl child by the Union government in 2009-10 is **Rs. 11,417 crore** (refer Table 1.4). In this regard, it is important to note that allocations earmarked in Part B of the table cannot be seen as entirely accruing to the girl child. As was the case with the Union government interventions for subsidizing the cost of education of SCs/STs, here too, the only interventions that exclusively focuses on the girl child are those provided in Part A of the Gender Budgeting Statement (refer Table 1.4). If seen that way, only Rs.70 crore is earmarked allocation by the Union government for promoting education of the girl child.

Table 1.4: Union Govt. Interventions focusing on Education of the Girl Child (in 2009-10)

PART A – SCHEMES WITH 100% ALLOCATIONS FOR GIRLS		Amount (in Rs.Crore)
Min. of Social Justice & Empowerment	Girls Hostel for SCs	60
Min. of Women & Child Development	Conditional Cash Transfer for Girl Child with Insurance Cover	10

PART B - PROGRAMMES WITH ATLEAST 20% ALLOCATIONS		
Dept. of School Education & Literacy	Kendriya Vidyalaya Sangathan	543.85
	Sarva Shiksha Abhiyan	6026
	Mid Day Meal Scheme	3040
	Rashtriya Madhyamik Shiksha Abhiyan	406.19
	National Means-cum-Merit Scholarship Scheme	225
	Scheme for Providing Quality Education in Madrasas	15
	Scheme for Setting up of 6000 Model Schools at Block Level as Benchmark of Excellence	105
	Inclusive Education for the Disabled at Secondary Level	21
Min. of Minority Affairs	Pre-Matric Scholarship for Minorities	200
	Post-Matric Scholarship for Minorities	150
Min. of Social Justice & Empowerment	Post-Matric Scholarship for SCs	220.5
	Top Class Education for SCs	5.7
	Boys and Girls Hostels for BCs	10.5
	Post-Matric Scholarship for BCs	36.45
Min. of Tribal Affairs	Post Matric Scholarship	135.48
	Boys and Girls Hostels	32
	Rajiv Gandhi National Fellowship	22.5
	Top Class Education	2
	National Overseas Scholarship	0.25
	ACA for Educational Development of Tribal Children in Schedule V areas and Naxal-affected areas	150
TOTAL		11417.42

Source: Compiled by CBGA from Statement 20 (Gender Budgeting), Expenditure Budget Volume I, Union Budget 2009-10.

Note: Rationale for selection of schemes has been provision of incentives, entitlements for the girl child at the primary, middle, secondary and higher secondary stages. However, in Part B, the assumptions made by the Union government ministries with regard to the magnitude of funds in their programmes/schemes which benefit girl child are presumably based on the estimates of enrolment and cannot be shown as benefiting girl child exclusively.

Taking the projected population of girl children in the 5-18 years age group in 2011, i.e. 15.7 crore, an indicative estimate of the per capita expenditure on education of a girl child by the Union government would be **Rs. 725**.

Table 1.5: Estimated Per Capita Expenditure on Education of a Girl Child

Estimated girl child population in 2011 in 5-18 years age group	15.7 Crore
Earmarked spending by Union government on education of girl child in 2009-10	Rs. 11,417 Crore
Per capita annual expenditure by Union government on education of a girl child in the 5-18 age group in 2009-10#	Rs. 725

Source: Population projections from Report of Technical Group on Population Projections constituted by the National Commission on Population, Revised December 2006, Office of Registrar General and Census Commissioner, India. Union government allocations compiled by CBGA from Statement 20 (Gender Budgeting), Expenditure Budget Volume I, Union Budget 2009-10.

An indicative figure using projected population of total girls in the 5-18 years age group for the year 2011

The numbers say it all! Considering girl children in 5-18 years age group, the per capita spending at Rs. 725 is far less than the out-of-pocket expenses incurred by an average parent in providing elementary education at Rs. 1163 and secondary/higher secondary education at Rs. 2391 for girls in the country (NSS 64th Round). The situation could not have been more alarming. Spending by the Union government to ensure equal participation and retention of the girl child in the education system will not suffice and needs to be increased substantially.

2. Tracking Outcomes

Building on the gender budgeting ideas of the government, systematic tracking of funds allocated for girls' education / special focus group (SC/ST, Muslim, OBC and remote areas) was suggested by the Eleventh Plan Working Group on Girls' Education. It is rightly felt that it is not enough to look at just the outlays but also move to examining the scheme implementation and outcome monitoring. Giving an identifiable budget / tracking code for efforts to promote girls' education could enable the government to identify funds drawn from different schemes/provisions such as SSA (free textbooks to girls, Research, Evaluation, Monitoring and Evaluation [REMS], gender training of teachers, monthly Cluster Resource Centre [CRC] / Block Resource Centre [BRC] level meetings for girls, etc.) Education Guarantee Scheme (EGS) & Alternative and Innovative Education (AIE), Mahila Samakhya, National Programme for Education of Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidyalaya (KGBV) and schemes of the State governments.

Health



What was Promised

- Every district headquarters hospital to be upgraded to provide quality health facilities to all. (Congress Election Manifesto 2009)

Our long term Demand(s)

- Health spending to be increased to 3% of GDP.
- Strengthening Primary Health Care and regulation of private sector.
- Improving rural health services and addressing the issue of vacancies.

What we demand from Union Budget 2010-11

- Rs. 3000 Crore for upgrading District Hospitals in Union Budget 2010-11 (@Rs. 250,000 per bed per annum wherein Rs. 160,000 per bed towards salaries and Rs.90,000 per bed towards other costs like drugs, maintenance, utilities etc.)
- Allocation for the proposed Indira Gandhi Matritva Sahayog Yojana (IGMSY) in Union Budget 2010-11 to the tune of Rs. 8600 Crore

In India, indicators of health need no further explanation, rather just a reminder that all is not well with a country where expenditure on health accounts for less than 1% of the GDP. Out of pocket expenditure accounts for more than 70% of total health expenditure and private sector predominantly controls the reins of health care service delivery in the country.

As part of the People's Budget Initiative's efforts towards influencing Union Budget 2010-11, we can attempt to articulate a few priority demands along with some indication of finances required, wherever possible. It would be worthwhile to consider some of the major promises / proposals for the health sector, which were made by the Indian National Congress in their Election Manifesto in 2009 and the Eleventh Five Year Plan.

Commitment #1: Significant reduction in maternal and infant mortality by improving Janani Suraksha Yojana.

The *National Maternity Benefit Scheme (NMBS)* was replaced by *Janani Suraksha Yojana (JSY)* in 2005-06, which was started as one of the major interventions under Reproductive and Child Health (RCH) programme of the Central Government. With the objective of reducing maternal and neo-natal mortality in the country, JSY promotes institutional delivery among pregnant women from poor households. The scheme is 100% centrally sponsored and is implemented in all States and UTs. However, its focus is on States having a low institutional delivery rate. The 10 States namely the eight EAG (Empowered Action Group) states and the States of Assam and Jammu & Kashmir constitute the Low Performing States (LPS) and the rest are High Performing States (HPS).

JSY is meant to integrate cash assistance with antenatal care during the pregnancy period, institutional care during delivery and immediate post-partum period in a health centre by establishing a system of coordinated care by

field level health worker (ASHA). The potential beneficiaries of JSY are all pregnant women belonging to below poverty line (BPL) households and SC/ST households. In order to encourage women of BPL households to deliver in institutional setups with the assistance of doctors or nurses, cash assistance is provided to them.

It has been claimed that JSY has led to a substantial increase in institutional deliveries, especially in poorer States like Uttar Pradesh, Rajasthan, Madhya Pradesh, Orissa, Assam and West Bengal.

Table 2.1: Physical and Financial Progress of JSY

Year	No. of Beneficiaries (in Lakhs)	Financial Progress (in Rs. Crore)
2005-06	7.39	38.30
2006-07	31.58	258.22
2007-08	73.30	754.20
2008-09	83.84	1241.33

Source: Health Management Information System, Govt. of India

As in Table 2.1, the number of pregnant women benefiting from JSY has increased from 7.4 lakh in 2005-06 to 83.8 lakh in 2008-09. However, in India, the total number of women giving birth each year is estimated to be around 260 lakh, and hence the coverage of JSY is still very limited. More importantly, there are two major limitations with JSY that need to be addressed.

(i) Need for a fundamental change in the approach followed in JSY

The scope of interventions under JSY has been narrow and limited, where the stress has been almost entirely on institutional delivery rather than safe delivery.

- Lack of adequate infrastructure at the PHCs, CHCs and district hospitals coupled with acute shortage of human resources hardly makes these institutions a safe place to deliver.
- Referral transport continues to be very weak and most of the facilities do not meet the Indian Public Health Standards.
- Studies conducted by SAHAYOG and partners and Centre for Budget & Governance Accountability have highlighted many instances where women have lost their lives while trying to access institutional facilities at the time of delivery.

Hence, as has been strongly advocated by SAHAYOG and their partners and Centre for Budget & Governance Accountability, *the emphasis needs to be on 'safe delivery' rather than 'institutional delivery'; women should have the choice of where they want to deliver, with a trained and skilled attendant available.* Moreover, emphasis needs to be made on availability of *local providers for comprehensive and continuous care in pregnancy, abortion or child birth and post-delivery stages.*

Also, JSY implied a shift in the core objective of the Central Government intervention in this area from that of a nutrition-improving initiative (under the erstwhile NMBS) to that of an initiative promoting institutional deliveries. However, the government cannot afford to neglect the nutritional requirements of pregnant and lactating women in the country. *Supplementary Nutrition Programme (SNP)*, which was meant to cater to the nutritional needs of pregnant and lactating women, has not been implemented effectively.

Recent media reports suggest that the Central Government is planning to address this problem by introducing a new scheme under Ministry of Women and Child Development to cover the nutritional aspect during ante-natal care and post-natal care. Influenced by the *Dr. Muthulakshmi Reddy Maternity Benefit Scheme* of Tamil Nadu, the Central Government is planning to launch *Indira Gandhi Matritva Sahayog Yojna (IGMSY)*, which would provide a payment of Rs. 4,000 to pregnant and lactating women in three installments. Media reports also suggest that the Central Government intends to implement this scheme as a pilot project in 95 districts in 2010-11.

With regard to this proposed *IGMSY* scheme, we can clearly ask for a few important modifications:

- The entitlement for each pregnant and lactating woman should be Rs. 6000 (as is the case in *Dr. Muthulakshmi Reddy Maternity Benefit Scheme* of Tamil Nadu) instead of the proposed amount of Rs. 4000. The cash assistance provided to beneficiaries should be adequate for meeting the pregnant woman's as well as the unborn child's nutritional needs and compensating for the loss of income that the woman incurs during her pregnancy and lactating stage.
- *IGMSY* scheme should not be implemented merely on a pilot basis (as reported in the media), rather it should be launched as a full-fledged scheme across the country.
- There should not be any conditionality attached to a woman availing the scheme benefits so as to ensure that all poor pregnant women get proper care prior to, during and after delivery.

Table 2.2: Proposed Allocation for IGMSY in Union Budget 2010-11

Total number of pregnant & lactating women registered under ICDS (as in June 2008 as per the Annual Report 2008-09, Ministry of Women and Child Development, GoI)	143.32 Lakh
Assuming total number of beneficiaries of <i>IGMSY</i> in 2010-11	143.32 Lakh
Amount of assistance to be paid to each beneficiary under <i>IGMSY</i>	Rs. 6000
Fund allocation for <i>IGMSY</i> in Union Budget 2010-11 (Rs.6,000*143.32 Lakh)	Rs. 8600 Crore

Source: Computed by CBGA based on scheme guidelines and estimation of beneficiaries as per MWCD figures

Thus, assuming that the number of pregnant and lactating women as registered under ICDS are the total number of beneficiaries of *IGMSY* (Table 2.2), Union Budget 2010-11 would need to provide at least **Rs. 8,600 Crore** towards this scheme.

(ii) The cash assistance provided in JSY should be stepped up significantly

In addition to fundamentally modifying the approach of JSY, the Central government should step up the amount of cash assistance provided to pregnant women and ASHAs (Table 2.3). Cash assistance provided to pregnant women should be adequate for meeting their expenses towards: referral transport, drugs and supplies purchased from the market, informal payments to staff, and cost of post-delivery care. Also, **the ASHAs need to be provided regular monthly salaries rather than being treated as volunteers.**

Table 2.3: Cash Assistance Provided under JSY

Category	Rural Area			Urban Area		
	Mother's Package (in Rs.)	ASHA's Package (in Rs.)	Total (in Rs.)	Mother's Package (in Rs.)	ASHA's Package (in Rs.)	Total (in Rs.)
Low Performing	1400	600	2000	1000	200	1200
High Performing	700	-	700	600	-	600

Source: Compiled by CBGA based on guidelines of JSY provided by Ministry of Health and Family Welfare

Commitment #2: All district headquarters hospital to be upgraded to provide quality health facilities to all.

District hospitals are an essential component of the overall health system and function as a secondary level of healthcare providing curative, preventive and promotive healthcare services to people at the district level.

The conditions and functioning of district hospitals in the public sector is not up to the mark in terms of availability, accessibility and quality. The number of staff, beds, equipment supply, service availability and population coverage is not uniform across all district hospitals. In India, there are a total of 578 district hospitals, however up to 31st August 2009, 438 districts have been taken up for up-gradation under NRHM. The NRHM plans to strengthen 600 district hospitals by 2012 (Eleventh Five Year Plan).

The Eleventh Plan states the significance of quality health care by mentioning that Indian Public Health Standards (IPHS) should be implemented for health care institutions at all levels. To this effect, the government formulated the IPHS for District Hospitals. These standards are a way of ensuring that health care provision is quality-oriented and need-based. Functional Hospital Development Committees in all CHCs, Sub Divisional Hospitals, and District Hospitals by 2009 is also one of the objectives of the Plan.

The Plan document talks about establishment of fully equipped Mother and Child Hospitals as well as up-gradation of the existing ones. This is to support the Integrated Management of Neo-natal and Childhood Illness (IMNCI) strategy. IMNCI training is primarily facility-based and has been shown to improve neonatal care.

Estimating a benchmark for District Hospitals

A situational analysis of State health expenditure in 2005-06 and rationale for proposing higher allocations for District hospitals is:

- State Health Budget: Rs. 3,338 crore (includes Rs. 1000 crore of local govt. health expenditure)
- Share of private sector in health: Rs. 19,100 crore
- Total expenditure on health : Rs. 22,438 crore
- Total expenditure on health as percentage of State Domestic Product: 6.2 %
- Share of public sector in health: 14.7%
- Hence, per capita expenditure on health care: Rs. 2,133
- Estimated expenditure on a District Hospital (2005-06) based on the Study : Rs. 177,000 per bed per annum

The fund allocation for *District Hospitals*, a new initiative, (not under NRHM but under 'Other Health Schemes' in Union Budget) had been Rs. 68 crore in 2008-09, which has been reduced to Rs. 36 crore in 2009-10.

In the financial year 2008-09, under National Rural Health Mission (NRHM)

- (a) Rs. 421.4 crore was spent for '*Upgradation of CHCs, PHCs and District Hospitals to the IPHS standards*', out of which Rs. 42.3 crore was spent on District Hospitals (around 10%).
- (b) Rs. 61 crore was spent on '*Strengthening of District and Sub-divisional Hospitals*'.
- (c) Rs. 12.4 crore was spent on '*Corpus grants to Hospital Management Societies / Rogi Kalyan Samities*' for District Hospitals.

We may note here that the Indian National Congress had promised in their 2009 Election Manifesto that "*every district headquarters hospital will be upgraded to provide quality health facilities to all*". This would be a critical measure given that district hospitals play a key role in providing health services to the poor; and, substantial improvements in infrastructure and other facilities are required so that they can perform their role more effectively. Hence, in Union Budget 2010-11, fund allocations under the heads identified above, which pertain to strengthening of district hospitals, need to be enhanced significantly.

To provide a benchmark for a well functioning district hospital with a minimum level of public health standard, CEHAT's estimate from a Study "*An Exploratory Study on Understanding the Unit Cost on Selected Health Care Services in Maharashtra*", 2006-07 (Unpublished) has been taken.

Findings and Proposed Estimates for a District Hospital

- The Study was undertaken in Ahmednagar District Hospital, Pune district, Maharashtra in 2005-06. The district hospital had an expenditure of Rs. 450 crore for 254 beds or **Rs. 177,000 per bed per annum**, excluding the drugs which are given in kind. It provided care to 13,800 in-patients with an occupancy ratio of 74% and bed turnover rate of 55, and 145,000 out-patients, 570 per bed per year and 10.5 per in-patient. This district hospital was one of the best performing ones and had more or less all staff in place. However, it suffered from problems of insufficient funds for maintenance, inadequate drug supplies, and amenities for patients.
- For this hospital, the per bed cost was Rs. 154,000 for salaries and Rs. 23,000 for all other costs. This was a gross mismatch which resulted in inadequate services being provided to patients. Thus, CEHAT's Study proposed **Rs. 250,000 per bed per year as a standard estimate** for a general hospital, where Rs. 160,000 per bed should go towards salaries and Rs. 90,000 per bed towards other costs like drugs, maintenance, utilities etc.

Table 2.4: Proposed Allocation for District Hospitals in Union Budget 2010-11

Amount for one bed in one year (as per CEHAT's estimate)	Rs. 250,000
Assuming that there are 200 beds in one District Hospital (200*250000)	Rs. 5 Crore
Amount required for all District Hospitals from Union Budget 2010-11 (Rs.5 Crore*600 districts)	Rs. 3,000 Crore

Thus, as is evident from Table 2.4, an estimated outlay of Rs. 3000 Crore (approximately) must be provided in Union Budget 2010-11 to ensure that there are functional District Hospitals across the country.

Commitment #3: Regular supply of all essential medicines through public health system; bringing all essential drugs under price control; weeding off hazardous formulations of medicines from the market

The Eleventh Plan aimed to ensure availability of essential drugs and supplies, vaccines, medical equipment, along with the basic infrastructure like electricity, water supply, toilets, telecommunications, and computers for maintaining records. The Central Drugs Standard Control Organisation (CDSCO) which is part of the Directorate General of Health Services has the responsibility of laying down standards of drugs, cosmetics, diagnostics and devices. It also regulates market authorization of new drugs and clinical research in the country. The CDSCO got an allocation of Rs. 32.8 crore Budget Estimate (BE) 2009-10 which is an increase from Rs. 25.5 crore Revised Estimate (RE) 2008-09. There is, however, a need to increase outlay at the earliest.

