People’s Budget Initiative (PBI) is a coalition of a large number of civil society organisations from across the country, which came together in 2006 with the aim of promoting people’s voice in the policy making processes that determine priorities in government budgets in India.

Over the last six years, the reach of PBI has grown and more than 400 organisations from 23 different States have joined its efforts. Centre for Budget and Governance Accountability (CBGA), New Delhi, serves as the secretariat of this coalition.

One of the core mandates of PBI is to organize every year a National Convention on the forthcoming Union Budget – to collectively prepare a set of priority demands from the Union Budget, based on the concerns emerging from grassroots level experiences of CSOs and people’s movements across the country.

Since 2011, PBI is also organising Regional Conventions on the Union Budget in five different regions to capture the needs and expectations of people from the Union Budget. In the context of the Union Budget for 2013-14, the following Conventions were organised in different regions:

- Regional Convention for southern region, Chennai, 9 November 2012
- Regional Convention for eastern region, Ranchi, 17 November 2012
- Regional Convention for north eastern region, Guwahati, 21 November 2012
- Regional Convention for northern and central region, Lucknow, 21 November 2012
- Regional Convention for western region, Pune, 30 November 2012.

Following these Regional Conventions, a National Convention on Union Budget 2013-14 was organised in New Delhi on 5-6 December, 2012. The two-day National Convention consolidated the civil society demands from the forthcoming Union Budget – assimilating the suggestions and demands coming from the Regional Conventions as well as the inputs from experts and other key stakeholders at the national level.

This Charter of Demands for Union Budget 2013-14 presents the important budgetary and policy-related concerns and recommendations that have emerged from the consultative process followed by the PBI over the last few months.

**People’s Budget Initiative**

December 2012
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People's Budget Initiative (PBI) recognizes the fundamental challenges in the sphere of governance in India, which do affect the institutions and processes relating to government finances in the country. In this context, we believe that:

- **Mechanisms of accountability of the government for budgets**, both towards people's representatives in Parliament and State Legislatures and towards people themselves, need to be strengthened;
- **Transparency in government budgets at all levels**, viz. national, state, district, and sub-district levels, needs to be improved significantly; and
- **Participation of people (especially, representatives of disadvantaged sections of population) in the processes of setting up budgetary priorities** at all levels needs to be promoted and institutionalised.

In addition to this, we recognize the fundamental problems in the overall fiscal policy framework in the country, and, believe that:

- The overall scope for government intervention, as compared to the size of the country's economy, is much less in India than that in most developed countries and a host of developing countries primarily because of India's low level of tax-GDP ratio. Hence, the country's tax-GDP ratio needs to be stepped up significantly in the coming years.
- **India's tax system lacks progressivity** as it relies heavily on indirect taxes and much less on direct taxes; hence, the government should focus on improving the country's tax revenue collection from proper implementation of the existing direct taxes and progressive reforms in the direct tax regime instead of increasing its reliance on indirect taxes.
- The government should expand the scope of budgets (i.e. the Union Budget and State Budgets combined) as compared to the size of the country's economy based on an improvement in the country's tax-GDP ratio, and pursue a re-prioritization of budgets in favour of critical sectors and development of disadvantaged sections of population. Such a fundamental change in the fiscal policy framework of the country would be required to address the problems of inadequate coverage and poor quality of public provisioning in most development sectors, which are rooted in the acute shortage of financial resources for these sectors for decades now.
- Government budgets need to be a lot more responsive to the needs and challenges confronting the disadvantaged sections of population; the programmes and schemes need to be designed in such a way that they address the casual factors underlying the disadvantages of children, women, dalits, adivasis, religious minorities, persons with disabilities, and unorganised workers.
- Fiscal policy pursued by the Union Government and the State Governments **should not promote ad hoc, short term policies for development sectors for the sake of cost effectiveness**; the government should make long term commitments for adequate public provisioning in all critical sectors, which should reflect in budgets. Such a correction in the fiscal policy in our country is necessary now to address the acute systemic weaknesses that have come up in many sectors.
- Fiscal policy in the country should **promote substantive decentralization**, from the Union Government to State Governments and from State to Local Governments. In this regard, the institutions and processes of planning and budgeting at the sub-national levels need to be strengthened, and the system of budgeting in the country should provide adequate scope for addressing locally felt needs in different regions.

With this perspective, we have compiled a number of suggestions and demands from the Union Budget for 2013-14 as presented in the following sections of this document.
EDUCATION

- Union Budget 2013-14 must increase spending on education significantly to move towards reaching the long-pending commitment of 6% of GDP (as combined budgetary spending on education by Union and state governments). Measures should be taken to ensure that there is universal quality education for all up to 18 years of age. The financial norms for setting up schools must be based on Kendriya Vidyalaya standards.

- Adequate budgetary resources must be provided for putting in place regular teachers in each school as per the 30:1 Pupil-Teacher norm; and, resources should be provided for quality training of all teachers. Additionally, different categories of teachers in states / regions must be rationalised and measures should be taken towards putting in place a uniform cadre of teachers with uniform benefits. The continuing burden of non-teaching activities on teachers needs to be addressed immediately.

- Infrastructure is a fundamental requirement to ensure provisioning of quality elementary education. While all states have notified RTE rules, the proposal to revise the target for completion of infrastructural requirements to March 31, 2015 is indicative of the lack of progress in meeting the infrastructure gaps. We demand that an Action Plan be presented in Parliament with specific timeframe to complete infrastructural needs (buildings, toilets, amenities such as ramps, boundary walls, etc.) across the country.

- Children in difficult circumstances - conflict zones, disaster-prone areas, HIV/AIDS affected, and children with disabilities -- should be given special attention in the Union Budget 2013-14 and these provisions need to be designed keeping in mind their specific needs and requirements.

- The Union government should take steps towards strengthening decentralised planning in education; a critical aspect is effective functioning of bodies such as School Management Committees which would also ensure quality monitoring of schools.