Commitment #4: Setting up a National Regulatory Authority for private hospitals, nursing homes and special care facilities to ensure quality services, affordable fees and prevent/punish malpractice

Regulation of the private sector is the need of the hour. The Eleventh Plan clearly states that efforts will be made to enforce standards for government hospitals at all levels. Priority will be given to legislation for registration of clinical establishments in the country, development of uniform standards for infrastructure and service delivery, re-registration in case of additional and higher qualifications, creation of National Registers of all medical and paramedical personnel, setting up a National Paramedical and other Councils for regulating education and service delivery, recognition of RMPs as *sababhaagis* in NRHM.

Commitment #5: Linking all PHCs and CHCs with all-weather roads and providing home-based neonatal care along with emergency life-saving measures to address poor access of skilled attendance at birth by pregnant women

The Approach Paper on Eleventh Five Year Plan had found accessibility to be a major issue, especially in rural areas, where habitations are scattered and women and children continue to die en-route to hospital. Policy

interventions, therefore, have to be evidence-based and responsive to area-specific differences. Two specific concerns emerge. PHCs and CHCs to be connected by all weather roads so that they can be reached quickly in emergency (accessibility to hospital would be measured in travel time, not the distance from the nearest PHC). Home-based neo-natal care should be provided including emergency life-saving measures.



Food Security

What was Promised

- Enact 'National Food Security Act' and provision of 25 kg rice/wheat a month at Rs. 3 per kg for BPL families.

Our long term Demand(s)

- Universalise PDS in the country in order to secure food security for all.

What we demand from Union Budget 2010-11

- Additional allocation of Rs. 94419 Crore in Union Budget 2010-11 towards ensuring food security.

Commitment: Enactment of National Food Security Act, provision of 25 kg rice/wheat a month at Rs. 3 per kg for BPL families and establishing community kitchens for homeless & migrants

The issue of food insecurity and hunger in India has been the focal point of attraction of the policy makers and the planners since independence. A number of commitments have been made in this regard, the latest being those in the Eleventh Plan and promises by several political parties. More recently, addressing the joint session of Parliament (June 4, 2009), President Pratibha Patil said that a National Food Security Act would be formulated whereby each BPL family would be entitled by law to get 25 kg rice or wheat per month at Rs. 3 per kg. Further, the Finance Minister in his Budget speech in 2009 reiterated that the Food Security Act would ensure that every family living below poverty line in rural or urban areas will be entitled by law to 25 kg rice or wheat per month at Rs. 3 per kg. As promised in its election manifesto 2009, the Congress led UPA-II introduced a draft Food Security Bill wherein 25 kg wheat/ rice would be provided to BPL households at Rs. 3 per kg.

Background

It is widely acknowledged that India has one of the poorest records on hunger and food security in the world. Its abysmal ranking (65th among 84 countries) in the Global Hunger Index (GHI) 2009, underlines the gravity of the problem of food insecurity and hunger in the country. The picture assumes graver overtones when seen in conjunction with spiraling of food prices and the recent economic downturn.

The findings of various government Commissions have also highlighted India's proneness to food insecurity and hunger. The Sengupta Committee (Conditions of Work and Promotion of Livelihoods in the Unorganised Sector, NCEUS 2007), using the National Sample Survey (NSS) consumption data for the 61st round (2004-05), reported that as much as 77 per cent of India's population was "poor and vulnerable", as it spends less than or equal to Rs. 20 per day as total consumption expenditure. The Committee also highlighted that the extent of "poor and vulnerable" in India, had risen in between 1999-2000 to 2004-2005, and the number of persons belonging to this group had increased from 811 million in 1999-00 to 836 million in 2004-05. The severity of

the situation is also reflected in the data on child malnutrition and women who are anaemic. As per the available data, around 50 per cent children are undernourished and more than 75 per cent women are anaemic in rural India.

The Eleventh Plan document emphasised the concern of food insecurity and accorded top priority to this issue through a number of Plan programmes and schemes. The Central government launched the National Food Security Mission as a Central sector scheme in mission-mode aimed at increasing food grains production by at least 20 million tonnes by end of Eleventh Plan. The Mission was launched in August 2007.

With regard to availability of foodgrains, lack of prioritisation of provisioning in budgets, especially plan investment in agriculture and allied activities, the country witnessed a declining per capita availability of food grains. Data reveals that the per capita food grain availability in India declined from 186 kg per annum in 1991 to 166 kg in 2000 and further to 160 kg per annum in 2007. The concern is that the per capita availability of foodgrains is even less than what it was during early phases of the 'green revolution' in India. Uncertain behaviour of the monsoon and subsequent outbreak of drought and flood in most part of the country has led to a further decline in agricultural production for the current year.

Purchasing power of the people to access food at affordable prices has also been severely undermined. In recent times, the soaring prices of the essential commodities, has ensured that the poor consumers have gone to sleep without food. This is notwithstanding the fact that the Public Distribution System (PDS) of the country having a network of around five lakh fair price shops should have served the purpose of food grain distribution to the needy. In spite of record procurements of foodgrains, in 2008-09, when the government had procured 226.82 lakh tonnes of wheat and 261.36 lakh tonnes of rice/paddy, which is probably one of the highest levels of wheat and rice procurement in the country ever; there was no improvement in the food security situation.

It is worth stressing here that as per our Constitution all persons have a fundamental right to freedom from hunger and access to safe and adequate food. Hence, it is the responsibility of the State to take appropriate steps with regard to both production as well as entitlements. In spite of the claim to make PDS universal, government's approach has been targeted and created another stratum within Below Poverty Line (BPL) population, i.e. introduction of *Antyodaya Anna Yojana* (AAY) targeting a specific section of population within the BPL category.

Existing Programmes/Schemes towards addressing Food Insecurity and Hunger

Since Independence a number of government programmes/schemes have been in operation at different levels to ensure food and nutrition security of the country. Nutrition security is being presently addressed through Mid Day Meal (MDM) scheme, Integrated Child Development Services (ICDS), Kishori Shakti Yojana, Nutrition Programme for Adolescent Girls (NPAG) and Pradhan Mantri Gramodaya Yojana (PMGSY) etc. Among these schemes, MDM has been nearly universalised throughout the country, while universalisation of ICDS is still awaited. The present Union Government in its election manifesto (2009) promised to make ICDS universal by 2012 and also accorded it a priority in its 100 days of UPA-II (United Progressive Alliance) commitments.

A number of other schemes are also in operation to boost food grains production in the country during Eleventh Plan. The Government of India also launched **Rashtriya Krishi Vikas Yojana (RKVY)** in August 2007, which aims to incentivise the States' to increase the share of investment in agriculture in their State plans. Basically a State Plan scheme, funds under RKVY are provided as 100 per cent Central grant to the State governments.

The long-standing demand for an employment guarantee act was met partially (as it is yet to be extended to urban areas) in mid-2005 with the enactment of **NREGA**, 2005. Under this Act, any adult willing to do casual labour at minimum wage (Rs.100) is entitled to get employment on local public works within 15 days, subject to a limit of 100 days per household per year. Such a programme is crucial in retaining and augmenting the purchasing power of rural poor while in turn improve their access to food and essential commodities. Since the recent economic crisis badly hit the means of livelihood options of the construction and other manual

workers in most of the Indian cities. There is also a clear rationale to think of some similar measures for the urban sector to improve the purchasing power of the urban poor. The slum population of India, in cities and towns with a population of 50,000 and above at 42.6 million, is 22.6 per cent of the urban population of the States/ Union Territories.

Similarly, schemes like **village grain banks** act as a safeguard against starvation during periods of natural calamities and in the lean season. Earlier, the scheme covered only those belonging to ST community and willing persons from among SC community in the tribal areas. It now covers all willing families living below poverty line in drought prone areas, desert areas and inaccessible hilly areas in food scarce parts of the country.

Public Distribution System (PDS) is another institutionalised mechanism that plays an important role in addressing food insecurity in India. Out of a total network of more than five lakh Fair Price Shops (as of end March, 2009), 83,000 fair price shops are being managed by cooperatives, women's Self Help Groups (SHGs), Village Panchayats and Urban Local Bodies in different States.

In order to make PDS more focused and targeted within the BPL category of population, the **Antyodaya Anna Yojana (AAY)** was launched in December 2000 for one crore poorest of poor families under Targeted Public Distribution System (TPDS). In the initial phase, AAY contemplates identification of one crore poorest of poor families from amongst BPL families covered under PDS and providing them food grains at subsidised rates of Rs. 2 per kg for wheat and Rs. 3 per kg for rice. The coverage of households under this scheme has been expanded from time to time. At present, there are almost 2.5 crore households in the country who benefiting from this scheme. The States/Union Territories (UTs) are required to bear the distribution cost, including margin to dealers and retailers as well as the transportation cost.

Provision of Food Subsidy and its Inadequacies

Largely, in budgetary terms, food security in the country is being addressed through provision of food subsidy in Central government Budgets. The Union government increased its allocation on food subsidy and provides Rs. 52,490 crore in 2009-10 (BE). In 2006-07, the central food subsidy declined to an extent of Rs. 1,145 crore with a negative annual average growth of 1.5 per cent compared to the allocations made in 2003-04 (Table 3.1).

Table 3.1: Combined Expenditure on Food Subsidy (Explicit) in India (Rs. in Crore)

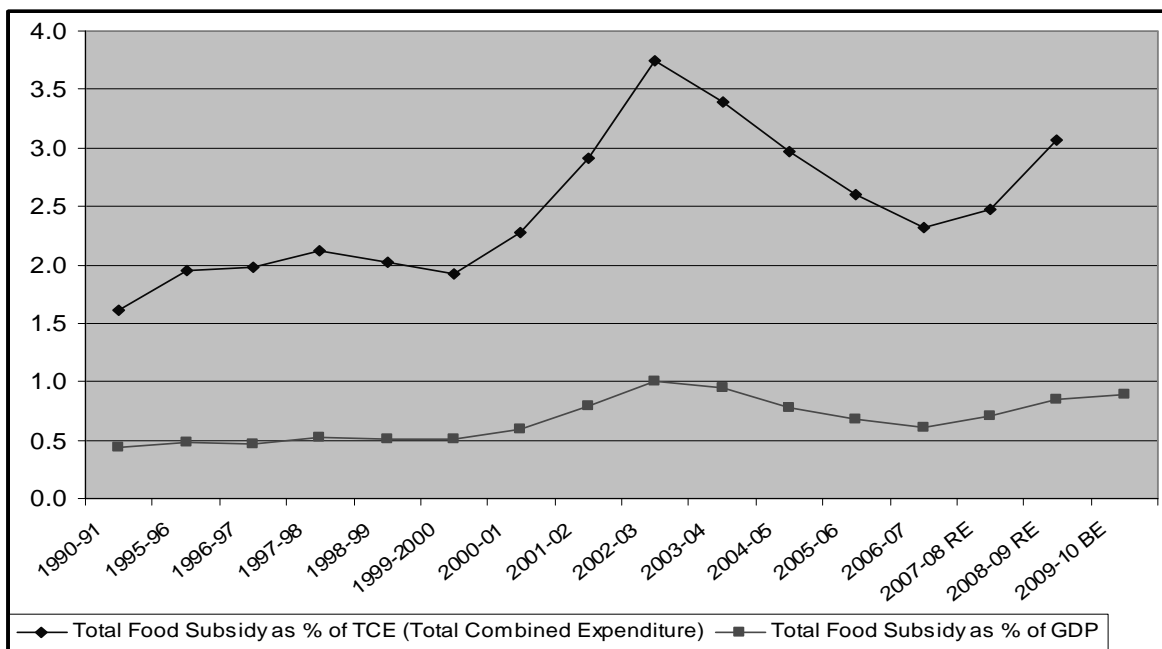
Year	Subsidy to FCI	Food Subsidy by the States	Total Food Subsidy
1990-91	2450	42	2492
1995-96	5377	338	5715
1996-97	6066	355	6421
1997-98	7500	408	7908
1998-99	8700	309	9009
1999-2000	9435	512	9947
2000-01	12060	493	12553
2001-02	17499	403	17902
2002-03	24176	618	24794
2003-04	25160	753	25913
2004-05	23280	1199	24479
2005-06	23077	1163	24240
2006-07	24014	1120	25134
2007-08 RE	31546	1502	33048
2008-09 BE	43627 *	1327	44954
2009-10 BE	52490	NA	52490

Source: Expenditure Budget Vol.-II, 2009-10; Indian Public Finance Statistics, Ministry of Finance, GoI, Various issues;

Note: * Revised Estimate for the year 2008-09

From Table 3.2, we find that allocation on food subsidy, as percentage of GDP and Total Expenditure (TE) by both Centre and States, has been insignificant. During the period 1990-91 to 2009-10, the share of food subsidy (combined) from GDP hovers around less than one per cent, which is on a decline since 2003-04 though a marginal increase was observed during last three years. Similarly, expenditure on food subsidy as a proportion to combined total expenditure of Centre and States taken together remained between 2.5 to 3.5 per cent.

Table 3.2: Combined Expenditure on Food Subsidy as % of GDP and Total Expenditure



Source: Expenditure Budget Vol.-II, 2009-10; Indian Public Finance Statistics, Ministry of Finance, GoI, Various issues; Data on GDP for the year 2009-10 is from Budget at a glance 2009-10 and for 2008-09 taken as RE released by CSO. Economic Survey, 2008-09, Government of India.

The present provision of food subsidy in the Union and State budgets is based on allocating food grains to different sections of population i.e. BPL, AAY and Above Poverty Line (APL) on the basis of the Central Issue Price (CIP) per quintal wheat at Rs. 415, Rs. 200 and Rs. 610, and CIP per quintal rice at Rs. 565, Rs. 300 and Rs. 830 respectively. Further, the provision of food subsidy has been made at the economic costs of per quintal wheat and rice at Rs. 13,927 and Rs. 17, 898 respectively (Economic Survey, 2008-09).

The government's decision to change erstwhile PDS to TPDS was supposedly to counter corruption, inclusion of unnecessary beneficiaries and to reduce the financial implication for government. Given the situation of mass deprivation and hunger in the country, targeting the poorest of poor alone reveals lack of political will and commitment of the government to feed everyone.

In this context, universalizing PDS in the country is critical. Although concerns regarding the cost implications of universalising PDS have been raised, an elementary cost calculation of universalising PDS suggests otherwise. As mentioned, the total expenditure on food subsidy by both Centre and State governments hovers around one per cent of GDP and is less than 3 per cent of total public expenditure since 1990-91. With a fillip to this expenditure, significant progress can be made towards mitigating hunger in the country.

This issue gains further urgency in the context of the proposed National Food Security Bill. Several recommendations made also highlight the exigency of universalising PDS, a case being the Committee on Long Term Grain Policy under the chairmanship of Prof. Abhijit Sen in 2000-02. Thus, the present exercise explores the budgetary implications of the proposed legislation and recommends universalising PDS in the country.

Financial Assessment

The proposed Right to Food Bill would ensure 25 kg of food grains (rice/wheat) at Rs 3 a kg per BPL family per month. However, limitations of the existing BPL list (principles of inclusion) have been well recognized in different quarters of the government and the present cutoff of BPL limit needs to be revisited before attempting to implement Right to Food Bill.

In this regard, the recently-submitted N.C. Saxena Committee proposed a new methodology to identify the poor to target the population that would avail benefit during the Eleventh Plan period. The committee suggested a new poverty estimate to be used with BPL census and recommended that the percentage of people entitled to BPL status be revised upwards nationally to at least 50 per cent and distribution of poor across States be in proportion to poor according to present poverty estimates of States given by Planning Commission. While the Planning Commission estimates the number of BPL families at 62.5 million, State governments counter that it is closer to 107 million. The World Bank data based on 2005 data, finds the percentage of population below poverty line in India to be 42 per cent.

Universalising PDS in the Context of Proposed National Food Security Bill

Proposal I

To ensure food for all, an additional **Rs. 94419 crore** may be required to supplement the present provisions of food subsidy in the country. This cost estimation of the proposed universalisation of PDS is based on the following assumptions:

1. Total number of households in the country at present is 23.96 crore (approx 24 crore) based on the assumption that the average size of household is 4.8 (as reported in NFHS-3) and projected population of the country is 115 crore
2. Extend provision of PDS to all households in the country that would demand subsidized food grains at 35 kg per month per household at Central Issue Price (CIP) of Rs.2 per kg.
3. Minimum Support Price (MSP) as well as Economic Costs of wheat and rice will not increase from what it is at present i.e. Rs.1, 789.8 per quintal of rice and Rs.1,392.7 per quintal of wheat.
4. Distribution of rice and wheat will be in a 2:1 ratio.

Based on the above assumptions (Table 3.3), the total amount of foodgrains needed for distribution through PDS would be around 1008 lakh tonnes. Out of this, the amount of rice and wheat needed for distribution would be around 672 lakh tonnes and 336 lakh tonnes respectively. As a whole, the total amount as food subsidy per annum would be Rs. 146909 crore. At present, the provision of food subsidy accounts for Rs. 52490 crore as per 2009-10 BE. In Union Budget 2010-11, the Central government will have to provide an additional amount of Rs.94419 crore.

Table 3.3: Required Amount of Food grains and Food Subsidy (per annum) Proposal I

A	Total amount of food grains (rice/wheat) to be distributed (per annum) at 35 kg/month/household	1008 lakh tonnes
B	Proposed CIP for food grains per tonne (Rs. 2 per kg X 1000 Kg)	Rs. 2000
i	Total amount of rice to be distributed (per annum)	672 lakh tonnes
ii	Total amount of wheat to be distributed (per annum)	336 lakh tonnes
C	Amount to be recovered through CIP (Rs. 2000 X 1008 lakh tonnes)	Rs. 20160 Crore
D	Economic costs per tonne of rice (Rs. 1,789.8 X 10)	Rs. 17898

a	Total economic costs for distribution of proposed amount of rice	Rs. 120275 Crore
E	Economic costs per tonne of wheat (Rs. 1,392.7 X 10)	Rs. 13927
b	Total economic costs for distribution of proposed amount of wheat	Rs. 46795 Crore
F	Total economic cost for distribution of food grains (rice/wheat) (F=a+b)	Rs. 167069 Crore
G	Amount of Food Subsidy required per annum (F-C)	Rs. 146909 Crore
H	Present Budgetary Provision as Food Subsidy	Rs. 52490 Crore
I	Food subsidy in Union Budget 2010-11 over and above existing provision (I=G-H)	Rs. 94419 Crore

Making the required amount of funds available should not be an impossible task for the government. In any case, financial constraints can never be an excuse for denying the basic needs of people, and even less so, when the government is prepared to forego tax revenue (as exemptions to the corporate houses and others) to the extent of **Rs. 4,18,096 crore** for a single fiscal year (2008-09)!

Proposal II

Retaining all the assumptions mentioned above except distribution of rice/wheat at CIP of **Rs. 3 a kg** instead of Rs. 2 a kg, the projected additional cost for universalisation amounts to **Rs. 84399 crore** over the existing budgetary provision as food subsidy.