- It is imperative to put in place a financial memorandum to the RTE Act that has been operational for over two-and-a-half years now. Although the 12th Plan Working Group on Elementary Education and Literacy has estimated the resource requirement for universal elementary education, this needs to be reviewed by the Union government.

- Checking the growing role of private players in provisioning of education is a cross-cutting demand across various sub-sectors within education: elementary, secondary, higher, technical and professional. Increased government spending in higher, vocational/technical and professional education is necessary.

- With regard to improving the implementation of the schemes in education, it is necessary to reduce the total number of schemes by merging smaller interventions with the appropriate larger schemes; effective convergence between schemes run by different Ministries is also needed. In addition to this, the bottlenecks in the processes of fund flow need to be addressed to ensure faster and better implementation.

- A long-pending demand is for setting up an Education Commission that would look into the specific lacunae within the sector and devise strategies to address those.
• Access to healthcare remains a critical public policy challenge for our country; related to this is the urgent need for enacting an effective legislation that ensures right to quality healthcare for all.

• A long-pending recommendation that has remained unaddressed is the need for stepping up total public spending on health (Union and State governments combined) to 3% of GDP; the present level of government spending on health is a mere 1% of GDP. An increase in public spending on health to the tune of 3% of GDP would help address the acute shortage in physical and human resources for healthcare. A related demand is to set up new health centres as well as upgrade all public healthcare institutions in the country following the Indian Public Health Standards (IPHS).

• Special budgetary allocations should be made for improving the availability of skilled human resources for public sector healthcare, especially in those states that face acute shortage of healthcare personnel.

• While there has been some progress in terms of the government acknowledging the role of frontline service providers in delivery of critical services in some sectors (as is evident from the stepping up of honorarium of Anganwadi Workers and Anganwadi Helpers), this needs to be extended to the other contractual, voluntary staff as well. Thus, it is essential to increase allocations to ensure regularisation of frontline healthcare providers, such as, Auxiliary Nurse Midwives (ANMs) and Accredited Social Health Activists (ASHAs) as well as implement the suggestions of the Parliamentary committee pertaining to frontline health workers.

• Separate allocations should be made in the budget for procurement and distribution of essential drugs in public healthcare institutions across the country to ensure that there is universal access to medicines. In addition to this, free referral services for all types of emergencies must also be adequately budgeted for.

• It is recommended that, in addition to the maternal and child healthcare provided at the primary healthcare level, budgetary allocations be made for ensuring basic diagnostic facilities related to other diseases free of cost.

• Maternity entitlements must be made available to all women without any conditionality. The Age Eligibility and Parity Criteria should be done away with. In this regard, the Supreme Court ruling dated November 20, 2007 on National Maternity Benefit Scheme is to be noted, which states that benefits will be given “irrespective of number of children and the age of the women”.

• Significant strengthening of the Public Distribution System (PDS) and the Supplementary Nutrition Programme within Integrated Child Development Services (ICDS) is called for as these interventions provide crucial nutritional support to vulnerable women and their families. The Mid-Day Meal (MDM) scheme is also essential for ensuring that women do not sacrifice their own nutritional needs for that of children in the household.

• In case of any health-system failure that prevents women from accessing public services, there needs to be a grievance redress mechanism which poor women can use easily.

• Sustained involvement of civil society in monitoring and evaluation of government programmes is sought and it is imperative to involve community women in social audit and local monitoring committees.

• The growing dependence on the private sector in healthcare is a matter of grave concern and needs to be reviewed. Specific allocations must be made towards a regulatory body for monitoring and regularisation of the existing private-run healthcare institutions and hospitals. A related demand is to scrutinise the present model of health insurance, which promotes the role of private providers.
**WATER & SANITATION**

- Water and Sanitation services need to be recognised as a right and legislation for the same needs to be carried out in order to make it justiciable. Water and sanitation should be the responsibility of the government and not privatised in any form (full scale or private contracting for operations and maintenance).

- The current practice of earmarking just 15% of the funds in National Rural Drinking Water Programme (NRDWP) for Operation & Maintenance (O&M) needs to be reviewed in the context of increased costs at the habitation level for operating and maintaining Piped Water Supply. The present level of allocation does not take into account the increased energy requirements and high costs involved in capital maintenance of 24x7 drinking water systems. Higher provisioning for O&M costs would ensure that this is not passed on to people.

- Protection of water sources and development of water resources for communities should be given priority through adequate budgetary allocation. Comprehensive rainwater harvesting in both rural and urban areas needs to be promoted.

- Flexibility in choice of designs for toilets needs to be ensured keeping in mind the varied needs of various segments of population such as persons with disability, children and women. More choices should be given to the community in adoption of technology in toilet construction in Nirmal Bharat Abhiyan (NBA).

- The Abolition of Manual Scavenging Act should be implemented in a stringent manner in all the states; Union Budget 2013-14 must provide adequate allocations towards monitoring the enforcement of this critical legislation. Additionally, sub-contracting of sanitary services to private contractors needs to be checked; all menial sanitary services should also be mechanised.

- In acknowledgment of the gender-based disadvantages faced by women in accessing water supply and sanitation facilities, the Union Ministry of Drinking Water and Sanitation must report its gender-responsive budgetary outlays in the Gender Budget Statement in Union Budget 2013-14. Allocations to the tune of 3% of the Ministry's budget must be earmarked for provisioning of drinking water and sanitation facilities for persons with disability in pursuance of the requirements of the Persons with Disability Act 1995.

- Steps need to be taken to strengthen implementation of the provisions of the PM's New 15 Point Programme to ensure drinking water facilities in minority concentrated districts.

- Convergence between MGNREGS and Nirmal Bharat Abhiyan (i.e. the provision that an amount of Rs. 4,400 can be dovetailed from MGNREGS funds for construction of an individual household latrine under Nirmal Bharat Abhiyan) should take place at the state level so that both components of funds are released to the district implementing agencies in a timely manner.

- Monitoring mechanisms for drinking water and sanitation programmes need to be strengthened. In this regard, social audit in all water and sanitation programmes should be institutionalised.

- Benchmarks for adequacy of expenditures on rural and urban drinking water services need to be established.
• Devolution of financial powers to Panchayati Raj Institutions (PRIs) must be made on the basis of the principle of subsidiarity (which suggests that what is best done at the lower levels of government should not be centralised at higher levels). In this regard, financial powers should be devolved to PRIs with requisite activity mapping.

• It is recommended that 10% of the Gross Budgetary Support to Plan in Union Budget 2013-14 be transferred to PRIs as untied funds in the form of Central Assistance for PRIs. A related and much-repeated demand is to strengthen the decentralised planning process in PRIs at all levels.

• With regard to making the implementation of programmes and schemes more effective, it is essential to provide for greater flexibility in the financial norms and guidelines of rural development programmes (on the basis of regions/local specificities). An illustration of unit costs that need to be revised is the remuneration of elected representatives at the Gram Panchayat level; and, there should be scope for infrastructure creation at the Gram Panchayat level.

• Capacity building of elected and non-elected representatives of PRIs is another critical area towards ensuring effective implementation of programmes and schemes. Additionally, greater transparency and accountability mechanisms should be developed at the Panchayat level.

• The number of days of employment, as envisaged in the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), should be increased to 200 and timely payment of wages must be ensured. Also, PRIs should be given some amount of core/untied funds under the scheme. It is necessary to enforce the Minimum Wage Acts (as applicable in various states) in this regard. Additionally, allocations to promote non-farming employment skills like food processing, marketing of non-timber forest products for the rural youth is recommended. All families living in a house should be allowed to get job cards under the scheme.

• The PRIs' role in implementation, monitoring and training of Self-Help Groups (SHGs) needs to be clearly defined in the National Rural Livelihood Mission (NRLM), also known as Aajeevika. In this programme, adequate budgetary provision should be made to meet the collateral needs of farmers’/primary producers’ cooperatives and companies for leveraging funds from mainstream financial institutions, including NABARD. The scope for Public Private Partnership (PPP) in this context needs to be reviewed.

• In Indira Awas Yojana (IAY), the unit cost of dwellings should be increased by at least 100% in keeping with the rise in the cost of material; payments under this scheme should be made in one instalment. The support provided under this scheme may be variable based on regional variations in construction costs and housing design and the cost of toilets should also be added to the same.

• Additional resources are sought for Rural Infrastructure Development Fund (RIDF) and Backward Regions Grant Fund (BRGF) to create rural infrastructure for agriculture, produce storage and cold chains.

• Increased subsidy should be provided for rural electrification with a focus on non-conventional energy sources.
Agriculture

- Adequate budgetary allocations should be made towards improvement of dryland/rainfed agriculture; Union Budget 2013-14 should initiate a comprehensive programme for revitalizing rainfed agriculture.

- Higher magnitudes of funds should be provided for watershed development projects and for promoting micro, small and medium irrigation. The government should take concrete steps to bridge the gap between irrigation potential created and utilized in such irrigation projects. This could be done with intensive command area treatment and canal management as well as attempts to raise water use efficiency.

- Risk management in agriculture should be supported through crop insurance systems such as weather-based crop insurance. Existing schemes should be expanded to include more crops and risky environments like drought-affected areas. All crops should be given full insurance cover and 100% premium should be paid by the government. In this regard, Gram Panchayats should be made the unit for insurance coverage.

- Minimum support price for agricultural commodities should be based on the formula suggested by the National Commission on Farmers (NCF), which mandates the minimum support price for rice, wheat, millets and other commodities. The minimum support price should be one and a half times the total cost of production.

- The National Mission for Sustainable Agriculture (NMSA), which is one of the eight Missions under the National Action Plan for Climate Change (NAPCC), should be linked with adaptation of traditional agricultural practices, and budget for same should be increased substantially.

- The budgetary allocation for promotion of indigenous seeds production must be devolved to Panchayats and a clearly-defined agricultural produce sustenance plan must be chalked out. In this regard, it is essential to put an end to corporatisation of seed production. Additionally, new varieties of paddy and other crops that are drought-resistant should be promoted with special fund allocation, with a view to increasing climate change preparedness of agriculture. Seeds of contingency and alternative crops should be made available to farmers at Panchayat levels.

- Every district/block or taluk should have an agricultural Mandi with free-of-cost residential facilities for farmers coming from remote areas. Resources must be allocated towards construction of storage facilities.

- Public systems of Agricultural Extension are in complete disarray. This budget should make a strong effort at reforming the extension system, especially by a reform of Agricultural Technology Management Agency (ATMA). The ATMA experience should be reviewed and it must be given the lead responsibility for the agricultural development plan of the district.

- The government needs to step up the budgetary provisions for Agricultural Research and Education in the country. More funds should be allocated for research on standardisation of organic and non-pesticide management (NPM) technologies of agricultural production within the National Agricultural Research System. State Agricultural Universities (SAUs) and Krishi Vigyan Kendras (KVKs) should be encouraged to conduct more field trials on such practices and technologies.
• Union Budget 2013-14 should provide adequate resources for the implementation of the proposed National Food Security legislation.

• There is a clear need to universalise the Public Distribution System (PDS) and do away with the Above Poverty Line – Below Poverty Line or other such categorisations.

• PDS should be expanded to cover food grains such as millets, pulses, and edible oils etc. There is a need to include special provisions in the PDS for disaster and drought-prone areas.

• In this context, it is also relevant to adequately budget for transparent and accountable procedures in the PDS. More specifically, ‘social audit’ could be incorporated in the PDS guidelines as a means to ensure accountability.

• The transportation costs in the PDS guidelines need to be revised as per the Justice D.P. Wadhwa Committee (2007) recommendations.

• Procurement and storage of food grains must be decentralised, preferably done at the block/taluk levels. Storage facilities should be available at Gram Panchayat level in order to meet emergencies. There is a need to increase the budgetary allocation for Village Grain Banks (VGBs) scheme.