Table 3.4: Required Amount of Food grains and Food Subsidy (per annum) Proposal II

A	Total amount of food grains (rice/wheat) to be distributed (per annum) at 35 kg per month per household	1008 lakh tonnes
B	Proposed CIP for food grains per tonne (Rs. 3 per kg X 1000 Kg)	Rs. 3000
i	Total amount of rice to be distributed (per annum)	672 lakh tonnes
ii	Total amount of wheat to be distributed (per annum)	336 lakh tonnes
C	Amount to be recovered through CIP (Rs. 3000 X 1008 lakh tonnes)	Rs. 30240Crore
D	Economic costs per tonne of rice (Rs. 1,789.8 X 10)	Rs. 17898
a	Total economic costs for distribution of proposed amount of rice	Rs. 120275 Crore
E	Economic costs per tonne of wheat (Rs. 1,392.7 X 10)	Rs. 13927
b	Total economic costs for distribution of proposed amount of wheat	Rs. 46795 Crore
F	Total economic cost for distribution of food grains (rice/wheat) (F=a+b)	Rs. 167069 Crore
G	Amount of Food Subsidy required per annum (F-C)	Rs. 136829 Crore
H	Present Budgetary Provision as Food subsidy	Rs. 52490 Crore
I	Food subsidy in Union Budget 2010-11 over and above existing provision (I=G-H)	Rs. 84399 Crore

Given its importance, the cost associated with implementation of Right to Food and universalising PDS must not be exaggerated. Since the Central government is willing to give away approximately Rs. 1,145 crore as tax exemptions every day (as in 2008-09), sanctioning an additional Rs. 258 crore per day (based on Proposal I) for universalising PDS should not be such a challenge. Hence, we demand an additional amount of Rs. 94419 crore as food subsidy in Union Budget 2010-11 for universalising PDS in the country.

Children



What was Promised

- Universalisation of ICDS by March 2012 and providing an anganwadi in every habitation and full coverage of children up to the age of six for food, nutrition and pre-school education. (Election Manifesto, Indian National Congress)
- Attention will be paid to the special needs of children. (Eleventh Five Year Plan)

Our long term Demands

- Every child under six be provided with adequate health, nutrition and pre-school education facilities.
- Every child in the country below 18 years of age to be in school, not just children who are working in hazardous occupations.

What we demand from Union Budget 2010-11

- The magnitude of funds required from the Union Budget 2010-11 to universalise ICDS would be in the range of Rs. 43,355 crore to Rs. 75,055 crore depending on the total number of AWCs to be taken into consideration and the proportion of them that need construction of new *pucca* buildings. The Union government allocated Rs. 6705 Crore for ICDS in 2009-10 (BE).
- Increase the unit cost of services i.e. supplementary nutrition Programmes (SNP), wages and salaries for Anganwadi Workers (AWWs) and Anganwadi Helper (AWH) and contingency provided under ICDS and adopt two-worker model for children under three combined with effective pre-school education for children aged 3-6 years.
- Rs. 519 Crore in Union Budget 2010-11 towards running all the National Child Labour Project Societies (Rs. 135 Crore) and all the National Child Labour Project Schools (Rs. 384 Crore) to ensure that there is a positive change in the development outcomes.
- Revision of unit costs under National Child Labour Project and sufficient flexibility in interpreting the guidelines to ensure that the Project Societies manage their budget more effectively.

Commitment #1: Universalising ICDS

The Indian National Congress in its Election Manifesto 2009 committed to universalisation of Integrated Child Development Services (ICDS) by March 2012 and to provide an anganwadi in every habitation with full coverage of children up to the age of six for food, nutrition and pre-school education.

Background

ICDS was launched in 1975 and continues to be the country's largest programme aimed at early childhood care and development. A package of six services is provided under ICDS including supplementary nutrition (SNP), non-formal pre-school awareness, immunisation, health check-up, referral services, and nutrition and health education for children (including lactating mothers). Main beneficiaries of the scheme are children in the age group 0-6 years, adolescent girls, pregnant and lactating mothers.

Since 1975, there has been considerable progress under ICDS with respect to creation of infrastructure, staff appointments and coverage of beneficiaries. Table 4.1 highlights the performance of ICDS over three decades of its implementation.

Table 4.1: Physical Performance in ICDS as on 31.03.09

Institutions and Services	Performance
Sanctioned Projects	7073
Operational Projects	6120
Sanctioned AWCs	1356275
Operational AWCs	1044269
Anganwadis Providing SNP	935605
Children Receiving SNP (0-3 Years)	37542197
Children Receiving SNP (3 -6 Years)	34654461
Children Receiving SNP (Total)	72195568
Mothers Receiving SNP	15147245
Total SNP Beneficiaries	87343813
Children Attending Pre School Education	34060224

Source: Compiled by CBGA from the website of Ministry of Women and Child Development, Government of India, 2009

However, even after three decades of introduction of ICDS, outcome indicators related to health of women and children as reflected by the results of the third round of National Family Health Survey appear grim.

- Around 46% of all children under three years of age are underweight (it was 47% as per NFHS-2 in 1998-99)
- Almost 80% of children in the age group of 6-35 months are anaemic.
- Only 23% babies are breastfed within one hour of birth, and just about 46% are exclusively breastfed for the first six months.
- Only 44% of all children in the 12-23 months age group have received all the recommended vaccinations
- Only half of the pregnant women had at least three ante-natal health checkups.
- As many as 57 of every 1000 children die before they reach the age of one year.

As per the commitment made in the National Common Minimum Programme (2004) and Supreme Court order (2004) for universalisation of the programme, the coverage under ICDS has gone up to 7073 sanctioned projects and 13.60 lakh AWCs respectively by March 2009. Of these, 6120 projects were made operational through 10.40 lakh AWCs by March 2009. Until March 2009, 8.73 crore beneficiaries comprising 7.21 crore children and 1.51 crore pregnant and lactating mothers were covered.

Many research findings conducted on implementation of ICDS highlight that one of the main reasons for delivery of poor quality of services is lack of adequate funds (less than 1% of total Union budget for children under six years of age) and unrealistic unit costs.

Financial Assessment

1. Honorarium for Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs)

The central government provides Rs. 1500 and Rs. 750 as honorarium for AWWs and AWHs respectively that has been increased from Rs. 1000 and Rs. 500 respectively. In addition, some of the States are paying Rs. 200 and Rs. 100 as honorarium to AWWs and AWHs respectively. The officials from U.P., Chattisgarh and Rajasthan reported that ideally, the Central government should have allotted Rs. 3000 for AWW instead of Rs. 1500 and Rs. 2000 for AWH instead of Rs. 750 to pay them along the lines of the prevalent minimum wage. Due to low honorarium, contractual nature of the job and huge workload, both the AWW and AWH feel insecure and de-motivated.

2. Cost of SNP

The Centre and State governments contribute 50% each for the total cost of SNP. Due to rise in prices and increasing cost of living, unit costs were found to be inadequate (Rs. 2 for children 0-6 and Rs. 2.3 for lactating and pregnant mothers as provided under conversion cost in SNP). The price inflation in food items (such as pulses, vegetable, edible oil, jaggery) has led to diminishing quality of food. Shortages and delay were observed in the supply of dry ration to SHGs in Chhattisgarh. The popular perception is that the government should allocate Rs. 4 for children under six and Rs. 5 for pregnant and lactating mothers for SNP to counter the shortfall.

3. Untied Grants

No substantial amount has been earmarked for fuel costs as well as Information, Education and Communication (IEC). The AWW receives only Rs. 300 as untied grant once a year to buy registers, soap, towel and chart paper. In some cases, the AWW has to spend from her own pocket for these expenses. The untied grant amount should be increased to Rs. 1500 since the expenses are recurring in nature.

Keeping the inadequacy of fund and unit cost in mind, the current exercise attempts to suggest new unit costs for services delivered under ICDS, based on our consultations with grassroots organizations and government officials in Jharkhand, Chhattisgarh, Rajasthan and Uttar Pradesh (see Tables 4.2 and 4.3).

Table 4.2: Required Budget from Union Budget 2010-11 based on Revision of Unit Costs in ICDS (Operational)

	Services	Number of Beneficiaries/ Institutions	Old Rates (in Rs.)	New Rates (in Rs.)	No. of Days / Months	Amount (in Rs. Crore)
Recurring Costs	A. SNP					
	Children 0- 3 years	37542197	2	4	300	4505
	Children 3 -6 years	34654461	2	4	300	4158
	Pregnant /Lactating mothers	15147245	2.30	5	300	2272
	Total SNP					10935
	B. Service Kit		1000			
	Pre-School Education Kit per AWC	1044269	500	2000	1	208
	Health Kit per AWC	1044269		2000	1	208
	IEC material per AWC	1044269	300	1500	1	156
	Untied Grants (Machine Sajja) per AWC	1044269		1500	1	156
	Total Service Kit					728
	C. AWW and AWH Honorarium					
	Anganwadi Worker (Ist)	1044269	1500	5000	12	6265
	Anganwadi Worker(2nd)	1044269		5000	12	6265
	Anganwadi Helper	1044269	750	3000	12	3759
Total AWW and AWH Honorarium					16289	
Total Recurring Costs	(A+B+C)					27,952
Non-recurring Costs	D. Construction of AWCs (If only 50 percent of the operational AWCs in the country require new <i>pucca</i> buildings)*	522135		295000	1	15,403
Grand Total	(A+B+C+D)					43,355
Non-recurring Costs	E. Construction of AWCs (If all operational AWCs in the country require new <i>pucca</i> buildings)	1044269		295000	1	30,805
Grand Total	(A+B+C+E)					58,757

Source of Basic Data: Ministry of Women and Child Development, Government of India.

The new estimation of SNP is based on directives of Supreme Court of India on ICDS (PUCL vs. Union of India) on 22nd April, 2009. A compliance report on new norms has to be filed by all the States and Union Territories by 15th January, 2010.

Notes: * According to a study titled 'Rapid Facility Survey of Infrastructure at Anganwadi Centres' conducted by the National Council for Applied Economic Research (NCAER), New Delhi, during 2004-05, only 46 percent of the (then operational) AWCs were running from pucca buildings. In the absence of any other recent evidence in this regard, it may be assumed that at present 50 percent of the operational AWCs are running from pucca buildings. However, this assumption is meant solely for the purpose of arriving at a benchmark to assess the Budget outlay for ICDS programme.

Table 4.3: Required Budget from Union Budget 2010-11 based on Revision of Unit Costs in ICDS (To be Operational by 2012)

	Services	Number of Beneficiaries/ Institutions	Old Rates (in Rs.)	New Rates (in Rs.)	No. of Days / Months	Amount (in Rs. Crore)
Recurring Costs	A. SNP					
	Children 0- 3 years	37542197	2	4	300	4505
	Children 3 -6 years	34654461	2	4	300	4158
	Pregnant /Lactating mothers	15147245	2.30	5	300	2272
	Total SNP					10935
	B. Service Kit					
	Pre-School Education Kit per AWC	1400000	1000	2000	1	280
	Health Kit per AWC	1400000	500	2000	1	280
	IEC material per AWC	1400000		1500	1	210
	Untied Grants (Machine Sajja) per AWC	1400000	300	1500	1	210
	Total Service Kit					980
	C. AWW and AWH Honorarium					
	Anganwadi Worker (Ist)	1400000		5000	12	8400
	Anganwadi Worker(2nd)	1400000		5000	12	8400
	Anganwadi Helper	1400000		3000	12	5040
Total AWW and AWH Honorarium					21840	
Total Recurring Costs	(A+B+C)					33755
Non-recurring Costs	D. Construction of AWCs (If only 50 percent of the operational AWCs in the country require new <i>pucca</i> buildings)*	522135		295000	1	15,403
Grand Total	(A+B+C+D)					49158
Non-recurring Costs	E. Construction of AWCs (For Universalisation of ICDS country requires new <i>pucca</i> buildings)	1400000		295000	1	41300
Grand Total	(A+B+C+E)					Rs.75055

Source of Basic Data: Ministry of Women and Child Development, Government of India.

The new estimation of SNP is based on directives of Supreme Court of India on ICDS (PUCL vs. Union of India) on 22nd April, 2009. A compliance report on new norms has to be filed by all the States and Union Territories by 15th January, 2010. Notes: * According to a study titled 'Rapid Facility Survey of Infrastructure at Anganwadi Centres' conducted by the National Council for Applied Economic Research (NCAER), New Delhi, during 2004-05, only 46 percent of the (then

operational) AWCs were running from pucca buildings. In the absence of any other recent evidence in this regard, it may be assumed that at present 50 percent of the operational AWCs are running from pucca buildings. However, this assumption is meant solely for the purpose of arriving at a benchmark to assess the Budget outlay for ICDS programme.

*The Union Government has allocated **Rs. 6705 crore** for ICDS in 2009-10 (BE).*

From the above exercise, we find that the magnitude of funds required from the Union Budget 2010-11 to universalize ICDS would be in the range of Rs. 43,355 crore to Rs. 75,055 crore depending on the total number of AWCs to be taken into consideration and the proportion of them that need construction of new *pucca* buildings. There is an urgent need to increase the unit cost of services to address the problems in the scheme's implementation. In addition, the two-worker model should be adopted for children under three combined with effective pre-school education for children aged 3-6 years. Staff honorarium must be at least in keeping with minimum wages.

Commitment #2: Eliminating Child Labour

"We will bring a sharp focus on the special needs of children... to ensure that the welfare of children as guaranteed by various laws is protected and promoted. New laws have also been passed to prohibit child labour..."

(Election Manifesto 2009, Indian National Congress)

Background

"India has the highest number of child labourers. The Census clearly points to the increase in the number of child labourers in the country from 11.28 million in 1991 to 12.59 million in 2001 (Registrar General of India, 1991 and 2001). Although the number of children employed in the agricultural sector, in domestic work, roadside restaurants and sweet meat shops, automobile mechanic units, rice mills, Indian-made foreign liquor outlets and most such sectors considered as 'non-hazardous', there is ample evidence to suggest that more and more children are entering the labour force and are also exploited by their employers. There is a need to address the rehabilitation of these children including shelter, education, food, health and other needs and return to families based on review of their situations." (Eleventh Five Year Plan 2007-12)

In this grim scenario, interventions such as National Child Labour Project (NCLP) – a Centrally Sponsored Scheme launched in 1994, in pursuance of the National Child Labour Policy 1987 and the Child Labour (Prohibition & Regulation) Act 1986, to eliminate child labour and mainstream children into formal schooling system are welcome. However, concerns emerge when one finds that the Union government spends the least on child protection as compared to its expenditure on child education, child development and child health.

Financial Assessment

Before proceeding to examine the financial aspects, it is useful to understand the programmatic interventions as planned under the scheme. The NCLP targets all children below 14 years of age working in hazardous occupations as listed in the Child Labour Act (57 processes listed). The scheme was designed with a four-fold plan:

1. Survey and identify children in hazardous industries / processes,
2. Withdraw children from factory / work environment through awareness generation and enforce Child Labour Act 1986,
3. Rehabilitate children withdrawn from work through special schools established by the project society,
4. Converge with Sarva Shiksha Abhiyan (SSA) and other schemes of the Union and State governments.

1. Revision of Unit Costs as provided in NCLP

A review of the unit costs as provided in the scheme reveals that the financial outlay for NCLP is woefully inadequate. Focusing on the two main components of the scheme, i.e. running of Project Society and Project School – Table 4.4 and 4.6 present the existing amount provided by Ministry of Labour and Employment for different components as well as a comparative amount as suggested by People’s Budget Initiative (PBI) in keeping with the ground reality.

Table 4.4: Existing Costs & Proposed Estimates to run one National Child Labour Project (NCLP) Society

Items of Expenditure	Existing Amount (as per MoLE Guidelines)	Rates as suggested by PBI	Proposed Amount (suggested by PBI)
Project Director (1x6000x12)	72,000	Project Director (1x12000x12)	1,44,000
Field Officer (2x4000x12)	96,000	Field Officer (2x8000x12)	1,92,000
Clerk cum Accountant (1x2000x12)	24,000	Clerk cum Accountant (1x5000x12)	60,000
Steno / DEO (1x2000x12)	24,000	Steno / DEO (1x5000x12)	60,000
Helper / Peon (1x1500x12)	18,000	Helper / Peon (1x3000x12)	36,000
Honorarium to one Doctor for 20 Schools (1x 5000X12)	60,000	Honorarium to Doctor (1x 15000X12)	1,80,000
Honorarium to Master Trainer (1X 5000X 1 NCLP districtX12)	60,000	Honorarium to Master Trainer (1X Rs.10000X 1 NCLP districtX12)	1,20,000
Recurring (Office Expenses)	3,00,000	Recurring (Office Expenses)	3,00,000
Non-Recurring (One-time)	50,000	#Non-Recurring (One-time = 50,000)	10,000#
Survey per district (twice during Plan period)	2,75,000	#Survey per district (twice during Plan period = 2,75,000)	55,000#
Training per teacher (twice during Plan period)	1,500 per teacher	#Training per teacher (twice during Plan period) (1,500X6,924 teachersX2 = 2,07,72,000)	41,54,400#
Awareness Generation per annum	1,25,000	Awareness Generation per annum	1,25,000
Total	8,05,500	Total	54,36,400

Source:

(a) Estimates of **Existing Costs** collated by CBGA from *Policy and Programme for the Rehabilitation of Working Children & Manual for the Implementation of National Child Labour Projects*, Ministry of Labour and Employment, Government of India, 2006

(b) Proposed estimates suggested by People’s Budget Initiative 2009.

To arrive at the required amount for one year, estimate for the component is an average of the total figure for five years (Plan period) as non-recurring expenses are a one-time cost, teacher training and survey is to be conducted twice in the Plan period.

With regard to operationalising a Project Society, expenses relating to emoluments and other components need to be stepped up. While the government guidelines pegged the total cost for operationalising one Project Society at approximately Rs. 8 Lakh, realistic calculations based on increasing most of the unit costs brings this figure to Rs. 54 Lakh.

Research¹ reveals that it is due to low and unrealistic norms for salary/honoraria of key staff like Project Director (PD), etc. that there continue to be vacancies in the posts of Master Trainer and Doctor as well as ad-hoc appointments of PD. There are instances of Class III officers officiating as PDs.

An important component of the scheme is conducting a Survey in each NCLP district to enumerate the number of children working in hazardous occupations/processes. This is a first step to improving the project outcomes and is also linked to the effective enforcement of the Child Labour (Prohibition & Regulation) Act 1986. If the PD, who is vested with the onerous task of inspecting commercial establishments and recommend penalty for offences, is not reimbursed suitably, there is a high likelihood of the PD not being adequately motivated to effectively discharge his/her responsibilities.