• Decentralised procurement of crops like millets and pulses would ensure price support for these crops. The Union government, therefore, should encourage some of the states (with a greater reliance on rainfed agriculture) to consider devoting at least two days in a week for providing millet-based noon meals in the Mid Day Meal (MDM) scheme—this could be taken up on a pilot basis in a few blocks where millets are still part of household food consumption.

• The prescribed food grain limit for malnourished children needs to be revised and included in the food security net. In this regard, specific linkages with Mid Day Meal (MDM) scheme could be considered. Special provisions must be made for senior citizens, persons with disability, widows, and pregnant and lactating mothers.
RESPONSIVENESS TO CLIMATE CHANGE

- Climate change poses a challenge in many sectors and, hence, climate change cells should be set up in all relevant government ministries/ departments to implement the National Action Plan on Climate Change (NAPCC).
- In the implementation of the NAPCC, gender-based vulnerabilities should also be addressed by the actions plans at the policy and programme levels.
- Within the financial guidelines of Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), a sizeable amount should be allocated for ensuring quality control in the assets created for coping with natural disasters.
- Adequate information must be made public on the mechanism put in place for operationalising the National Clean Energy Fund (NCEF); the Union Ministry of Finance must also provide details on how the Fund is being utilized.
- Higher allocation should be made for off-grid solar energy and renewable energy for rural application in National Solar Mission to promote solar energy in rural areas with better technological innovation and efficiency.
- Allocations should be made in the Union Budget 2013-14 towards managing waste-dump of road construction in special dumping zones, which would go a long way in preventing landslides in hilly regions.
- With regard to taxation measures for dealing with climate change, a green tax could be implemented for large hydro-power projects in hilly regions and the revenue generated from the same could be utilised for environmental conservation. Also, in urban areas, a congestion tax could be considered to promote the use of public transport by a larger section of the urban population.
- For climate change vulnerable states, particularly the North-Eastern states, there should be a special plan for disaster management through establishment of a North Eastern Disaster Relief Fund to infuse additional resources in creating critical disaster-proof infrastructure in the region.
The Union government should provide resources for a comprehensive mapping of services or interventions needed for children in different sectors. Participation of children in the processes of setting up priorities should be initiated and strengthened (like Bal Panchayats and representation in SMCs). Child impact indicators should be developed for ministries and departments dealing with schemes or services, directly and indirectly related to children. Child impact indicators should cover the policy appropriateness, budget adequacy, implementation steps and outcomes.

There is a need to pay attention to improving the quality of all child-specific programmes and schemes, for which the unit costs of various components or interventions in all child-specific schemes need to be increased; this should be based on region-specific needs. Additionally, all child-specific programmes and schemes should incorporate robust monitoring mechanisms.

In order to improve the extent and quality of fund utilization in the programmes and schemes meant for children, the government needs to address major gaps in three areas, viz. systemic weaknesses in the government apparatus in the social sectors in many states (in particular, shortage of regular cadre staff), bottlenecks in fund flow process, and deficiencies in decentralised planning.

The government should consider reviewing the existing scant interventions for child health and merging them into an umbrella programme with adequate budget outlays. There is a need to focus on child-sensitive health facilities especially in remote, tribal and dalit-inhabited areas.

As regards child education, measures should be taken to ensure that there is universal quality education for all up to 18 years of age; the financial norms for all government schools must be based on Kendriya Vidyalaya standards. To ensure greater convergence and more effective implementation, education of children with special needs must be covered under the Ministry of Human Resource Development.

Specific to child development, a long-pending demand is to universalise Integrated Child Development Services (ICDS) with quality. Significant amount of additional funds should be provided for pucca buildings for Anganwadi Centres, Increasing the unit costs in Supplementary Nutrition Programme, and ensuring that Anganwadi Workers and Anganwadi Helpers are developed into a professional cadre.

Allocations for Rajiv Gandhi National Crèche Scheme for the Children of Working Mothers and Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABLA) remain inadequate even compared to the estimations by groups set up by the government (i.e. the 12th Plan Working Group on Child Rights). Significant stepping up of budget outlays for these schemes is demanded for.

With regard to child protection, child labour must be abolished completely and the distinction between hazardous and non-hazardous occupations removed. The current policy measures are inadequate for rehabilitation of such children and enabling their access to education. In this regard, there is a need to redesign the National Child Labour Project (NCLP) to synergise the scheme with fulfilment of universal education for all under Right to Education Act.

As regards the Integrated Child Protection Services (ICPS) and the implementation of Juvenile Justice (JJ) Act, 2000; budget allocations are inadequate, with which these government interventions can hardly address the critical challenges faced by children. Apart from increasing outlays for both these interventions, policy measures should be taken to ensure that each school has a child protection cell and each Panchayat has a Child Protection Committee.

There needs to be more focus on children in the rehabilitation policies in regions affected by displacement. Further, the needs of children of war heroes and victims of internal conflict need to be addressed adequately.

In some of the government schemes (such as those relating to scholarships), cash is already being transferred; however, the schemes where material services are being provided (such as mid-day meal scheme, nutrition schemes, PDS, health services etc.) should not be brought under the cash transfer mechanism.
• The Union government should provide resources for a comprehensive mapping of gender-based disadvantages confronting women and girl children and collection of sex-disaggregated data in all sectors dealt with by its ministries.

• The methodology adopted by the Union ministries for reporting in the Gender Budgeting Statement needs to be reviewed thoroughly. The assumptions underlying the different proportions of budget allocations for schemes being reported in the GB Statement (i.e. the Part B of the Statement) need to be explained through a narrative statement, which should also document the policy measures adopted by each and every Union ministry towards addressing the gender-based disadvantages of women and girl children in their sector(s) of concern.

• While the increase in the monthly remuneration of Anganwadi Workers and Anganwadi Helpers since 2011-12 is most welcome, it is necessary to regularise women workers across various Central Schemes. Until they are regularised, minimum wages must be ensured for them.