Further, expecting one Doctor/Master Trainer to cover over 20 NCLP schools in one Project in a month with a meager honorarium of Rs. 5000/month without any other additional allowances, for transportation, etc. is impractical. The honorarium to all the project staff is accordingly revised in keeping with the workload of managing the project for an entire district.

Thus, given that there are 250 Project Societies in the country, the estimated cost of running all of these for a year would be **Rs. 135 Crore** (Table 4.5). In this regard, it is worth noting that the total funds released to NCLP in 2006-07 were to the tune of Rs. 8.6 Crore, clearly an underestimation of the requisite finances.

Table 4.5: Proposed Union Budget 2010-11 Outlay for running NCLP Societies

Proposed Costs to run one NCLP Society	54,36,400
Proposed Costs to run all the NCLP Societies for one year (22314000*250)	1359100000
Proposed Union Budget Outlay for running all NCLP Societies in 2010-11	Rs. 135 Crore

Source: Collated by CBGA based on estimates of total NCLP Societies as provided by Ministry of Labour and Employment, Government of India.

Similarly, to run one NCLP School, the government guidelines provide for approximately Rs.2 Lakh (including components of honorarium and recurring expenses). However, based on a more realistic estimate, the costs for running a single NCLP School in a year works out to Rs.11 Lakh (Table 4.6).

Table 4.6: Existing Costs & Proposed Estimates to run one National Child Labour Project (NCLP) School

Items of Expenditure	Existing Amount (as per MoLE Guidelines)	Rates as suggested by PBI	Proposed Amount (suggested by PBI)
Two Educational Instructors (2x1500x12)	36,000	Two Educational Instructors (2x5000x12)	1,20,000

¹ Based on an unpublished research study conducted by CBGA – UNICEF at the district level in Chhattisgarh (Rajnandgaon) and Uttar Pradesh (Lalitpur) focusing on fund utilization in specific social sector schemes. (2008)

Vocational Instructor (1x1500x12)	18,000	Vocational Instructor (1x5000x12)	60,000
Clerk cum Accountant (1x1400x12)	16,800	Clerk cum Accountant (1x5000x12)	60,000
Peon / Helper (1x800x12)	9,600	Peon / Helper (1x3000x12)	36,000
A. Total Honorarium	80,400	A. Total Honorarium	2,76,000
Stipend (100x50x12)	60,000	Stipend (1000x50x12)	6,00,000
Nutrition (5 x50x26x12)	78,000	Nutrition (10 x50x26x12)	1,56,000
Rent, Water & Electricity (1000x12)	12,000	Rent, Water & Electricity (4000x12)	48,000
Educational & Vocational Materials	10,000	Educational & Vocational Materials	20,000
Contingency	4,000	Contingency	10,000
B. Total recurring cost	1,64,000	B. Total recurring cost	8,34,000
Grand Total (A+B)	2,44,400	Grand Total (A+B)	11,10,000

Source:

(a) Estimates of **Existing Costs** collated by CBGA from *Policy and Programme for the Rehabilitation of Working Children & Manual for the Implementation of National Child Labour Projects*, Ministry of Labour and Employment, Government of India, 2006

(b) Proposed estimates suggested by People's Budget Initiative 2009.

This is based on raising the existing honorarium to educational and vocational instructors below minimum wages. Similarly, the pathetic accounts management is as much owing to poor salary to the school accountant as also the lack of training imparted in maintaining accounts. Here again, staff shortage is directly linked to setting of low unit costs. Care has been taken to provide reimbursement to all the project functionaries above minimum wages.

To provide another illustration, the norm for rent, water and electricity has been set at Rs. 1000 per month. It is unimaginable to get a basic structure with at least two functional rooms at that rate. Therefore, unit costs for most of the components in the scheme have been brought to a more realistic level, with the expectation that the implementation would impact the outcomes in a desired manner.

Thus, given that there are 3462 Project Schools in the country (December 2009), the estimated cost of running all of these for a year would be **Rs. 384 Crore** (Table 4.7). In this regard, the funds released for NCLP for 2006-07 to the tune of Rs. 8.6 Crore are clearly indicative of the gap in the government's financial estimation to effectively implement the scheme.

Table 4.7: Proposed Union Budget 2010-11 Outlay for running NCLP Schools

Proposed Costs to run one NCLP School	1110000
Proposed Costs to run all the NCLP Schools for one year (1110000*3462)	3842820000
Proposed Union Budget Outlay for running all NCLP Schools in 2010-11	Rs. 384 Crore

Source: Collated by CBGA based on estimates of total NCLP Schools as provided by Ministry of Labour and Employment, Government of India.

2. Stringent Legal Enforcement

With the suggested modifications in the scheme guidelines, it is hoped that there will be a positive impact with regard to scheme outcomes in the medium term. However, in the long term, eradication of child labour and mainstreaming all children out-of-school into the formal schooling system would be possible only with stringent legal enforcement. While the hope of a change in the collective mindset in terms of tolerance of this crime through awareness generation is well-founded, enforcement of legal provisions such as the Child Labour (Prohibition & Regulation) Act 1986, the Juvenile Justice (Care & Protection of Children) Act 2000, and the recently enacted Right of Children to Free and Compulsory Education Act 2009 is the key.

Women



What was Promised

- Budgetary allocations for publicity and creating the required infrastructure for effective implementation of Protection of Women from Domestic Violence Act in the Eleventh Plan.
- A High Level Committee in the Eleventh Plan Period to conduct a review of SHG-related policies and programmes
- A National Task Force on Violence Against Women (VAW) in Zones of Conflict in the Eleventh Plan period.
- Gender Budgeting to cover all ministries and departments in the Eleventh Five Year Plan.

Our long term Demand(s)

- For the budgets to be more gender sensitive social sector allocations must be increased and the quality of spending must also improve.
- Gender Budgeting must ensure that women's voices and demands are heard in the budget and policymaking processes.
- Doing away with the tendency of many of the government programmes to capitalise on and exploit women's underpaid work.

What we demand from Union Budget 2010-11

- Financial provision in the form of a Special Central Assistance provided by the Centre to the State Governments for effective implementation of the Protection of Women from Domestic Violence Act (PWDVA).
- Rs. 2.62 Crore for setting up a High Level Committee to review SHGs for the first year in Union Budget 2010-11.
- **Rs. 2.55 Crore** to set up a National Task Force on Violence Against Women in Zones of Conflict in Union Budget 2010-11.

Commitment #1:

The Eleventh Five Year Plan states that budgetary allocations will be made for publicity and creating the required infrastructure for effective implementation of these legislations. Further it promises that Ministry of Women and Child Development will appoint Protection Officers and set up district level cells that would be responsible for monitoring and implementation of PWDVA and other Acts under its charge.

Rationale

According to the Demographic and Health Survey (DHS 2005-06) India report on prevalence of domestic violence, overall 35% of women in the age group 15-49 years have experienced physical or sexual violence; this proportion is 40% for ever-married and 17% for never married women. Further, the survey shows that 85% of ever-married women who have experienced violence since the age of 15 have experienced it from their present husband; therefore inferring intimate partner violence or spousal violence as the most common form of domestic violence experienced by women. Equally worrisome is the fact that many women accept violence as within 'normal' limits and therefore very few women actually report violence.

The third monitoring and evaluation study conducted by the Lawyers' Collective Women's Rights Initiative indicates some improvements over the last two years in implementation of the Protection of Women from Domestic Violence Act. However, an overarching concern in the three consecutive studies is the need *for adequate budgetary allocations and infrastructural investments by the Central and State Governments in order for the Act to be implemented in keeping with its objective and spirit.*

Fund Requirement for Effective Implementation of PWDVA¹

There are five critical elements for which budgetary provisions need to be made for effective implementation of the PWDVA:

1. Proper Functioning of Protection Officers
2. Delivery of Health Care and Medical Facilities
3. Awareness Generation
4. Multi Agency Response and
5. The Judiciary

However, before going into the details of each of the critical elements, it is important to take note of two broad trends relating to allocations for implementation of PWDVA in different states:

- (a) There is no uniformity in how states are making allocations for the implementation of the Act. For instance, some states such as Andhra Pradesh, Delhi, Karnataka, Madhya Pradesh and Sikkim allocate budgets for PWDVA through a State Plan Scheme while Tamil Nadu and Haryana provide allocations through separate Heads of Social Security & Welfare and Protection of Women from Domestic Violence (Setting up of Cells) respectively.
- (b) The extent of variation in the budget components of the states also points to the fact that there is no objective basis for arriving at how much needs to be allocated for the PWDVA and therefore, there is little accountability and transparency in the way States are making allocations. The range of allocations made for implementation of the Act varies widely. While at one end we have Madhya Pradesh which allocated Rs. 2 crore for 50 Districts in 2008-09 while Karnataka, Andhra Pradesh and Tamil Nadu provided allocations of roughly Rs.1 crore; Delhi and Sikkim lie at the other end with allocations of Rs. 50 lakh and Rs. 10 lakh respectively.

¹ The information on budgets for implementation on PWDVA by different states has been compiled from the RTIs filed in the states of Andhra Pradesh, Delhi, Karnataka, Madhya Pradesh, Punjab, Rajasthan, Sikkim and Tamil Nadu. Information was sought on: (a) the budgetary allocation made by the State for implementation of the Domestic Violence Act; (b) Basis for budgetary allocation for implementation of the Domestic Violence Act; and (c) Budget and expenditure incurred for 2008-2009 for implementation of the Domestic Violence Act. Qualitative interviews were also held with the State Department Officials of Haryana, Maharashtra and West Bengal.

Following are the critical elements of DV Act that need to be budgeted for:

- 1. Proper Functioning of Protection Officers (POs):** POs are an integral link in facilitating women's access to justice. They are required to perform pre as well as post litigation roles. Different models exist in the states on the attention being given to different components required to enable the POs in executing their responsibilities efficiently.

As far as appointments of POs are concerned, largely, existing social welfare or women and child development departments' officials (as the case may be) have been assigned additional duties of POs. Due to this practice adopted in many states, the PO is most often not accessible to women; this is the case even where the states have appointed one full time PO per district.

Secondly, whilst some states have appointed independent full-time POs, few have provided proper infrastructure to them. Not only the appointment of full-time POs needs to be stressed, budgetary allocations need to be provided for:

- (i) Regular training of POs;
- (ii) Additional support staff to assist the PO - a data entry operator, messenger etc.; and
- (iii) Operational expenses such as telephone expenses, travel allowance and necessary infrastructure.

- 2. Service Providers (SPs):** Service Providers are required to provide services like shelter homes, legal services, medical aid and psychological support. According to Section 10 (2) of the PWDVA, a duly registered SP has the power to record a DIR, get the woman medically examined, to ensure that shelter facilities have been provided and ensure the safety and security of a woman and her children. In most of the states, government supported shelter homes and family counseling centres have been notified as SPs. However, since these centres are already providing assistance to the targeted beneficiaries as per the funds they receive, it is difficult for them to bear the additional costs due to cases of PWDVA.

Two instances are worth noting here. The 'Usha Kiran Yojana' scheme operational in Madhya Pradesh tries to take into account the essential services that a woman may require at a centre. It provides budget for counseling, rent, telephone, travel for the woman to the healthcare facility/court, necessities such as food, bedding and clothing, and for visit of a doctor every week. These provisions are provided to centres other than hospitals and *Swadhar* homes and *Nari Niketans* run by the government. Secondly, in Kerala, SPs are provided Rs.5,000 to appoint Legal Counsellors/Lawyers and Rs.10,000 per centre to extend medical assistance and psychiatric help to women.

- 3. Awareness Generation:** A significant component that requires financial allocations for effective implementation of the Act is awareness generation. Awareness needs to be generated at two levels: (a) at the level of Protection Officers, Police Personnel and Service providers and (b) making women aware of their entitlements under the Act.

According to the Act, *'the Central and the State Government shall take measures to ensure that - provisions of this Act are given wide publicity through media and Central and State government officers including police officers, members of the judicial services, etc., are given periodic sensitisation and awareness trainings on issues addressed by this Act'*.

Break-up of budgets of some States such as Andhra Pradesh, Haryana, Karnataka and Madhya Pradesh does show a separate component of awareness generation. For instance, Andhra Pradesh allocated Rs.9,38,000 towards advertisements, sales and publicity expenses. Likewise, Haryana allocated Rs.20,78,000 for Training, Capacity Building, IEC, etc. for one year. Kerala had allocated Rs. 100 lakh under the State Plan Scheme, flagship programme on gender awareness, which in addition to other activities also covers expenses for implementation of DV Act in the state. On the whole, this component seems neglected.

- 4. Multi-Agency Response:** Effective implementation of PWDVA requires a coordinated effort by POs, Police Personnel, Service Providers and Judiciary on the one hand and by concerned Ministries and Departments dealing with law, home affairs including law and order, health and human resources on the other. The third

monitoring and evaluation report of the LCWRI shows a somewhat positive trend in this regard. Several states including Kerala, Maharashtra, Uttarakhand, Madhya Pradesh, Rajasthan, Himachal Pradesh and Karnataka have set up Coordination Committees at State/District/Block levels. However, as indicated by the report and many NGOs such as SAKHI in Kerala, the committees so formed have not been able to fulfill their mandate.

As per the budget for the year 2009-10, Haryana state government proposes to coordinate the work of all POs at the Headquarter and provides budget for meeting expenses of one Consultant, one Assistant, one Data Entry Operator, Telephone and Traveling Expenses.

5. Judiciary: Against the huge number of pending cases within the judiciary, it is crucial that Special Magistrate Courts be set up to effectively deal with the cases of domestic violence.

As far as making allocations for different provisions of the Act are concerned, according to the Rules of the Act, the State and Central government must ensure wide publicity of the Act; sensitization and training of Central and State government officers including the police officers and members of judicial services; effective coordination among different ministries/departments and put in place protocols for various Ministries including the preparation of courts. In addition, state governments need to provide the PO with necessary infrastructural facilities and finances.

Evidence drawn from different States show that although some States have made allocations for implementation of PWDVA, there are others that have not allocated any budget. Further even in States where the provision has been made, it is far from adequate to meet the essential provisions laid under the Act. Moreover, given the fiscal constraints of different States, it is difficult to allocate a substantial sum for implementation of the Act. The concern for lack of financial provisions by the Centre to State governments for enforcement of the DV Act was also raised in the CEDAW Concluding Comments (2007-09).

Special Central Assistance should be given to the State governments for implementation of PWDVA. This would help State governments in making better provisions and also streamlining the process of making budgetary provisions for the DV Act.

Although it is difficult to arrive at an estimate of the allocation that would be required for implementation of PWDVA, table 5.1 lists the components and corresponding provisions that must be accounted for while budgeting for PWDVA.

Table 5.1: Budgeting for PWDVA

Budget Items	Budget Required (Rs.)	Budgets Revealed by RTI Applications Filed in Different States
1. Protection Officers		
1.1 Salary for one PO	15,000 per month	Tamil Nadu
1.2 Data Entry Operator cum Junior Assistant	8,000 per month	Haryana
1.3 Messenger	5,000 per month	Andhra Pradesh
1.4 Telephone Expenses	500 per month	Haryana
1.5 Domestic Travel Expenses	4000 per month	Andhra Pradesh
1.6 Miscellaneous Expenses	5000 per month	Haryana
1.7 Regular Trainings for POs (Quarterly)	50,000 per training	Karnataka and Haryana

<p>2. Service Providers (assistance per centre)</p> <p>2.1 Counseling 2.2 Rent 2.3 Food 2.4 Cloth 2.5 Bedding 2.6 Travel allowance for aggrieved woman 2.7 Visit by a doctor in every centre</p>	<p>1,500 per month 5,000 per month 1,000 per month per person 1,000 per person per year 1,000 per person in 3 years 5,000 per centre per month Rs.500 per visit ; total visits to be made: 52</p>	<p><i>Usha Kiran Yojana</i> in Madhya Pradesh</p>
<p>3. Awareness Generation</p> <p>3.1 Workshop for Protection Officers, Service Providers, Medical Practitioners and Police Personnel (3 trainings in a year) 3.2 Publicity through media, wall hoardings etc. (IEC component)</p>	<p>50,000 per training 15,00,000 per year</p>	<p>Karnataka and Haryana Andhra Pradesh and Haryana</p>
<p>4. Multi-Agency Response</p> <p>4.1. Formation of a Coordination Committee at the State and District level (Expenses include an Assistant for collection of data at State, District and Block level and quarterly meetings)</p>	<p>8,000 per month for an Assistant 25,000 for each meeting</p>	<p>A Proposal</p>

Commitment #2:

While strengthening SHG initiatives, the Eleventh Plan will simultaneously increase women's awareness, bargaining power, literacy, health, vocational, and entrepreneurial skills. It will prioritize training, capacity-building inputs, and creation of backward-forward linkages, which are essential to generate sustainable livelihood opportunities. Given the scale, there is a need to review SHG interventions and ground realities to determine how SHGs may better serve the interests of poor women, and suggest changes required in overall SHG policy framework. The Eleventh Plan recognizes the importance of this issue and proposes a HLC to conduct a review of SHG-related policies and programmes.

Existing Evidence

The emergence and rapid multiplication of micro credit based Self Help Groups (SHGs) is a phenomenon gaining increasing importance in the development scenario. Nearly 90% of the groups are women-only groups (NABARD).

SHGs have been viewed as a vehicle for both women's empowerment as well as poverty reduction. SHGs are also a conduit for routing a wide range of government sponsored development messages and schemes. It is palpable that SHGs as a strategy is being used for mobilisation of women by almost every department and ministry – Women and Child Development, Rural Development, Human Resource Development, Social Justice and Empowerment, etc. NGOs too have increasingly been adopting SHGs as a strategy to bring

women together, at a faster pace and larger scale than the collective building processes adopted by them earlier. Nirantar, an NGO undertook a qualitative study to examine the functioning of SHGs from the lens of poverty alleviation, empowerment and education. The study found that although SHGs are providing access to credit to women and a point of legitimate entry for women in the public realm and considerable opportunities for mobility, especially for leaders of SHG; ground level realities point to huge gaps between the claims of women's empowerment and poverty alleviation. The overwhelming focus of agenda of SHGs was found to be financial efficiency; while educational and literacy inputs provided to SHGs were minimal. More worrisome is the fact that SHGs exclude the poorest, including dalits, Muslims and tribals.

There has not been any overall review of the vision of SHG interventions and ground level realities that would determine how SHGs may serve the interests of poor women better. Given the significance of SHGs in the development landscape of the country, the Planning Commission Steering Committee on Women's Empowerment and Child Development formed for the Eleventh Five Year Plan had strongly recommended that the Government of India, through Planning Commission, constitute an autonomous, high level Committee on SHGs and the Status of Women.