• With regard to economic empowerment and security of women, the Union government should promote appropriate credit facilities for women so as to enable them to purchase land, livestock, houses and other assets in their names. There is also a need for concessional credit facilities for women in agriculture that would improve livelihood opportunities for women in the sector as well as provide women agricultural workers the much needed recognition as ‘farmers’. Interest-free loans for higher education and for livelihood-related programmes for women should also be prioritised.

• Adequate funds should be provided for ICDS and improving crèche facilities for children so as to enhance participation of women in workforce.

• In terms of social security provisioning for women, pension for widows should be increased and linked to inflation; also, there is an urgent need for pensions for all single women and women above the age of 55 years from economically weaker sections of the population.

• There is a need to provide adequate outlays for effective implementation and monitoring of the legislations pertaining to protection of women in all spheres of life, be it at home, at work place or in society (i.e. the Protection of Women from Domestic Violence Act, PCDPD Act, and Prohibition of Child Marriage Act etc.).

• Special measures should be taken for gender sensitization of government staff in all sectors in accordance to the Supreme Court guidelines on prevention of Sexual Harassment at the workplace.

• Important institutions such as the National Commission for Women and State Commissions for Women must be strengthened through adequate budgetary allocations.

• A number of schemes, such as, SABL, IGMSY, Leadership Development of Minority Women etc. have been in a pilot phase for a number of years; the same need to be reviewed and necessary policy measures need to be taken for their proper implementation.

• Exemption limit of personal income tax for women should be raised to at least Rs. 2.5 lakh per annum.
To ensure that the Scheduled Caste Sub Plan (SCSP) is effectively implemented, it is necessary to change the mechanism from being merely a recommendatory provision to an entitlement. In this regard, it is critical to enact a legislation that provides for earmarking of Plan allocations for the Dalits in proportion to their share in the total population. The necessary redress mechanisms must also be designed in a manner to ensure that all duty bearers implement SCSP effectively. All notional allocations under SCSP should be replaced by direct beneficiary-oriented provisions.

As recommended by the Narendra Jadhav Committee, the funds allocated under SCSP should be progressively utilized through schemes that empower SCs with the provision to use any lapsed funds as a separate pool of funds whose interests could accrue to National Scheduled Castes Finance and Development Corporation (NSCFDC).

There should be clear guidelines to all Union ministries and state government departments for not reporting any Non-plan expenditure under SCSP and for reporting all SCSP funds under Minor Head 789 under the relevant Major Heads and Sub-Major Heads in the budget documents.

Audit of SCSP funds should be made mandatory; a three-pronged audit mechanism should include internal (departmental) audit, audit by the office of the C&AG of India, and social audit, the findings and suggestions of which could be published as a report annually.

A comprehensive development framework should be evolved for Dalits and there should be convergence among different sectoral schemes. Priority must be given in SCSP to employment, skill development, entrepreneurship development and higher education for Dalits. Also, basic amenities to all Dalit bastis or settlements, education allowances for higher education and adequate fund provision for addressing health needs of Dalits should be made available.

Disaggregated data on Dalits should be used as a basis for designing and implementing the interventions under SCSP. These interventions should be designed to progressively empower Dalits, and help promote their traditional skills, arts, language and culture. There should also be active participation of the community at all levels, i.e. in planning, implementation, monitoring and evaluation of SCSP.

To ensure that beneficiaries’ identification is streamlined, a list of Dalit beneficiaries in all government schemes and programmes (e.g. JNNURM, NRHM) should be maintained separately.

At least 1% of SCSP funds should be utilized for building awareness in the community for better implementation of SCSP.
In order to ensure that the Tribal Sub Plan (TSP) is effectively implemented, it is necessary to change the mechanism from being merely a recommendatory provision to an entitlement. In this regard, it is critical to enact a legislation that provides for earmarking of Plan allocations for the Adivasis in proportion to their share in the total population. The necessary redress mechanisms must also be designed in a manner to ensure that all duty bearers implement TSP effectively. All notional allocations under TSP should be replaced by direct beneficiary-oriented provisions.

There should be clear guidelines to all Union ministries and state government departments for not reporting any Non-plan expenditure under TSP and for reporting all TSP funds under Minor Head 796 under the relevant Major Heads and Sub-Major Heads in the budget documents.

Audit of TSP funds should be made mandatory; a three-pronged audit mechanism should include internal (departmental) audit, audit by the office of the C&AG of India, and social audit, the findings and suggestions of which could be published as a report annually.

Special allocations should be made for fast implementation of Forest Rights Act (FRA), National Biodiversity Act, and Panchayat (Extension to Scheduled Areas) Act or PESA.

Focusing on employment generation, adequate funds must be provided under TSP for activities generating gainful employment based on resources available in tribal areas, particularly pertaining to agriculture and forest resources.

There should be a 100% increase in expenditure on health and education earmarked for Adivasis. More funds should be given for school and health infrastructure development in tribal areas. The prevalent unit costs of scholarships and assistance for Adivasi students should be increased. In this context, special attention needs to be given to Primitive Tribal Groups (PTGs).

Profits of all natural resource-based commercial activities in tribal areas, including mining and power generation, should be taxed at higher rates and revenue thus collected should be shared between the Union, state and local government bodies so as to ensure its utilization for the benefit of the Adivasis.

The Nomadic Tribes and Denotified Tribes (NT/DNT) communities should be included in a special schedule to ensure uniformity at the Union and state government levels. Special fund should be allocated for conducting a Census in this regard. Also, a special component plan, outside TSP or SCSP, should be initiated for development of these communities.

Ministry of Tribal Affairs should be made the nodal ministry for implementation, monitoring and regular evaluation of TSP and adivasi related legislations.

In order to ensure effective implementation of the funds earmarked for Adivasis, there is a need for conducting tribe-wise population survey. The interventions funded by TSP should be designed to progressively empower Adivasis, and help promote their traditional skills, arts, language and culture.
Two critical programmes – the Multi Sectoral Development Programme (MSDP) and the PM's New 15-Point Programme – continue to be the most important Union government interventions with regard to the overall development of Muslims. Greater attention needs to be paid to the prioritisation of these two interventions in the coming Union Budget. While stepping up outlays is one of the important ways of addressing the problem, it is also critical to ensure that the programmes are implemented more effectively and the services are delivered to the intended beneficiaries.

The MSDP and the PM's New 15-Point Programme should adopt a village / hamlet level approach, instead of the prevailing district level approach, in identification of potential beneficiaries.

Also, the PM's New 15-Point Programme should not be limited only to the ministries dealing with basic / essential services, rather it should be extended to all those sectors that are critical for long term development of Muslims.

Budgetary outlays for Minority Concentration Districts (MCDs) under PM's New 15-Point Programme should not be used for general purposes and mechanisms must be devised to ensure that this is spent only on minorities. Also, the Union Budget 2013-14 should introduce a separate statement (in Expenditure Budget Vol. I) on financial allocations being made by all relevant Union ministries under the PM's New 15-Point Programme.

Allocation for establishment of a National Data Bank on Minorities should be done with effect from Union Budget 2013-14. Budgetary outlays in schemes for minorities must be made non-lapsable; additionally, there is a need to develop and strengthen mechanisms to check diversion of funds from these schemes for general purpose expenditures.

Khadi and carpet weavers are not included in debt relief measures like those available for the handloom sector; this gap needs to be addressed in Union Budget 2013-14. Ministry of Micro, Small and Medium Enterprises should adopt guidelines to promote economic opportunities for Muslims.

Focusing on access to credit, the RBI guidelines to all banks to apportion 15 % of credit to Muslims is not being adhered to; the Union government must make specific recommendations in this regard.

Specific to education, the process of applying for scholarships by Muslim students is too cumbersome; this needs to be made easier. A related demand is to increase the unit costs of scholarship and other entitlements and aligning these with the norms in KendriyaVidyalayas or NavodayaVidyalayas. Suitable incentive mechanisms must also be devised in Union Budget 2013-14 to address the problem of high dropout ratio among Muslim students.

Specific to health, there is a need to prioritise setting up hospitals in minority concentrated districts; the outlays towards Multi Sectoral Development Programme (MSDP) must be increased in this regard. Within health, greater attention needs to be paid to child health.

Muslim women remain doubly disadvantaged and their development needs to be prioritised in the budget outlays. Stepping up of the budget for short stay homes would address the problem of destitute Muslim women. Specific attention also needs to be paid to Muslim women accessing education and health services.

There is a need to devolve greater financial powers to the National Minorities Development and Finance Corporation (NMDFC) in order to ensure that the policy interventions being planned for the minorities, and more specifically the Muslims, are relevant and in keeping with the concerns of the intended beneficiaries.
A separate Budget Statement on allocations for protecting and promoting the rights of persons with disabilities should be introduced at the Union and the state government levels starting with their budgets for 2013-14.

Adequate funds should be provided in Union Budget 2013-14 for setting up of disability units in all ministries and departments.

With regard to implementation of schemes specific to persons with disabilities, adequate budgets are necessary to create mechanisms at the village and panchayat levels for effective implementation, building capacity of the implementing officials, and most significantly, reporting of physical and financial data specific to persons with disabilities.

Specific to accessibility, public procurement related to products, works and services for persons with disabilities must adhere to the universal design standards. Additionally, budgetary provision for sign language interpreters in all key public services (police, courts, hospitals) must be earmarked. In this regard, resources must be set apart for training and development of these interpreters.

Budgetary allocations must be made towards raising awareness on the rights of persons with disabilities through mass media and communication. These awareness programmes must be in accessible formats.

Specific to elementary education, allocations should be earmarked for training of School Management Committee members on disability rights to ensure that the school development plans include facilities that create inclusive learning environment for children with disabilities.

Additionally, adequate resources must be allocated for ensuring transition of children with disabilities currently in home based educational set up to mainstream schools within the year 2013-14. Further, the inclusive education component under SSA must do away with home based education.

In higher education, the two existing UGC schemes for persons with disabilities must be evaluated, redesigned in lines with UNCRPD (in consultation with persons with disability) and extended to the 12th plan period with enhanced allocations.

Specific to health, increased outlays are required for pilot projects on community mental health and evaluation of the existing District Mental Health Programme (DMHP). We also seek provisioning for necessary community services for all persons with disabilities, including persons with psychosocial/mental disabilities. Special provisions must be made to support the medical needs of persons with disabling medical conditions such as multiple sclerosis, Hunter Syndrome (also known as MPS II).

Related to employment, budget outlays should be earmarked for establishing a National Employment Portal for persons with disabilities, a National Labour Institute for Persons with Disabilities, and new Model Vocational Rehabilitation Centres.
• The definition and categorisation of unorganised workers needs to be broadened to include domestic and unpaid women workers, rickshaw pullers, agricultural labourers, migrant workers, ASHAs, Anganwadi Workers and workers in the ambit of MGNREGS.

• The minimum wage for any type of worker should be fair and fixed at a monthly basis; this minimum wage should be linked to inflation.

• Anganwadi workers, ASHA workers, Mid-Day Meal workers and all such frontline workers in government schemes across different sectors need to be regularized and they should be given decent wages and other emoluments.

• There is a need to provide adequate funds for permanent shelter for unorganised workers. In addition, there should be funds to improve the living conditions of these workers at their worksite through better infrastructure (access to toilets, drinking water, crèches, and education centres). Inter-state migrant workers need to be provided with identity proof in order to help them avail of the basic services which are crucial to them.

• The Union Ministry of Labour and Employment needs to ensure that a robust monitoring mechanism is in place to monitor the payment of wages and living conditions of these workers at their worksite.

• Increased budget support should be provided by the Union government for social security measures for unorganised workers. In this regard, the Union government should take concrete steps in 2013-14 towards universalising old age pension entitlements (with a rational exclusion criterion for those who have adequate income) with a significant increase in the amount of pensions.