Fund Requirement for Setting up of a High Level Committee to Review SHGs

(a) Nodal Agency for Setting up the Taskforce: The Committee should be housed within the Ministry of Women and Child Development (MWCD) since it is the nodal agency for gender responsive budgeting.

(b) Composition of the High Level Committee: It is recommended that a 17-member committee be set up of which 11 members would be specialists with expertise and experience in the realms of direct engagement with SHG interventions, policy framework and institutions, education and capacity building, research on issues of gender/development/finance. The Committee should comprise of feminist economists, practitioners in the field of SHGs and government representatives.

It is recommended that the Committee regulate its own procedures including constitution of task forces and visit or depute one or more of its members to visit such part of the country as it considers necessary. It is also desirable that instead of being centralised, MWCD should commission consultative meetings as well as data gathering at regional level. This should be held at various places across the country and consultations should be held with various players in the micro credit movement – women's groups, federations, NGOs, researchers, bankers, State players, etc.

(c) Budget for the HLC: It is estimated that Rs. 2.62 crore would be the amount required for the various activities of the Committee, the break-up of which is as follows:

Table 5.2: Budgeting for the HLC

Activity	Budgetary Allocation (in Rs.)
Regional Consultations (5 regional consultations – North, East, West, South and North-East; including expenses for travel of 17 members, 150-200 participants/stay/documentation of evidences @ Rs. 15 lakh for each region).	75 lakh
Generation of data/research studies/papers/surveys (commissioned by the High Level Committee) in at least 25 states. (including expenses for a Research Coordinator, Two Research Associates, stay and travel, documentation for each state @ Rs. 3 lakh for each state)	75 lakh
High Level Committee Quarterly Meetings (Rs. 3 lakh for each meeting)	12 lakh

A National Consultation to suggest recommendations to the Government (including expenses for 800 participants from across the country, travel, stay and administrative expenses)	1 crore
Total	2.62 crore

The Ministry might revise this budget annually while making allocations for such a process to be undertaken every year, in order to ensure continuity of such stocktaking effort and quality of SHG interventions in future.

(d) Mandate of the HLC and its Specific Terms of Reference:

The mandate of the Committee would be to review SHG related policies and programmes and make recommendations in terms of:

- i. The vision underlying SHG interventions for women's empowerment and poverty alleviation
- ii. The impact of and extent to which the SHG programmes have succeeded in addressing concerns of gender, equity and poverty. This would entail gauging to what extent women members have been empowered, achieved livelihood security, inclusion of the poorest, Dalits, Muslims and Adivasis, impact on the quality of life, increase in incomes, decrease in indebtedness and other such goals have been achieved.
- iii. The role played by sponsoring agencies including government agencies, micro finance institutions, donor agencies, banks and NGOs, including in terms of support and levels of accountability and transparency.
- iv. The nature and extent of capacity building, including literacy opportunities being provided, as well as gender-related inputs.
- v. Degree of access and terms of credit, including rates of interest, the size of loans provided to women
- vi. Indicators (social/financial) used in rating, monitoring and evaluation

The recommendations would need to include, in particular

- i. An articulation of vision of SHGs in the context of empowerment and poverty alleviation
- ii. Indicators, processes and institutions required for rating, monitoring and impact assessment
- iii. Nature of database required to track institutional, financial and human resource investments made by sponsoring agencies for capacity-building and empowerment
- iv. In order to ensure that the above processes are put in place and stocktaking done on an ongoing basis, the required institutional mechanisms should also be spelt out.

Commitment #3:

In the Eleventh Plan period, a National Task Force on Violence Against Women (VAW) in Zones of Conflict will be set up in National Commission for Women with adequate budgetary allocations to make it effective in monitoring VAW in conflict zones and facilitating relief and access to justice for affected women.

Rationale

The report of the Steering Committee on Empowerment of Women formed for preparation of the Eleventh Plan notes that women are specifically targeted in situations of communal and sectarian violence, especially so in areas experiencing tension and conflict like the North- East and Kashmir.

Existing Evidence

The report of the Steering Committee on Empowerment of Women formed for preparation of the Eleventh Five Year Plan captures the various forms of violence inflicted on women in conflict zones. It explicitly mentions the impact of conflict and communal and sectarian violence on girls and women's education as reflected in the reports of communal violence in Gujarat in 2002. In the absence of policy guidelines on how to respond to the impact of violence and conflict, the committee has made recommendations including revamping the existing night and counseling centres for women; adequate resource allocation for healthcare services and counseling for women; up-gradation of support services for women; gender sensitisation of military and paramilitary forces; and setting up of fast track criminal courts for dealing with cases against military, paramilitary and other State officials who inflict atrocities against women among many others.

Given the existing evidence of violence against women in zones of conflict, it is of utmost important that (as proposed in the Eleventh Plan) a Taskforce should be set up with the mandate of monitoring violence against women in conflict zones and ensuring access to justice, redress and relief for women affected by violence.

Fund Requirement for the Proposed National Task Force on Violence Against Women in Zones of Conflict

(a) Nodal Agency for Setting up the Taskforce: The National Taskforce (NTF) should be set up in the National Commission for Women.

(b) Composition of the Taskforce: The NTF should comprise of eminent citizens, representatives from MWCD and NCW and noted women's rights organisation working in the region. At least 50% of the NTF members should be women.

(c) Tenure of the Taskforce: The duration of the NTF should be at least 3 years.

(d) Budget for the NTF: As mentioned in the Steering Committee on Empowerment of Women formed for preparation of the Eleventh Plan, multiple forms of violence has been especially evidenced in the North East, Jammu and Kashmir, Chhattisgarh and Gujarat. Therefore, taking these regions as the zones of conflict:

Table 5.3: Budgeting for National Task Force

Activity	Budgetary Allocation (in Rs.)
Quarterly meetings in each State (7 North East States – Arunachal Pradesh, Assam, Meghalaya, Manipur, Mizoram, Nagaland, Tripura; and Gujarat, Jammu & Kashmir and Chattisgarh)*: Rs.5 lakh for each State meeting including TA/DA for 15 members, stay and costs incurred for holding the meeting	2 crore
A field study in each of the 10 states to assess the situation of violence in the zones: (Rs.3 lakh for each state including the salary of a Research Coordinator, two Research Associates, data collection, report and presentation of the findings)	30 lakh
A National Consultation after 3 years to suggest a plan of action for addressing violence against women: Rs.25 lakh (including stay and travel costs for 500 participants from 10 states and administrative expenses)	25 lakh
Total	2.55 crore

*Not an exhaustive list and subject to modification.

Note: The above calculations are based on the budget for National Taskforce for Women in Science set up by the Department of Science and Technology, Ministry of Science and Technology, Government of India in 2005.

On the basis of components listed in Table 5.3, the total Budget for setting up National Taskforce on VAW in conflict zones is 2.55 crore.

Recommendations

1. Need for deepening of Gender Budgeting in the Central Government.

Despite the introduction of Gender Budgeting in many Central Government ministries, the overall implications of the Union Budget for women in India continue to generate serious concerns. This is because the Gender Budgeting exercise initiated by the Central Government and extended gradually across its Ministries is still narrow in scope and lacks depth.

The number of demands for grants in the Gender Budget Statement (GBS) has been stagnant at 33 for a third consecutive year, which is a matter of concern. Many mainstream sectors and big budget schemes operational under them remain out of the purview of the GBS. For instance, Departments of Water Supply, Sanitation, and Food & Public Distribution still remain outside the purview of the GBS. While Gender Budget cells have been initiated in more than 50 central ministries, only very few of these ministries have taken steps towards making their overall budget or specific schemes gender sensitive.

Secondly, the total allocations for women (including Part A of the statement which contains schemes where 100 per cent of the provisions are for women and Part B, which presents women specific provisions under schemes with at least 30 per cent provisions for women) as a percentage of Total Government Expenditure, have stagnated at 5.5 per cent. Moreover, for the exact quantum of resources allocated for women, the GBS cannot offer critical insights as these figures are disputed. There have been several flaws in the methodology of gender budgeting in the past, some of which have been corrected while some have not. Even in the statement brought out this year, some errors persist.

Thirdly, while it is far easier to report those schemes entirely meant for women under the GBS and which is what precisely the overall emphasis of the GBS has been over the years, very little is known about the assumptions made while arriving at gender specific components in composite expenditure schemes i.e. those schemes which are placed under Part B of the Statement.

Lastly and most importantly, the exercise of Gender Budgeting has focused only on a review of public expenditure profile of the various Departments. The Union Government has not made any concerted effort to conduct beneficiary incidence analysis or incorporate gender sensitive changes in operational guidelines of development schemes. This is the main factor leading to limited impact of budgets on women in India.

In this context, the Central Government should take strong measures for deepening its Gender Budgeting efforts, which would include the following:

- Gender Budgeting should cover all ministries and departments;
- Operational guidelines of various development schemes should be made gender responsive;
- Gender audit of the development schemes should be undertaken and
- As mentioned in the Eleventh Five Year Plan, data from Gender Budget Cells should be collated on a regular basis and made available in the public domain

2. A special scheme for women with disabilities should be devised to address their specific vulnerabilities.

According to 2001 Census estimates, there were 9 million women with disabilities in India who constituted 3.5% of the total population. Various studies have brought to notice the multiple discrimination faced by disabled women in the country and also to the neglect of the specific concerns of women with disabilities in the policy domain.

The Steering Committee of the Eleventh Plan on Empowerment of Women mentions that due to their disability, these women do not have the same options of marriage and motherhood as compared to their non-disabled counterparts. Since, they themselves are in the need of care; they do not fit into the normative constructions of femininity. Women with disabilities are treated as burden by their families; have restricted mobility and access to education; viewed as asexual, helpless and dependant; they are particularly vulnerable to violence and abuse; and their aspirations for living a normal life are often denied. All these and many more reasons justify the critical need to devise measures to address specific vulnerabilities of women with disabilities.

The Steering Committee Report has made numerous recommendations including a gender based-analysis of People with Disabilities Act; focus on reproductive health of women with disabilities in RCH programme; need to make violence against women with disabilities an agenda for research and advocacy; and a separate wing for women with disabilities in the Disability Commissioner's Office among others.

The Ministry of Social Justice and Empowerment (MoSJ&E) is the nodal agency which implements different programmes and schemes to address the concerns of persons with disabilities. It is quite disappointing to note that the 'Gender Budgeting' Chapter of the Annual Report of the Ministry, 2008-09 mentions only two modes through which women with disabilities are getting some assistance by the Union Government:

- (i) Scheme of Assistance to Disabled Persons for purchase/fitting of Aids and Appliances (ADIP Scheme): 30% of the budgetary allocation is earmarked for women, and
- (ii) The National Handicapped Finance & Development Corporation (NHFDC) whereby women beneficiaries are charged interest, which is 1% less than the rate of interest rates charged from men.

Moreover, it is not surprising to see that MoSJ&E reports only one scheme, Financial Assistance to Women with Disabilities to Look after their Children after Birth in Part A (100% provisions meant for women) of the Gender Budgeting Statement brought out by the Union Government. The scheme has a meager budget of 5 crore. Although, many schemes implemented by the MoSJ&E meant for people with disabilities have been mentioned under Part B (atleast 30% provisions for women), however, as is the case with other Ministries, the assumptions on the basis of which the particular scheme has been reported is unclear.

There is an urgent need to devise a scheme specifically meant to benefit women with disabilities, especially so with India a signatory to the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD). In addition, as committed in the Eleventh Plan, women with disabilities should be included in gender equity programmes not just as beneficiaries but also as project workers. Secondly, the sensitisation programmes of government, police and health care personnel should include sensitisation to the needs of women with disabilities.

Box 5.1: United Nations Convention on the Rights of Persons with Disabilities

Preamble: Recognising that women and girls with disabilities are often at greater risk, both within and outside the home of violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation,

Article 6: Women with disabilities

- States Parties recognise that women and girls with disabilities are subject to multiple discrimination, and in this regard shall take measures to ensure the full and equal enjoyment by them of all human rights and fundamental freedoms.
- States Parties shall take all appropriate measures to ensure the full development, advancement and empowerment of women, for the purpose of guaranteeing them the exercise and enjoyment of the human rights and fundamental freedoms set out in the present Convention.

Article 16: Freedom from exploitation, violence and abuse

States Parties shall put in place effective legislation and policies, including women- and child-focused legislation and policies, to ensure that instances of exploitation, violence and abuse against persons with disabilities are identified, investigated and, where appropriate, prosecuted.

Article 28: Adequate standard of living and social protection

To ensure access by persons with disabilities, in particular women and girls with disabilities and older persons with disabilities, to social protection programmes and poverty eradication programmes.

3. A targeted programme to be devised to address health concerns of women belonging to Scheduled Tribes (STs).

NFHS-3 (2005-06) raises vital questions relating to tribal women's access to healthcare. Some of the findings include:

- Only 17% of births to women who belong to STs were assisted by a doctor, compared with 47% of births to women who do not belong to a SC, ST, OBC.
- Only 18% of births to ST mothers are delivered in health facilities, compared with 51% of births to mothers who do not belong to a SC, ST, or OBC. The fact that very few tribal women give birth in an institutional health facility is critical especially with regard to prompt post-natal care. The survey found out that only 15% of women who gave birth at home or in their parents' home received a post-natal check-up; only 6% received a check-up within four hours of delivery.
- Thirdly, prevalence of anaemia in ever-married women in general is high at 56%. However, it is even higher at 68.5% for ST women.

The Annual Report (2008-09) of Ministry of Tribal Affairs has taken several steps to address the concerns of STs in general and ST women in particular. The Report lists many schemes funded by the Union government that provide for 30% beneficiaries to be women.

Box 5.2: Central Sector Schemes for STs

- Strengthening Education among Scheduled Tribe Girls in Low Literacy Districts
- Support to National/State Scheduled Tribes Finance & Development Corporation
- Schemes of PMS, Book Bank and Upgradation of Merit of ST Students
- Schemes of Hostels for ST Girls and Boys
- Research, Information and Mass Education, Tribal Festivals and Others
- National Tribal Awards
- Special Central Assistance to Tribal Sub-Plan

However, all these schemes are primarily aimed at education and for taking up micro-entrepreneurial activities. This is not to say that education and employment of tribal women are not important, but equally important is to make health services accessible for women belonging to tribal community, which as the data indicates is completely neglected.

RCH II initiated in 2005-06 provides separate guidelines for Project vulnerable groups at the time of preparation of Implementation Plans by states.

Recognising the demand side barriers to healthcare, structural constraints and limited human resources in tribal areas, RCH II envisages a Tribal Health Programme (THP) gradually covering all 600 tribal

blocks over five years of its implementation. For the THP, Ministry of Health and Family Welfare proposes to allocate Rs. 40 lakh/block/year and the year-wise allocation is estimated at Rs. 680 crore. The Programme covers a host of health interventions that, if properly implemented, will have positive direct/indirect implications for women's health. However, as revealed by various studies, utilisation of RCH services in many districts is among the poorest and makes implementation of THP questionable.

The Eleventh Plan mentions that renewed efforts will be made to provide need-based quality integrated health and family welfare services, improvement of service coverage, promotion of community participation, encouragement of tribal system of medicine under AYUSH and replication of successful efforts to address health concerns of tribal women. However, up till now, no government effort is visible in this direction. The need of the hour is a comprehensive health programme especially targeted at ST women.

Dalits and Adivasis



What was Promised

- Allocations under Special Component Plan for Scheduled Castes and Tribal Sub-Plan for Scheduled Tribes in accordance with their proportion in total population.

Our long term Demand(s)

- End discrimination and exclusion of disadvantaged sections: Dalits and Adivasis, through consistently high public spending for these sections of population.

What we demand from Union Budget 2010-11

- Additional allocation of Rs. 23682 Crore in SCSP and Rs. 9756 Crore in TSP in Union Budget 2010-11, to address the gap in last year's plan allocations in implementation of SCSP and TSP by the Union government.

Commitment:

“Ensure that allocations under Special Component Plan for SCs and Tribal Sub-Plan for STs (first introduced by Indira Gandhi over three decades ago) are made in accordance with their proportion in total population.”

(Indian National Congress Election Manifesto)

Rationale

It is well documented that among the various socially disadvantaged groups, Scheduled Castes (SCs/Dalits) and Scheduled Tribes (STs/Adivasis) are the most excluded. This reflects in the lower attainments of various development indicators among them compared to the rest of the population. In the post-independence era, successive governments have formulated laws, special programmes and policies for reaching these excluded sections of population, but these have hardly reached a large section of the SCs/STs.

The landmark schemes for the upliftment of the SCs/STs are the Scheduled Caste Sub Plan (SCSP) and Tribal Sub Plan (TSP), which were introduced in 1979. Recognising the need for exclusive budgetary allocation for the socially discriminated people, there were clear guidelines for quantifying the proportion of allocation from the overall budget for the SCs and STs. But, even after almost three decades, the progress in implementing these schemes is disconcerting. However, some of the recent government reports and the election manifesto of the Congress-led government reiterate the intention of properly implementing the SCSP and TSP.

Although the SCSP and TSP were put in place much earlier, it is only since 2004-05, different Departments/Ministries started to show the proportion of budget earmarked for SCSP/TSP and in that year, only 5 out of 104 Departments/Ministries showed their earmarked allocations for SCs/STs. However, in the subsequent years, the number of Departments/Ministries that showed their earmarked allocation for SCs/STs increased gradually and this number in 2009-10 is around 30. But, in terms of the proportion of total allocation for SCSP/

TSP from all Departments/Ministries, it remains a gross violation of the SCSP/TSP norms. The subsequent discussion reveals the same and the declining trend of earmarked allocations in the last two years.

Present Scenario

From Table 6.1 and 6.2, it is clear that only a handful of Departments/Ministries show the plan allocations earmarked for SCSP and TSP although the number has increased over the years. But it is more disturbing that the earmarked plan allocations for SCSP and TSP as a proportion of total plan allocation of the Union Government (excluding the Central Assistance to the State & UT Plans) were far below the norms of 16 and 8% (according to the percentage SC and ST population in the country) for SCSP and TSP respectively.

Further, the overall budgetary outlays for SCSP or TSP in the budget 2009-10 (BE) as a proportion of total plan allocation of the Union Government have declined. For SCSP, it has declined to 6.49% from 7.07% of 2008-09 (RE), while for TSP the decline is from 4.21% in 2008-09 (RE) to 4.10% in 2009-10 (BE).

Table 6.1: Plan Allocations Earmarked for SCs from different Min./Depts. (Rs. Crore)

Min./Depts.	2004-05 RE	2005-06 RE	2006-07 RE	2007-08 RE	2008-09 RE	2009-10 BE
Dept. of Science & Technology	0	2.5	2.5	3	3	3
Ministry of Finance	0	0	3.02	0	0	0
Ministry of Tribal Affairs	0	0	0	0	0	0
*Ministry of Social Justice & Empowerment	986.13	1027.78	1260.14	1661.29	1779.25	1928.8
*Dept. of Rural Development	2564.8	2771.67	2293	3134.33	4303.33	4303.33
*Ministry of Labour & Employment	0.27	0.48	0.53	0.61	0.67	2.28
*Dept. of Women & Child Development	0	468.97	641.24	1494.4	1134	1206.9
*Dept. of Secondary Education & Higher Education (Ministry of HRD)	0	266.33	259.28	453.52	4026.31	1477.73
*Dept. of Elementary Education & Literacy (Ministry of HRD)	60	2027.57	2739.86	3509.65	987.16	4323.64
*Ministry of Youth Affairs and Sports	0	13.29	13.04	17.9	20.73	29.22
*Ministry of Agriculture	0	0	0	136.37	228.16	302.26
*Dept. of Information Technology	0	0	7.06	20	19.33	33.73
*Dept. of Health & Family Welfare	0	0	1244.35	1676.19	1885.22	1866.84
*Dept. of Small Scale Industries	0	0	0	136.8	210.77	221.65
*Ministry of Textiles	0	0	0	80.93	84.05	89.17
Dept. of Biotechnology	0	0	0	2.5	2	2
Ministry of Culture	0	0	0	2.93	3.93	4

Ministry of Panchayati Raj	0	0	0	26.61	27.2	30
*Union Territories of Andaman & Nicobar Island, Daman & Diu, Dadra & Nagar Haveli and Lakshadweep	0	0	9.92	11.51	11.91	7
Total Plan Exp. for SCs from Union Budget	3611.2	6578.59	8473.94	12367.77	14727.02	15831.55

Note:

* The Union Budget documents do not segregate the total allocations earmarked for SCs/STs further to show allocations separately for SCs and STs in these Ministries/ Departments. We assume here that following the proportion of SCs and STs in total population of the country (i.e. 16.2 % for SCs and 8.2 % for STs as in Census 2001), out of the total funds earmarked for SCs and STs together, roughly two-third would be spent for SCs.

Source: Expenditure Budget Vol. I and Vol. II, Union Budget (respective years).

Table 6.2: Plan Allocation Earmarked for SCs from the Union Budget (Rs. Crore)

	2004-05 RE	2005-06 RE	2006-07 RE	2007-08 RE	2008-09 RE	2009-10 BE
Total Plan Exp. for SCs from Union Budget	3611.2	6578.6	8473.9	12367.8	14727.0	15831.6
Total Plan Exp. of Union Govt. (excluding Central Assistance to State & UT Plans)	85061	109900	129804	152313	208252	243893
Proportion of total Plan Allocation earmarked for SCs (%)	4.25	5.99	6.53	8.12	7.07	6.49

Source: Calculated from the Expenditure Budget Vol. I and Vol. II, Union Budget (respective years).

Thus, it is clear that allocation for SCSP has increased over the years up to 2007-08 (RE). But it was still far below the SCSP norm of 16% (proportion of SC population in the country). Further, it has declined in the subsequent years and in 2009-10 (BE) it is only 6.49% of the total plan expenditure of the Union government.

Table 6.3: Plan Allocations Earmarked for STs from Different Min./Depts. (Rs. Crore)

	2004-05 RE	2005-06 RE	2006-07 RE	2007-08 RE	2008-09 RE	2009-10 BE
Dept. of Science & Technology	0	2.5	2.5	3	3	3
Ministry of Finance	0	0	1.51	0	0	0
Ministry of Tribal Affairs	1069.45	1398.82	1652.68	1719.71	1970	2705.5
*Ministry of Social Justice & Empowerment	0	0	25.03	34.9	36.25	42
*Dept. of Rural Development	1282.4	1385.83	1146.5	1567.17	2151.67	2151.67
*Ministry of Labour & Employment	0.13	0.24	0.26	0.31	0.34	1.14
*Dept. of Women & Child Development	0	234.49	320.62	747.2	567	603.45

*Dept. of Secondary Education & Higher Education (Ministry of HRD)	0	133.16	129.64	226.76	493.58	738.87
*Dept. of Elementary Education & Literacy (Ministry of HRD)	30	1013.79	1369.93	1754.83	2028.16	2161.82
*Ministry of Youth Affairs and Sports	0	6.64	6.52	8.95	10.37	14.61
*Ministry of Agriculture	0	0	0	68.19	114.08	151.13
*Dept. of Information Technology	0	0	3.53	10	9.67	16.87
*Dept. of Health & Family Welfare	0	0	622.17	838.09	942.6	933.42
*Dept. of Small Scale Industries	0	0	0	68.4	105.38	110.82
*Ministry of Textiles	0	0	0	40.47	42.03	44.58
Dept. of Biotechnology	0	0	0	1.25	1	1
Ministry of Culture	0	0	0	1.47	1.97	2
Ministry of Panchayati Raj	0	0	0	13.31	13.95	15
*Union Territories of Andaman & Nicobar Island, Daman & Diu, Dadra & Nagar Haveli and Lakshadweep	0	0	284	342.96	279.98	298.08
Total Plan Exp. for STs from Union Budget	2381.98	4175.47	5564.89	7446.97	8771.03	9994.96

Source: Calculated from the Expenditure Budget Vol. I and Vol. II, Union Budget (respective years)

The scenario in terms of plan allocations earmarked for STs in the Union Budget is not much different from that of SCs. The proportion of total Plan Outlay of the Central government earmarked for STs has increased over the years (Table 6.4), but suddenly declined to 4.21 % in 2008-09 (RE) from 4.89 % in 2007-08 (RE). It further declines to 4.10 percent in the budget 2009-10. Further, it is also grossly inadequate considering the norms of TSP (proportion of ST population in total population of the country is roughly 8 %), which is again a violation of the strategy of Tribal Sub Plan (TSP) for STs.

Table 6.4: Plan Allocation Earmarked for STs from the Union Budget (Rs. Crore)

	2004-05 RE	2005-06 RE	2006-07 RE	2007-08 RE	2008-09 RE	2009-10 BE
Total Plan Exp. for STs from UB	2382	4175.5	5564.9	7447	8771	9995
Total Plan Exp. of Union Govt. (excluding Central Assistance to State & UT Plans)	85061	109900	129804	152313	208252	243893
Proportion of total Plan Allocation earmarked for STs (%)	2.80	3.80	4.29	4.89	4.21	4.10

Source: Calculated from Expenditure Budget Vol. I & II (various years).

Thus, the earmarking budgetary allocations for SCs and STs never fulfilled the SCSP and TSP norms. In a single year, that is in 2009-10 only, the SCs and STs are denied by Rs. 23682 crore and Rs. 9756 crore respectively from the plan allocations of the Union Government.

Issues of concern

- All the Departments/Ministries must show the earmarked allocations for SCSP and TSP and the allocations must be in accordance with the SCSP/TSP norms.
- There must be greater transparency in earmarking the allocations for the SCSP/TSP.



Minorities

What was Promised

- For development of religious Minorities, establish Wakf Development Corporation to develop Wakf properties, set up a National Unani University and double the corpus of Maulana Azad Educational Foundation.

Our long term Demand(s)

- Bring the religious Minorities in the country on the same level of socio-economic development as the other general communities, through sustained government spending and policy interventions.

What we demand from Union Budget 2010-11

- Expand the coverage of the Multi Sectoral Development Programme (MSDP) beyond the 90 Minority Concentration Districts to other districts as well from Union Budget 2010-11.
- Along with increased budgetary outlay, utilisation of funds remains a concern. Of the total allocation of Rs. 2750 Crore made in the Eleventh Plan for MSDP, utilisation from 2007 to 2009 was 41%. To improve the extent and quality of utilisation, there is a need to create absorption capacity of funds (by providing trained and adequate staff, infrastructure, and planning capacity) at state, district and block level.

Commitment: Special Focus to Development of Minorities

According to Census 2001, religious minority groups constituted around 19 per cent of the total population in India, which includes Muslims (13.4 per cent), Christians (2.3 per cent), Sikhs (1.9 per cent), Buddhists (0.8 per cent), Jains (0.4 per cent) and others (0.6 per cent). The analysis of socio-economic conditions of minorities reveals a lot of variations in terms of development indicators amongst them. In this regard, the socio-economic situation of the Muslim population reflects poorly as compared to the other religious minority groups.

The findings of the Sachar Committee Report have also highlighted that the minorities and particularly the Muslims need special attention in the area of education, economic development and basic public amenities to reduce their level of backwardness. In this regard, for overall development of minorities, 90 Minority Concentration Districts (MCDs) have been identified throughout the country that are relatively backward and falling behind the national average in terms of socio-economic and basic amenities indicators.

Multi-Sectoral Development Programme: Budgetary and Implementation Issues

In response to the Sachar Committee recommendations, a special scheme called Multi-Sectoral Development Plan (MSDP) was initiated in 2007-08 for the overall development of minority community by Ministry of Minority Affairs (MMA). Since then, the scheme is being operated in 90 MCDs across India. Out of the 90 MCDs, 53 districts have been classified in category 'A'. The remaining 37 districts fall under category 'B' of which 20 districts fall behind in socio-economic parameters and 17 districts in basic amenities parameters.

The basic idea of initiating the MSDP was to address the development deficit in MCDs with regard to the pattern of schemes like Backward Regions Grant Fund (BRGF), *Rashtriya Sam Vikas Yojana* (RSVY) and Border Area Development Programme (BADP).

Apart from MSDP, under Prime Minister's 15-Point Programme (2006-07), various ministries like Human Resource Development, Labour and Employment, Housing and Urban Poverty Alleviation, Rural Development, and Women and Child Development made separate allocations for minorities in their ongoing schemes. But the implementation and outcome were found to be very weak. A review of employment carried out by Central Government has found that minority community members constitute a mere 5 per cent of the total direct recruitment made by different ministries during 2007.

The utilisation of funds as a proportion of overall allocation made in Eleventh Plan (Rs.7000 crore) has been very poor during the first two years (2007-09 RE) of implementation. It accounts for 15 per cent of total proposed outlay in the Eleventh Plan.

Table 7.1: Union Budget Outlays under Different Ministries for Minorities (in Rs. crore)

Ministries/Department	2004-05 (RE)	2005-06 (RE)	2006-07 (RE)	2007-08 (RE)	2008-09 (RE)	2009-10 (BE)
Ministry of Minority Affairs	-	-	143.52	362.83	664.38	1756.50
Department of Higher & School Education	31.5	36	60.6	61.15	79.18	67.6
Ministry of External Affairs					6	6
Ministry of Women and Child Development	-	-	-	-	4.5	0.90
Total	31.5	36	204.12	423.98	790.06	1831

Source: Expenditure Budget, Vol-11, Ministry of Finance, Government of India

From Table 7.2, it is clear that MSDP was allocated 50 per cent of total MMA budget. Under MSDP, of the total allocation of Rs.2750 crore (total plan outlay for MMA is Rs 7000 crore) made in the Eleventh Plan for MSDP, fund utilisation in the first two years of its implementation (2007-09 RE) has been a mere 41%.

Table 7.2: Share of Fund Allocation to MSDP in Total Allocation under MMA

	2006-07 (RE)	2007-08 (RE)	2008-09(RE)	2009-10(BE)
Multi Sectoral Development Programme		66.97	251.89	889.5
MSDP (% share in Total allocation of MMA)		18.46	37.91	50.64
Total Allocation under MMA	143.52	362.83	664.38	1756.5

Source: Ministry of Minority Affairs, Government of India

Under MSDP, top priority has been given to sectors like primary /secondary education, drinking water supply, electricity, health, sanitation, housing, and income generating activities. However, with respect to selection of activities, more focus has been given to construction of Anganwadi Centres (AWCs), health sub-centre and housing schemes which are meant for the common populace and not exclusive to the minorities. The activities related to education and income generation have been grossly neglected by the district administration in many MCDs, which was the most pressing need for improving the educational and economic conditions of the minority community.

The implementation of activities under MSDP has not taken place properly even after two years of its introduction (Table 7.3). Moreover, the government has been unable to approve project plans for 16 MCDs. The total proportion of approved cost of projects for MCDs to total allocation in the 11th Plan has been 57

percent, while the proportion of expenditure of MCDs to total allocation in the Eleventh Plan was 3 percent. The proportion of expenditure of total project approved has been 5 percent

Table 7.3: Status of Multi Sectoral Development Programme (30 September 2009)

Variables	Figures
Number of MCDs identified for MSDP	90
Number of plans approved for MSDP	74
Total cost of projects approved for MSDP (amount in Rs. crore)	1562
Total expenditure incurred in MSDP (amount in Rs. crore)	77
Total allocation in 11th Plan for MSDP (amount in Rs. crore)	2750
% of Expenditure to total project approved for MSDP	4.93
% of Total approved cost of project for MSDP to total allocation in 11th Plan	56.82
% of Expenditure of MSDP to total allocation in 11th Plan	2.8

Source: Ministry of Minority Affairs, Government of India

Summing up, the lack of proper institutional mechanisms and adequate staff at district and block levels has been a major constraint in terms of programme implementation. To improve the extent and quality of implementation, there is a need to create absorption capacity of funds (by providing trained and adequate staff, infrastructure, and planning capacity) at state, district and block level with greater involvement of Panchayats.



Social Security for Unorganised Workers

What was Promised

- Comprehensive Social Security for the unorganised sector workers.

Our long term Demand(s)

- Universal coverage of all informal workers in both rural and urban areas, and in both unorganised and organised sectors as proposed by the “Unorganised Workers’ Social Security Act, 2008”

What we demand from Union Budget 2010-11

- Allocation of Rs. 22841 Crore (i.e. 0.39% of GDP as estimated by NCEUS) in Union Budget 2010-11 for universal social security coverage.

Commitment:

“Enhance the welfare and well-being of farmers, farm labour and workers, particularly those in the unorganised sector and assure a secure future for their families in every respect.”

(Election Manifesto, Indian National Congress)

Until recently, the issue social of security to a vast section of population received almost no attention from policy makers; although the National Labour Commissions, both the first and second, did highlight the special and continual problems faced by workers in unorganised activities. For these workers, social security provisions were very limited or almost non-existent. In this backdrop along with the UPA-I’s commitment in its National Common Minimum Programme, the government set up a high-level Commission to look specifically into these and other issues relating to enterprises and employment in the unorganised sector. It was greatly welcomed.

Box 8.1: NCEUS Recommendations on Social Security for the Unorganised Workers

- It is a national initiative proposing universal coverage of all informal workers in both rural and urban areas, and in both unorganised and organised sectors.
- It is a rights-based scheme, proposing a legally enforceable entitlement.
- All informal workers are eligible to join, irrespective of occupation or duration of employment.
- It is a voluntary and contributory scheme, whereby the worker, the employer and the government each pays Rs. 1 per day per worker. (In the case of BPL workers, the worker’s contribution is to be borne by the central government.)
- It is designed to provide a minimum combination of health, life and old age benefits at the national level. State governments are free to add to this as they choose, in terms of contributions or additional benefits.

On the basis of recommendations of the Commission, the “Unorganised Workers’ Social Security Bill” was drafted and enacted in 2008.

The report of this Commission, released in May 2006, made far-reaching and workable proposals to provide some minimal social security to the vast majority of workers in the informal sector. It also provided the framework for important and necessary legislations to ensure that this is provided, which should become an immediate priority of this government.

According to estimates of the Commission, the number of workers in the unorganised sector stood at 340 million in January 2000, and total informal workers (including those working without protection in the organised sector) at 362 million. These accounted for 86 per cent and 91 per cent, respectively, of total employment in India. These workers have been denied any kind of protection so far: be it employment security, pension, or coverage of risks such as ill health, accidents, death etc. Indeed, for most of this workforce, the most basic protection, that is minimum wage, is also not ensured. The problem is compounded for the very large proportion of workers who are self-employed at low levels of productivity and therefore income, where it is not possible to put any responsibility of protection or social security upon employers.

Although there are many dimensions of workers’ security, the Commission focused on problems arising from both predictable and unforeseen adversity, pertaining to absence of any safety nets to address ill health, accidents, old age and death. The proposed social security measures will provide to bulk of citizens in India who have hitherto been excluded, at least a modicum of basic protection against adversity. So, a very proactive role of the state is prerequisite in providing such security measures.

Before this Commission, several other reports or commissions have suggested, so far, various programmes/ schemes. However, this particular Commission has suggested a bold new scheme that departs from these earlier proposals in some significant ways. There are several important features of these recommendations, which make this a very different proposal that led to the landmark legislation. Box 8.2 highlights some of the basic benefits in the form of health insurance, life insurance and old age security, as recommended by the Commission.

Box 8.2: Key Benefits provided through the NCEUS Recommendations

Health insurance:

- Hospitalisation costs for member and family up to Rs. 15,000 per year.
- Maternity benefits up to Rs. 1000 per delivery for member or spouse.
- Sickness cover for earning head of family at Rs. 15 per day for a maximum of 15 days.
- One time grant of Rs. 25,000 in case of accidental death or Rs. 15,000 for permanent disability of breadwinner.

Life insurance:

- Rs. 15,000 for natural or accidental death.

Old age security:

- All BPL workers to get pension of Rs. 200 per month after the age of 60 years.
- All non-BPL workers to be entitled to a Provident Fund accumulating from the date of registration into the scheme and earning a guaranteed return of 10 per cent per year.
- Provident Fund scheme can also be used as an unemployment relief - after 10 year’s contribution, if the worker becomes unemployed, s/he would be entitled to draw up to 50 per cent of the accumulated sum as unemployment benefit for a period of 6 months. When the worker becomes employed again, s/he can continue with the scheme by renewing the contribution.

Although, there are many shortcomings in the “Unorganised Workers’ Social Security Act, 2008”, considering its far-reaching impact on a vast section of workers, the Act must be implemented as soon as possible. Although the benefits may not be huge, if implemented properly, these are likely to play an important role in providing some degree of relief from uncertainty and fear of the future that are currently such a constant feature for workers in the informal sector.

Table 8.1: Phasing of Coverage and Expenditure of Central and State Governments

Years	Number of workers covered (in Crores)			Central government expenditure (in Rs. Crore)		State government expenditure (in Rs. Crore)	Admin costs (in Rs. Crore)	Costs as % of GDP	
	APL	BPL	BPL old aged	Contributory	Pension			Centre*	Centre+ States*
2006-07	4.62	1.38	1.35	3140	3244	964	290	0.17	0.2
2007-08	9.24	2.76	1.37	6280	3292	1928	579	0.24	0.29
2008-09	13.86	4.14	1.39	9420	3340	2892	869	0.3	0.36
2009-10	18.48	5.52	1.41	12560	3387	3856	1158	0.35	0.43
2010-11	23.1	6.9	1.43	15701	3434	4819	1448	0.39	0.48

Source: NCEUS 2006

Note: * includes administrative expenses.