• There is also a need to fund a mechanism of proper health insurance for unorganised workers. Despite an alarmingly high prevalence of occupational diseases like Silicosis in the country, there has been scant attention by the government for provisioning of resources towards improving the occupational health of workers. The Union Budget 2013-14 should allocate resources for strengthening of the National Institutes of Occupational Health, training of doctors and awareness generation on occupational health issues.
The overall scope for government intervention, as compared to the size of the country’s economy, is much less in India than that in most developed countries and a host of developing countries primarily because of India’s low level of tax-GDP ratio. The total tax revenue collected by the Union and state governments (combined) at 16.6% of GDP (for 2011-12 BE) remains significantly lower than not just the developed countries but also some of the developing countries. Hence, it is critical that the Union Budget 2013-14 takes strong measures for increasing the country’s tax-GDP ratio, which would enable our government to provide more resources for development spending in crucial sectors.

India’s tax system lacks progressivity as it relies heavily on indirect taxes as compared to direct taxes; hence, the Union government should focus on progressive reforms in the direct tax regime instead of increasing its reliance on indirect taxes. The highest marginal rate of income tax should be increased from the current 30% to tax the rich and affluent sections to a higher extent.

The Union government needs to make Wealth Tax more broad based and progressive in order to pursue the objectives of reducing inequality and increasing revenue mobilization; in this regard, there is also a need to address administrative bottlenecks in wealth tax collection. Re-introducing the Inheritance Tax is also recommended.

None of the Union Budget documents presents information on how much tax revenue is being collected through indirect taxes (like, Customs Duties, Excise Duties, Central Value Added Tax, and Service Tax) from various items or commodities. Such information would facilitate an assessment of the implications of India’s indirect taxes on different sections of population (for instance, taxes collected on items of mass consumption vs. taxes collected on luxurious goods). Hence, the government should start providing such information from Union Budget 2013-14.

Instead of raising the excise rates in general that would impact the poor adversely, the excise tax on diesel cars must be stepped up significantly. Also, an increase in taxation of luxury consumption items is strongly recommended.

An increase in the rate of Securities Transaction Tax (STT) is demanded as this will help raise revenue and also stabilize financial markets. It is essential to reintroduce Long Term Capital Gains Tax on securities and tax Short Term Capital Gains progressively like normal income.

There is a need to reduce and rationalize the existing gamut of tax exemptions, particularly those meant for the corporate sector, and review the rationale for most of the exemptions. Tax breaks should be project-specific, and should not be treated as a ‘cost-saving’ source for corporations seeking sustained tax holidays. There is a need for a White Paper on tax exemptions providing detailed sectoral break-up of revenue forgone for different industries with a comparative assessment regarding objectives of exemptions fulfilled vis-à-vis magnitude of exemptions.

There is an urgent need to plug loopholes in the India-Mauritius Double Taxation Avoidance Agreement (DTAA) and other similar DTAA’s, which have been used by MNCs for ‘treaty shopping’ and evading taxes. The Union government must also review the existing Bilateral Investment Treaties in order to ensure that no undue gains are appropriated by corporates through treaty provisions.

We recommend introduction of strong General Anti Avoidance Rules (GAAR), which will deter aggressive tax planning and tax avoidance practices by corporates. GAAR should be implemented from 2013, as passed in the Finance Act 2012-13, and should not be delayed further.

Taxation should also be used as a tool to protect the environment and promote alternate non-polluting sources of energy. A green tax could be implemented for large hydro-power projects in hilly regions and the revenue generated from the same could be utilised for environmental conservation. Also, in urban areas, a congestion tax could be considered to promote the use of public transport by a larger section of the urban population.

In mineral-rich states like Jharkhand and Odisha, payment of royalty for extraction of natural resources need to be reviewed to ensure that such states get greater share of revenue raised from the extractive sector.
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(New Delhi - December 5 and 6, 2012)

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### Participants of the Regional Conventions on Union Budget 2013-14

#### Eastern Region Convention on Union Budget 2013-14 (Ranchi – November 17, 2012)

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<td>A. H. Ansari, SMVM, Jharkhand</td>
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<td>Ahmad Hussain, Global Vision, Jharkhand</td>
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<td>Aikant Singh, Pathpur, Jharkhand</td>
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<td>Ashok Kumar, Naxtra News, Jharkhand</td>
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<td>B. B. Pandey, JRESP, Jharkhand</td>
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<td>B. N. Das, Old Rourkela Education Society, Odissa</td>
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<td>Binay Pattnayak, UNICEF, Jharkhand</td>
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<td>Bipin K. Roy, Gramin Bharat, Jharkhand</td>
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<td>C. P. Singh, Speaker Jharkhand Legislative Assembly, Jharkhand</td>
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<td>Girish Chandra, Open Learning Systems, Odissa</td>
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<td>Jyotsna Soy, Panchayat Samiti Member, Jharkhand</td>
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<td>Laxman Lohra, Sanpana Gramodaya Kendra, Jharkhand</td>
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<td>Mahendra Kumar, LEADS, Jharkhand</td>
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97 S. N. Singh, CED, Jharkhand
98 S. Shrivasan, LEADS, Jharkhand
99 Sachchidanand, MMK, Jharkhand
100 Sailendra, News 11, Jharkhand
101 Sanjay Bet, Jharkhand
102 Sanjoy Dey, Hindustan Times, Jharkhand
103 Santa Kumari, Sundar, Jharkhand
104 Santosh Kumar, Jan Adhikar Kendra, Chhattisgarh
105 Santosh Tiga, Jharkhand
106 Sarita Devi, Jharkhand
107 Sarojini Horo, Bishnupur, Jharkhand
108 Saryo Ray, Ex. MLA, Jharkhand
109 Seema Maito, JVM Sarlakela, Jharkhand
110 Shibana Kauser, KMS, Chalbasa, Jharkhand
111 Shankar Das, Dalit Mukt Mission, Bihar
112 Shanwar Kumar, LEADS, Jharkhand
113 Shyam Kishora, Dalit Jagaran, Jharkhand
114 Sirkiri Tiri, Bishnupur, Jharkhand
115 Sibiya Soy, Pathpur, Jharkhand
116 Smita Gupta, LEADS, Jharkhand
117 Soumitra Chakraborty, OBAC-CYSD, Odissa
118 Subhajit Dutta Gupta, HFWB Campaign, West Bengal
119 Sunil Singh, Samrarg, Jharkhand
120 Sushant Kumar, LEADS, Jharkhand
121 Sushil Singh, Path Pradashak, Chhattisgarh
122 Tara Devi, Dhar, Jharkhand
123 Tur Mohammad Ansari, LGSSS, Jharkhand
124 Uma Kant Mahto, LEADS, Jharkhand
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126 Upendra Kumar, News 11, Jharkhand
127 Vijay Ravi Das, Dalit Mukt Samiti, Bihar
128 Vikas Kumar, Jharkhand
129 Vinod Kr. Singh, MLA, JVS, Jharkhand
130 Vinod Kumar, Jharkhand
131 Vinod Pathak, Hindustan, Jharkhand
132 Vivek Kumar Singh, JVM Jamsheudpur, Jharkhand
133 Vivek Kumar, Samriddhi Foundation, Jharkhand
134 Wasim Khan, JGSS, Jharkhand
135 Y. B. Prasad, IAS Retd., Jharkhand