Further, this social security scheme will not be very expensive and will not create any huge burden upon the government. In fact, the costs are relatively less in relation to the huge benefits in terms of providing social security coverage to millions of workers. As per the estimates done by the Commission, covering as many as 343 million workers, the combined (Centre & States) projected cost for 2010-11 is only 0.48 percent of GDP.



Adaptation to Climate Change

What was Promised

- The National Action Plan on Climate Change 2008 (NAPCC) has identified several vulnerable sectors that require adaptation response from the government. For some of these sectors like water, sustainable agriculture, forestry, sustainable habitat and knowledge production and dissemination, the government envisaged a mission mode approach under respective ministries to address the vulnerabilities of this sector.

Our long term Demand(s)

- Formulate a comprehensive policy framework to address issues of adaptation to climate change based on assessment of the differential needs of vulnerable sectors of the economy. Additional funding for the vulnerable sectors need to be provided based on the priorities assigned by the framework.

What we demand from Union Budget 2010-11

- Creation of a National Adaptation Fund in Union Budget 2010-11 to provide dedicated financial resources to sectors vulnerable to climate change, additional to existing developmental measures operational in these sectors. Additional funding for research and dissemination should be provided for assessment of vulnerability across different sectors of the economy.

Background

The countdown to the UN Framework Convention on Climate Change (UNFCCC) summit in Copenhagen 2009 has already begun and deliberations on a post-Kyoto framework of mitigation and adaptation to climate change has reached a feverish pitch with attempts to reconcile the discordant notes of the developed and the developing countries on their respective commitments. A contentious issue that has cropped up repeatedly has been the requirement of additional funding for less developed and developing countries to meet their adaptation requirements. These countries, given their scarce resource base, have already been finding it difficult to garner adequate finances and technological wherewithal to meet their developmental goals. Hence, the threat of climate change to the development prospect of these countries has laid an incremental stress on their resource-scarce economies.

The large number of developing and less developed countries across Africa, Latin America, South and South-East Asia are already facing incremental pressures in the sphere of development and its sustenance. These countries are saddled with huge developmental deficits with a significantly large population having low incomes and lack of access to basic necessities of life and livelihood making them excessively vulnerable to the impact of climate change. Consequently, the resource requirement and policy direction for adaptation are expected to be given utmost priority in the policy discourses on climate change evolving in these countries. Countries like India are poised at the very centre of the deliberations with strong economic vitals and growth prospects cohabiting large scale poverty, malnutrition and low human development attainments.

While there are genuine concerns on emerging challenges of climate change to the existing paradigm of development in India, there is also growing consensus in the developed world that India, among others, should shoulder some burden of the economic costs of mitigation of carbon emissions. Given this backdrop of emerging issues in the international arena, it is a worthwhile endeavour to undertake a reality check on the proposed and existing framework of adaptation in India that would enable us to form a set of expectations on the policy front in order to assess and shape government responses in this sector.

Government Response on Adaptation in India

The Eleventh Plan, although shying away from making any specific commitments on adaptation to climate change, has emphasised that development itself would be a crucial policy response on adaptation. Therefore, a strong economy with strong growth would be essential in dealing with the challenges of climate change. Meanwhile, the National Action Plan on Climate Change (NAPCC) put forward by the Prime Minister's Council on Climate Change has enumerated a series of policy measures that are already being implemented or are on the anvil which focus exclusively on adaptation. The NAPCC has clearly identified eight different sectors which are vulnerable to climate change and require adaptation response in terms of government policy and provisioning.

These sectors are a) Crop improvement, b) Drought proofing, c) Forestry, d) Water resources, e) Coastal regions, f) Health, g) Risk financing and h) Disaster management. The quantum of government expenditure on adaptation across all these sectors is more than 2.6 percent of GDP in 2006-07 as reported in the NAPCC.

The NAPCC has also laid down the blueprint of eight national missions to effectively tackle challenges of climate change both for mitigation of greenhouse gas emissions and adaptation to address the vulnerabilities of climate change. These eight national missions include a) National Solar Mission, b) National Mission for Enhanced Energy Efficiency, c) National Mission on Sustainable Habitat, d) National Water Mission, e) National Mission for Sustaining the Himalayan Ecosystems, f) National Mission for a Green India, g) National Mission for Sustainable Agriculture, h) National Mission on Strategic Knowledge for Climate Change. Out of all the eight missions, the first three missions pertain to developing alternative energy sources and improving energy efficiency to reduce emission of greenhouse gasses into the atmosphere and thereby constitute initiatives for mitigation purposes. The remaining five national missions have specific components of adaptation into their objective or are wholly adaptation-specific.

A predominant feature of the disclosures made in the policy document revolve around the necessity of interventions in the area of management and conservation of natural resources, up-scaling of ecosystem services and harps on the necessity of reforms and innovative management practices in the domain of human interface with natural resources and ecosystems. For example, the Action Plan essentially lays considerable emphasis on reduction in vulnerability in agricultural sector through development of climate-resistant crops, betterment of irrigation, better pest management and strengthening extension services and capacity building. Additionally, it also stresses on wasteland development, development of watershed and conservation of wetlands, forests and biodiversity. The existing areas of interventions listed focus on related issues like health improvement and disease control, protection of coastal areas, disaster mitigation and risk management. The Action Plan in addition to the sectoral interventions stresses on expansion of existing knowledge base and its dissemination through increased investments in research and innovation, monitoring and impact assessment.

Limitations in the Response on Adaptation

The policy measures prescribed by the government, while spelling out clearly the intended thrust areas for ongoing and upcoming areas of intervention, stops short of clearly distinguishing the linkages that ought to be present between each of the sectoral measures. For example, there is a distinct case for clubbing together interventions in sectors like agricultural sustainability, drought-proofing and management of water resources because agricultural sustainability is strongly dependent on the other two sectors. In this case while agricultural sustainability is a specific sectoral issue, drought proofing and management of water resources have multi-sectoral implications like betterment of drinking water supply leading to health improvements and also prevention of

desertification and wetland conservation in the context of forestry and biodiversity management. The Action Plan although have clustered each of these areas under a different mission or sectoral intervention under separate ministries, it does not explore the linkages between these sectors and possibilities of convergence that may exist.

In the agricultural sector, while preservation of soil moisture through micro-irrigation facilities has been elucidated on, the policy document totally ignores measures related to soil fertility management as crucial for sustainability of agriculture although substantial allocations are made towards subsidy to chemical fertilizers.

In the management of coastal resources, the existing interventions largely depend on zoning regulations and protection of coastal infrastructure, it does not highlight issues pertaining to conservation of marine ecosystems and its linkages with sustainability of livelihood for coastal fishing communities. Moreover, India also has several small island territories like Andaman and Nicobar Islands and Lakshadweep where half a million people reside and depend on marine resources for their livelihood. The adaptation framework put forward does not distinguish between necessities in the coastal mainland and necessities for these island territories which are much more vulnerable and disaster-prone.

In the case of disaster management, the mainstay of Indian response is still relief and rehabilitation despite the government enacting a National Disaster Management Act 2005 and a National Management Programme which should have shifted the emphasis on disaster mitigation. The government in its response on coastal management although has highlighted on creation of infrastructure like cyclone shelters and other protective measures, these have largely been entrusted to state/district level planning authorities with no concomitant fund transfers. As per the Act 2005, local planning authorities are instructed to create and prioritise a shelf of project that has disaster mitigation component to be financed from their annual plan outlay. However, little allocations from the central government to directly finance disaster mitigation projects at local level and lack of clear policy guidelines have ensured little progress on this front.

The Action Plan has largely overlooked two crucial aspects of development in its adaptation response viz. educational infrastructure and housing. It has only made a cursory reference to these aspects in its response on “Disaster Management Response to Extreme Climate Events” where it states the necessity and cost-effectiveness of incorporating appropriate features in initial design and construction of infrastructure projects and the necessity of insuring existing infrastructure created under *Sarva Shiksha Abhiyan* (SSA), Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and *Indira Awas Yojana* (IAY). However, development of housing has immense implications for improvement in living conditions of poor and vulnerable and thereby improvement in health outcomes which enable the poor to endure climate related risks better. On a similar note, educational infrastructure needs to be bolstered against natural disasters as such events can potentially impair abilities of disaster-struck areas to attain educational outcomes even after attaining normalcy. On the other hand, this infrastructure can also support extension of relief and rehabilitation in disaster-struck areas. In the present framework, although government has in principle acknowledged the need for intervention in these areas, schemes and programmes (both in case of SSA and IAY) in these sectors which intend to create infrastructure, need to make specific provisions in norms for unit cost catering to region-specific, climate-sensitive parameters.

Limitations in Budgetary Provisions

A study undertaken by CBGA has identified several developmental schemes and programmes operated by the government under various thematic heads which serve the purpose of adaptation in India. Although, many of these schemes/programmes were operational even before adaptation to climate change cropped up as a core issue of development, these schemes/programmes serve as an important basis for effective adaptation strategies. Quite contrary to the government claims of adaptation expenditure being 2.6 per cent of GDP as of 2006-07, the study found it to be around 1.7 per cent of GDP as per 2006-07 (RE). However, expenditure on adaptation by the government has increased at a rapid pace from 2006-07 at an average annual growth rate of 32 per cent and is reported to be around 2.68 per cent of GDP for 2009-10 (BE). This phenomenal growth is however largely driven by superlative growth in allocation in sectors of poverty alleviation, livelihood and food security and sector of land development and drought proofing.

Table 9.1: Comparative Analysis of Adaptation Expenditure to Budgetary Expenditure & GDP (market prices)

S. No.	Expenditure on Various Adaptation Sectors	2006-07 (RE)		2007-08 (RE)		2008-09 (RE)		2009-10 (BE)	
		(%) of Budgetary Expenditure	(%) of GDP	(%) of Budgetary Expenditure	(%) of GDP	(%) of Budgetary Expenditure	(%) of GDP	(%) of Budgetary Expenditure	(%) of GDP
1	Poverty Alleviation, Livelihood & Food Security	8.98	1.26	9.09	1.36	11.68	1.98	11.51	2.01
2	Health Improvement and the Prevention of Diseases	1.07	0.15	1.18	0.18	1.06	0.18	1.03	0.18
3	Risk Financing	0.17	0.02	0.27	0.04	0.20	0.03	0.18	0.03
4	Land Development, Drought Proofing, Irrigation and Flood Control	0.63	0.09	1.07	0.16	1.12	0.19	1.22	0.21
5	Agriculture & Allied Sectors	0.92	0.13	0.99	0.15	1.11	0.19	1.16	0.20
6	Forest, Biodiversity, and Wildlife Conservation	0.11	0.02	0.12	0.02	0.10	0.02	0.10	0.02
7	Water Resources	0.09	0.01	0.08	0.01	0.10	0.02	0.11	0.02
8	Disaster Management	0.07	0.01	0.02	0.00	0.02	0.00	0.05	0.01
9	Coastal, Marine and Ocean Management	0.01	0.002	0.014	0.002	0.014	0.002	0.017	0.003
	Total	12.06	1.70	12.85	1.93	15.40	2.61	15.37	2.68

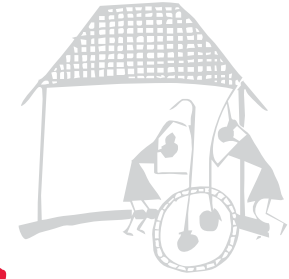
Source: CBGA Study on "Public Provisioning for Adaptation to Climate Change in India", 2009.

The worrisome part of allocations designated as adaptation expenditure is that bulk of the allocation is earmarked for development of human capabilities which form the core of development focus in India while a minimal proportion is devoted to sustainable use of natural resources and conservation of common property resources. For 2009-10 BE, out of the entire allocation of 2.68 per cent of GDP on adaptation, the government provisioning for measures that focus on human capabilities i.e. Poverty Alleviation, Livelihood & Food Security; Health Improvement and Prevention of Diseases and Risk Financing constitute around 2.22 per cent of GDP, while the remaining programmes focusing on natural resource management, common property resources or addressing human-nature interface corner only 0.46 per cent of GDP. It is striking that the initiatives on adaptation listed in NAPCC covers only issues on crop improvement, drought proofing, forestry, water, coastal regions, health, risk financing and disaster management, while resources devoted towards adaptation constitute 25 per cent of the total budget and 0.67 per cent of GDP in 2009-10, while rest of the resources are devoted to poverty alleviation. It is also a striking feature of NAPCC that it refrains from any clear delineation on the possible linkages between poverty alleviation measures being implemented and any of the other sectors mentioned.

Key Demand on Adaptation to Climate Change

National Adaptation Fund

With regard to budget analysis of adaptation expenditure by government and related policy documents, it is obvious that crucial vulnerable sectors like water resources, coastal resources, forestry and biodiversity, agricultural sustainability, land improvement and management of other common property resources as enumerated in the NAPCC, have got scant resource support. Moreover, linkages or convergence with these sectors to existing developmental interventions particularly to poverty alleviation, livelihood and food security have not been clearly outlined. It is apparent that there is need for a separate National Adaptation Fund to finance differential needs arising out of climate change, over and above the existing developmental interventions by the government. Such an initiative would enable the government to earmark and channelise dedicated financial resources to the vulnerable sectors already mentioned. This can be done either through different missions that the government has already proposed in the NAPCC or through separate programmes or schemes addressing sectoral issues. Such a Fund can also help establish and finance a knowledge network for adaptation to climate change and provide technological assistance to local communities in vulnerable areas.



Rural Housing

What was Promised

- Provisioning for 150 lakh houses - disaster resistant, environment friendly, with proper sanitary facilities and smokeless *chulhas* - for the rural poor.

Our long term Demand(s)

- Meet the shortage in rural housing as per the estimates provided by the Working Group on Rural Housing, which is 474.3 lakh (estimated for the plan period of 2007-12). Also, housing provided should be compliant with environmental and health standards.

What we demand from Union Budget 2010-11

- Increase the annual target for rural housing along with concomitant budgetary allocation, if the target set in Eleventh Five Year Plan is to be achieved. In addition the unit cost for Indira Awaas Yojana (IAY) needs to be revised upward to improve the quality of housing incorporating all the envisaged facilities.

Background

Rural housing is a major focus area for holistic rural development and poverty alleviation initiative of Government of India. Provision for housing facilities for rural poor is crucial to enable these people live a healthy and productive life in addition to imparting a sense of identity that comes with ownership of productive assets. Accordingly, several rounds of assessments have been done to estimate the shortfall in housing facilities throughout the country. On the request of the Ministry of Rural Development, the Registrar General of India (RGI) had assessed the rural housing shortage at 148.33 lakh houses in 2005. This data was used for making state-wise fund allocations under the Indira Awaas Yojana (IAY) in 2005-06.

Other independent assessments of shortage in rural housing have however pegged the shortfall to a much higher level. HUDCO had assessed the shortage of rural housing in its publication "Trends and Gaps in Housing and Basic Amenities, India 2001" where it estimates the shortage to be 240 lakh as on April 2001. National Housing Bank (NHB), in its Mid-term Business Plan, had estimated the rural housing shortage for the period 2002-2007 and 2007-2012 based on the decennial growth rate of population, households and housing stock drawn from Census data between 1991-2001. The NHB assessment put the figures for housing shortage to a staggering 577 lakh for 2002-2007 and 550 lakh for 2007-12. The Working Group on Rural Housing constituted for the Eleventh Plan by Ministry of Rural Development has estimated the shortage in rural housing for the period 2007-2012 to be 474.3 lakh out of which 90% (i.e. 426.9 lakh) is rural housing shortage for BPL families.

Government Initiatives: Indira Awaas Yojana (IAY)

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

participate and involve themselves in construction of their homes. The role of state governments is confined to merely facilitating the use of local, low cost, environment-friendly, and disaster resistant technology and also in encouraging construction of sanitary latrine and smokeless *chulhas*. The funds for IAY are shared between Central and State governments in the ratio of 75:25. The Central budget is allocated to states based on a 75% weightage to housing shortage and 25% weightage to poverty ratio. Similarly the district allocation is based on a 75% weightage to housing shortage and 25% to the share of SC/ST population. Out of the total allocation under the scheme, 60% is earmarked for SC/STs, 3% for persons with disability, and 15% for minorities. It is expected that all houses will be sanctioned in the name of women or jointly with the husband. These provisions are geared to enable effective targeting of the weaker sections of the society. The financial assistance provided under the scheme for each house is Rs. 35,000/- in plain areas and Rs. 38,500/- in hilly/difficult areas. Up to 20% of annual allocation of IAY can be spent for upgradation of *kutcha* houses and/or credit-cum subsidy scheme. Rs. 15,000/- is provided for up-gradation and under Credit-cum-Subsidy Scheme households having an annual income of not more than Rs. 32,000/- are provided subsidy of Rs. 12,500/-. They can also avail loan up to Rs. 50,000/- from banks for construction of house.

The allocation for IAY in the Central budget, quite uncharacteristic of the previous trend, has shown a jump of around 63% from 2008-09 (BE) at Rs. 4859 crore to Rs. 7919 in 2008-09 (RE). Clearly this can be seen as a last big effort to accelerate the progress of the scheme and meet its outlying targets. However, the budgeted allocation for 2009-10 has been pegged at Rs. 7920 crore which is almost same as 2008-09 (RE).

Table 10.1: Financial and Physical Progress of IAY

	2004-05	2005-06	2006-07	2007-08	2008-09
Available Fund (in Rs.Crore)*	4320.25	4586.74	5037.88	6527.17	14443.21
Utilisation (in Rs.Crore)	3261.54	3654.09	4253.42	5464.54	8282.86
% Utilisation	75.49	79.67	84.43	83.72	57.35
Physical Targets (in lakhs)	15.66	14.41	15.33	21.27	21.27
Physical Targets Achieved (in lakhs)	15.16	15.51	14.98	20.44	20.93
% Physical Targets Achieved	97	107	97.71	96.09	98.40
Women Beneficiaries (in lakh)	7.37	8.79	8.27	13.01	17.15

Source: Outcome Budgets, various issues.

Note: Available Fund includes Centre and State shares.

Major Limitations of IAY

- If the conservative estimate of housing shortage of 148.33 lakh made by RGI and the incremental shortage of 9 lakh per annum estimated by MoRD is taken into account, the problem of shelterlessness cannot be tackled even in the next 20 years at the current level of coverage.
- It has been reported that 25% to 50% of the beneficiaries are not being selected through the Gram Sabha. Further, the selection as well as allocation among panchayats has been influenced by the PRIs/MLAs. There is substantial demand for patronage by the MLA/MP who like to be involved in the selection of beneficiaries.
- Studies have revealed that only about 50% of IAY houses have sanitary latrines and even a lesser percentage have installed smokeless *chulhas*. This is a serious problem as over a million women and children in India not only suffer from upper respiratory tract infections due to inhaling of indoor smoke but many die as a result.
- It is found that the title of the house site tends to be in the name of the male member of the household.

Hence the benefit to accrue to women by allotment of the scheme is restricted only for the purpose of the scheme sanction. Some effort to ensure clear-cut ownership in the name of women needs to be made.

- Even though 164.00 lakh houses have been constructed under IAY till date to provide shelter to the poor, still the poorest of the poor may fail to take benefit under the scheme because of the incidence of landlessness being high in rural areas.
- Inadequacy of cash assistance for construction has resulted in poor quality of house, non-fulfilment of requirements of the disaster-prone areas, and debt trap on account of beneficiaries having to borrow funds to complete the construction of a *pucca* house. Therefore, there is an urgent need to increase the unit cost from its present level.

Unit Cost of Rural Housing

The Working Group on Rural Housing constituted for the Eleventh Plan, taking into consideration the low quality of construction, envisaged an increase in unit costs during the Eleventh Plan period. The Ministry of Rural Development also to assess the revision of unit cost consulted different organisations. The Human Settlement Management Institute (HSMI) along with Building Materials and Technology Promotion Council (BMTPC) gave an estimated range Rs. 60,000 to Rs. 81,900 for 25 to 30 sq. metre of plinth area for IAY housing which can be proportionately downscaled for IAY prescribed norm of 20 sq. metre of plinth area. Therefore, the estimated cost of an IAY dwelling unit would be within the range of Rs. 48,000 to Rs. 54,000 depending on the difficulty of the terrain. However, compared to the suggested unit cost, the unit cost for rural housing adopted by the Ministry is still grossly inadequate.

Given the regional diversity across the country, in terms of resource availability for construction of quality housing and the ability of poorer sections to access these, it may also be worthwhile to explore the development of region specific range of unit cost that adhere to certain prescribed building norms relating to the structure and sanitation facilities. Such a system can ensure quality housing for the rural poor and rationalisation of cost of providing housing across the regions. Moreover, while targeting of rural housing schemes is ill advised, there may be a scope for differentiation in financing mechanism. While BPL households may be provided the cost of construction entirely as capital subsidy; beneficiaries other than BPL can be provided options of subsidised credit for requirements over and above the budgeted costs. Subsidised credit for rural housing is also essential, as the effective rate of interest in the rural sector is higher than in urban areas limiting the scope of housing finance in rural areas.

Agriculture



What was Promised

- Implement comprehensive crop insurance schemes and explore the feasibility of direct income support to farmers in ecologically vulnerable regions of the country.

Our long term Demand(s)

- Agricultural insurance be provided to farmers across the country, covering all crops and be implemented in a sustained, continued manner – by shifting all such provisions under Non-Plan head of expenditure.

What we demand from Union Budget 2010-11

- Introduce Plan schemes for crop insurance in Union Budget 2010-11 with 100% Additional Central Assistance to State Plans.
- Extend the coverage under National Agricultural Insurance Scheme (NAIS) in terms of number of farmers, area and crops.

Commitment: Implementing Comprehensive Crop Insurance Scheme

Before coming to power at the Centre, the present Congress led United Progressive Alliance-II (UPA-II) government pledged to the voters to implement comprehensive crop insurance schemes and to examine the feasibility of direct income support to farmers in the ecologically vulnerable regions of the country.

Background

Indian agriculture not only feeds a population of around 115 million but also provides livelihood to nearly two-thirds of them. An agricultural activity is not merely an occupation, but a way of life for the rural Indians. However, Indian agriculture continues to be affected by the vagaries of nature. Hence, very often this sector has been described as 'a gamble of monsoons'. Despite the occurrence of floods, drought, cyclone etc., this sector still contributes around 18 per cent to the country's Gross Domestic Product (GDP).

The frequency and severity of risks in agriculture, particularly during the last few decades have increased on account of climate variability. The principal evidence of such climatic change are manifest through rising temperatures, erratic rainfall, and increase in the severity of droughts, floods, and cyclones which have caused huge losses in agricultural productivity and hence production. Consequently, the means of livelihood of the masses, particularly the farming community have been exposed to these unprecedented natural events. Given a chance, more than 40 per cent of the population engaged in agricultural activities is willing to quit the sector for any other occupation - a sign of distress for a predominantly agrarian economy.

There is an urgent need for farmers to be protected against risks by appropriate measures. Insurance is one way of doing this, but the financial cost of existing and proposed crop insurance schemes is very considerable. Given the recurring nature of the cost of providing insurance cover, such interventions are better implemented as

Non-Plan schemes. Extending NAIS to cover all-weather crops would go a long way in boosting the confidence of farmers.

1. Crop Insurance Schemes in India

Crop insurance, as a programme to protect the interests of the farmers against any form of natural calamities was introduced in the country two decades ago. The present version of the NAIS has been available since Rabi 1999–2000. NAIS, a Central Sector Scheme, is being implemented through Agriculture Insurance Company of India Ltd. (AIC). The basic objectives of the scheme are to:

- Provide insurance coverage and financial support to the farmers in the event of failure of any of the notified crops as a result of natural calamities, pests and diseases.
- Encourage the farmers to adopt progressive farming practices, high value inputs and higher technology in agriculture
- Help stabilise farm incomes, particularly in disaster years.

Moreover, the main objective of the scheme is to protect farmers against losses suffered by them due to crop failure on account of any form of natural calamities or man-made disasters, so as to restore their credit worthiness for the ensuing cropping season.

With all these objectives, the scheme at present operates in 25 States and 2 Union Territories. The scheme is voluntary in the sense that States/UTs can choose to implement the scheme. Similar to other Central Sector Schemes, the scheme has a fund sharing arrangement between the Centre and States. Expenses on account of indemnity claims, corpus fund, administrative and operation expenses, publicity, premium subsidy to small and marginal farmers etc. are shared between the Centre and State governments on a 50:50 basis.

However, the scheme's coverage is limited in terms of area and crops. There are a number of reasons for limited coverage of the scheme – a likely factor being that the premium subsidy (50 per cent of the premium) provided to small and marginal farmers is inadequate. A major concern raised during the drafting phase of the Eleventh Five Year Plan was that if NAIS is to be retained, it is important to impart a measure of permanency to the scheme by shifting it to Non-Plan head, with banks as principal beneficiaries contributing to the subsidy. If so, new additional actuarial schemes with subsidy on premium, involving larger number of service providers and a wider menu of insurance products, can be considered for Plan financing.

Apart from NAIS, there is a Weather Based Crop Insurance Scheme (WBCIS) in operation on pilot basis since 2007-08. This is a Central Sector Scheme with the objective to provide insurance protection to farmers irrespective of the size of holding against difficult weather conditions, such as deficit and excess of rainfall, low and high temperature - factors that affect crops adversely during the period of cultivation. The scheme, at present, is being implemented by AIC and other private general insurance companies. The premium subsidy provided to farmers under WBCIS is equally shared by the Centre and State governments.

2. Shortcomings in Crop Insurance Schemes

The main problem is that NAIS is not really an actuarial insurance (i.e. insurance provided is not based on actual risk assessment). Premium for most of the important crops are fixed at all-India level irrespective of degree of risk and the government pays for the claims over premium received. Further, its popularity with farmers is limited since it is based on crop-cutting experiments, which delays claim payments until after harvest and the risk covered is only of yield shortfalls at the block level. There is considerable scope for improving the coverage of NAIS in terms of regions and crops, substitution of long-term yield rate as a benchmark, and ensuring prompt payment of the indemnities.

Another reason for limited coverage of the scheme is because of not considering smaller units as base of crop insurance below the Block level. May be the reasons for not considering smaller units as base of crop insurance could be non-availability of past data on yields, production etc. at the Panchayat level, and costs involved for

such decentralisation compared to the likely benefits. Even, while deciding such micro units as the basis of crop insurance, state governments have to bear the entire burden of insurance premium as per the guidelines of the scheme. Hence, most of the state governments have not considered further micro units as the basis of crop insurance beyond blocks given the problem in recovering the extra burden of insurance premium. For instance, while considering micro units as a unit of crop insurance against any crop damage that would ensure the farm income of a small segment of the farming community irrespective of happenings of crop damage at the entire block level. However, recently government of Orissa decided to consider Gram Panchayat as a unit of crop insurance against any crop damage. Other indicators, such as rainfall, could be used for assessing the damage due to natural factors.

Financial Assessment

Looking at the budgetary classification and objectives of the programmes/schemes in the Union Budget, allocations made towards National Agricultural Insurance Scheme under the Department of Agriculture and Cooperation, Ministry of Agriculture, Government of India, it becomes clear that provision for NAIS and a pilot Weather Based Crop Insurance Scheme could be taken as allocation towards crop insurance as a whole. The allocations made under these heads are payments made to General Insurance Scheme/Agricultural Insurance Corporation for NAIS and few other private insurance companies.

For NAIS, the Eleventh Plan projection was Rs.3500 crore. Table 1 examines the allocations made in the Union Budget during last few financial years towards NAIS.

Table1: Union Budget Outlays for Crop Insurance (2004-05 to 2009-10)

Year	A. NAIS	B. Weather-based Crop Insurance Scheme/ Farm Income Insurance Project	Total (A+B) (in Rs.Crore)
2004-05 RE	540.7	10.6 **	540.7
2005-06 RE	749.0	0.0	749.0
2006-07 RE	634.4	0.0	634.4
2007-08 RE	718.9	69.2 *	788.1
2008-09 RE	694.0	100.0 *	794.0
2009-10 BE	644.0	50.0 *	694.0

* Pilot Weather Based Crop Insurance Scheme ** Farm Income Insurance Project

Source: Compiled from Demand for Grants, Department of Agriculture & Cooperation, Ministry of Finance, GoI, Various Years

If one looks at the trend of budgetary allocations under NAIS during last three financial years, this follows the line of allocation with the Eleventh Five Year Plan projection. However, it is a matter of concern that no attempt has been made to change NAIS into a Non-Plan scheme.

In sum, NAIS is definitely a useful device for farmers cultivating food crops that are dependent on the monsoons to secure farm income. Given the limited coverage of the scheme and lack of states' support for wider coverage, there is need to incentivise the states' by implementing NAIS through additional plan budgetary support to the states' in the Union Budget while transferring the existing NAIS to Non-Plan scheme.

**Suggestions for the Ministry of Finance, Govt. of India
in the context of Union Budget 2010-11**

1. Modifications in Statement 21 (Schemes for the Development of Scheduled Castes and Scheduled Tribes) in Expenditure Budget Vol. I

- This Statement (in the Union Budget documents) reflects all the schemes incorporating budget provisions that are substantially meant for the welfare of Scheduled Castes and Scheduled Tribes. This Statement should be modified so as to present separately – the figures for scheme-wise budget provisions that are meant substantially for the welfare of Scheduled Castes, and those meant substantially for the welfare of Scheduled Tribes.
- This Statement should include a note explaining the information on the proportion of Scheduled Castes or Scheduled Tribes beneficiaries in the schemes (or the assumptions made in this regard) based on which various Ministries/Departments of the Union Government have reported the figures for scheme-wise budget provisions (in Statement 21), especially for Part B of the Statement.
- This Statement in Union Budget 2010-11, apart from presenting figures for 2009-10 (RE) and 2010-11 (BE), should also present the figures for 2008-09 (Actuals).
- Also, Scheduled Caste Sub Plan (with code 789) and Tribal Sub Plan (with code 796) should be opened as Minor Heads below the functional Major Heads/ Sub Major Heads in the 'Detailed Demands for Grants' of each Union Government Ministry/Department. The 'Union Government Finance Accounts', published by the Controller General of Accounts, have incorporated only Tribal Sub Plan (with code 796) as a Minor Head below the functional Major Heads/ Sub Major Heads; Scheduled Caste Sub Plan (with code 789) too should be incorporated as a Minor Head in the 'Union Government Finance Accounts'.

2. Modifications in Statement 20 (Gender Budgeting) in Expenditure Budget Vol. I

- We have noticed some anomalies in this Statement in Union Budget 2009-10, which should be rectified in the Gender Budgeting Statement in Union Budget 2010-11. In this regard, we would urge the Ministry of Finance to pay attention to the figures for scheme-wise budget provisions being reported (in the Gender Budgeting Statement) for the following schemes – *Indira Awas Yojana* (Ministry of Rural Development); *Rashtriya Gram Swaraj Yojana* (Ministry of Panchayati Raj); *Merit-cum-Means Scholarships for Professional Technical Courses, Pre-matric Scholarship for Minorities, and Post-matric Scholarship for Minorities* (Ministry of Minority Affairs); *Central Social Welfare Board* (Ministry of Women and Child Development); and schemes like *Nebru Yuva Kendra Sangathan, National Service Scheme, Scouting and Guiding, and Promotion of Youth Activities and Training* etc. (Ministry of Youth Affairs and Sports).
- Several critical programmes/schemes of the Union Government had remained outside the purview of the Gender Budgeting Statement in Union Budget 2009-10, which included major interventions like, *Accelerated Rural Water Supply Programme, Total Sanitation Campaign, Backward Regions Grant Fund* and *Jawaharlal Nebru National Urban Renewal Mission*. All such critical programmes/schemes of the Union Government should be included in the Gender Budgeting Statement in Union Budget 2010-11.
- The Gender Budgeting Statement should include a note explaining the information on the proportion of women beneficiaries in the schemes (or the assumptions made in this regard) based on which various Ministries/Departments of the Union Government have reported the figures for scheme-wise budget provisions (in this Statement), both for Part A and Part B of the Statement.
- This Statement in Union Budget 2010-11, apart from presenting figures for 2009-10 (RE) and 2010-11 (BE), should also present the figures for 2008-09 (Actuals).

3. Introducing a Statement on Schemes for the Development of Minorities

- Union Budget 2010-11 should include a Statement on all the schemes incorporating budget provisions that are substantially meant for the development of religious minorities in the country. This would not only

enhance transparency of the Union Government's budget from the perspective of minorities, it would also help the Government channelize greater amount of funds for the development of minorities in future.

4. Actual Expenditure on Schemes (Expenditure Budget Vol. II)

- The Expenditure Budget Vol. II (Notes on Demands for Grants) in the Union Budget documents presents only the Budget Estimates (BE) of expenditure on schemes in the forthcoming financial year and Revised Estimates (RE) of expenditure on schemes in the ongoing financial year; it does not present the Actuals for expenditure on schemes in the last financial year. As a result, it becomes very difficult to assess the performance of various Ministries/Departments of the Union Government with regard to their budgets. The figures for actual expenditure on schemes in the previous financial years are hardly there in the public domain. Hence, starting with Union Budget 2010-11, the Expenditure Budget Vol. II (Notes on Demands for Grants) should also present the Actuals for expenditure on schemes in the last financial year (i.e. for 2008-09 in the present case).

5. Information on Funds Transferred to PRIs in Various Schemes of the Union Government

- Statement 18 of Expenditure Budget Vol. I (in the Union Budget documents) compiles the information on "Direct Transfer of Central Plan Assistance to State/District Level Autonomous Bodies/Implementing Agencies", i.e. the Union Government funds which are being routed outside the State Budgets. With regard to all such programmes/schemes in which the Union Government funds are bypassing the State Budgets, it is pertinent to monitor the quantum of funds being transferred to the Panchayati Raj Institutions (PRIs). Hence, starting with Union Budget 2010-11, Statement 18 (of Expenditure Budget Vol. I) should also include information on the quantum of funds being transferred to the Panchayati Raj Institutions (PRIs) under various programmes/schemes in which the Union Government funds are bypassing the State Budgets.

6. Setting up a National Adaptation Fund for Climate Change

- In Union Budget 2010-11, a *National Adaptation Fund* should be set up under the Union Ministry of Finance to provide dedicated financial resources to sectors that are vulnerable to climate change; which should be in addition to the resources for the existing developmental measures in these sectors. This Fund should be under the oversight and guidance of the Prime Minister's Council on Climate Change.
- The *National Adaptation Fund* may initially be used to finance assessment of vulnerability in crucial climate sensitive sectors, and in due course, it could finance additional requirements of the vulnerable sectors based on a concrete framework on adaptation in India.

7. Further Deepening of Outcome Budgeting

- We commend the Union Ministry of Finance for introducing *Outcome Budgeting* and trying persistently for its deepening across the Union Government Ministries. *Outcome Budgeting* certainly has the potential to generate valuable insights about the bottlenecks in planning and budgetary processes which hinder effective implementation of development programmes/schemes in many States. Such insights, if generated in a timely and comprehensive manner, can lead to formulation of appropriate measures by the Union Government and the State Governments for addressing the bottlenecks, which in turn could improve significantly the process of implementation of development programmes / schemes across different sectors.
- However, at present, the *Outcome Budgeting* exercise of the Union Government Ministries lacks depth, particularly due to inadequate efforts on the part of the nodal Ministries/Departments for identifying the bottlenecks in the planning and implementation processes in their development schemes. In this context, we would urge the Union Ministry of Finance to lay strong emphasis on the quality of information being reported by the various Ministries/Departments under two specific heads in their Outcome Budgets for 2010-11, viz. "Processes/Timelines" and "Remarks/Risk Factors". The information being reported by the Ministries/Departments (under these heads) should reflect their efforts to identify – (a) systemic weaknesses in the States which might hinder effective implementation of schemes and (b) possible bottlenecks in planning and budgetary processes in the schemes.

- We would also like to urge the Union Ministry of Finance to ask the various Ministries/Departments for reporting in their Outcome Budgets for 2010-11 – the situation across different States with regard to (a) number of staff required for effective implementation of a scheme, (b) number of staff sanctioned and (c) number of staff currently in place.

About People's Budget Initiative

People's Budget Initiative is a coalition of a number of civil society organisations from across the country, formed in 2006, with the aim of seeking the due space for people's voice in the budget making process in India. People's Budget Initiative has been organising a National Convention on Union Budget every year since 2006 in which many organisations including the state budget groups come together to prepare a People's Charter of Demands for the forthcoming Union Budget. A series of advocacy efforts are initiated to take this Charter to different stakeholders including the relevant ministries/departments, policy makers and the Planning Commission.



Organising Committee of People's Budget Initiative

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CEHAT ♦ Charkha ♦ CLRA ♦ CYSD ♦ GDS ♦ HRLN ♦ ISST ♦ Nirantar
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