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(Guwahati– November 21, 2012)

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3 Balarisha Lyngdoh, North East Network, Meghalaya
4 Bipul Telenga, North East Network, Assam
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6 Debjit Goswami, SCORPIAN, Assam
7 Father Solomon, B.R.O., Assam
8 G. Lalthangzami, Grassroots Development Network, Mizoram
9 Grace T. Shatsang, NWU/ TSLI, Manipur
10 Gyana Ranjan Panda, CBGA, New Delhi
11 Helam Haokip, RIMMA, Manipur
12 Himlina Das, North East Network, Assam
13 Indranee Dutta, OKIDCO, Assam
14 Janaki Pegu, People’s Rights Forum, Assam
15 Kanika Kaul, CBGA, New Delhi
16 Manzoor Ali, CBGA, New Delhi
17 Palonsong Lekthe, Karbi Human rights Watch, Diphu
18 Partha Ganguli, DHSK Commerce College, Assam
19 Pooja Kakoty, Foundation for Social Transformation, Assam
20 Pooja Parvati, CBGA, New Delhi
21 Prabal Piyush, NESRC, Assam
22 Pranab Jyoti Neog, Xavle’s Foundation, Assam
23 Ram Wanglekhirakpam, RPA, Manipur
24 Sadique Mohammed Laskar, Barak Human Rights Protection Committee, Assam
25 Salto Basumatary, People’s Rights Forum, Assam
26 Saswati Choudhury, OKIDCO, Assam
27 Sister Rose Palte, Centre for Development Initiative
28 Supriya Khound, North East Network, Assam
29 Vimal Khawas, Siddim University, Siddim
30 Wekowwe Tushah, North East Network, Nagaland
31 Wilson Hansda, Peoples Action for Development, Assam
32 Yesmin Laskar, Rashtriya Gramin Vikas Nidi, Assam

Northern and Central Region Convention on Union Budget 2013-14
(Lucknow– November 21, 2012)

1 Ajay Srivastava, Sai Jyoti Sansthan, Uttar Pradesh
2 Anis Bha, Gramin Yuwa Evam Bal Viskas Parishad, Uttar Pradesh
3 Anjali Tripathy, Water Aid, Uttar Pradesh
4 Arun Kumar Pal, Karmavati Pal Memorial Society, Uttar Pradesh
5 Asha Rani, Plan India
6 Ashima Chetan, Water Aid, Uttar Pradesh
7 Ashish Kumar Pandey, People for Peace Foundation, Uttar Pradesh
8 Atul Pandey, Family Planning Association of India, Uttar Pradesh
9 Dev Nath Srivastava, Karmavati Pal Memorial Society, Uttar Pradesh
10 Dhruva Kumar, Panchsheel Development Trust, Uttar Pradesh
11 Ghausasuddin, Pratidin, Uttar Pradesh
12 H. Dhar, Girl Institute of Development Studies, Uttar Pradesh
13 Hari Govind Singh, Artish Anusandhan Kendra, Uttar Pradesh
14 Lovkush Vishvakarma, Aamar Shaheed Chetna Sansthan, Uttar Pradesh
15 M. Khalid, ISHU
16 Manish Kumar Singh, PANI, Uttar Pradesh
17 Manoj Kumar, Krishi Shodh Sansthan, Uttar Pradesh
18 Md. Tahir Adeel, ONCAG, Uttar Pradesh
19 Meenakshi Dikshit, Uttar Pradesh
20 Mittasshree Ghosh, Family Planning Association of India, Uttar Pradesh
21 Mohd Arif, Centre for Harmony & Peace, Uttar Pradesh
22 Mohd Aslam Khan, Taha Welfare & Education Society, Uttar Pradesh
23 Mohd Meraj Khan, People For Peace Foundation, Uttar Pradesh
24 Mumtaz Ahmad, DMO, Uttar Pradesh
Southern Region Convention on Union Budget 2013-14
(Chennai—November 9, 2012)

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2. A.S. Swaroop Babu, AP Budget Centre, Andhra Pradesh
3. B. Hanumathappa, SLEIGHTS, Karnataka
4. B. Meenakshi, Vidyag Sangrahalaya, Tamil Nadu
5. B. Uma Maheshwari, SSCSS, Andhra Pradesh
6. B.D.A Satya Babu Bose, AP Budget Centre, Andhra Pradesh
7. Babitha, Stella Maris College, Tamil Nadu
8. D. Samuel, Safai Karmachari Andolan, Tamil Nadu
9. Deepthi Sukumar, Safai Karmachari Andolan
10. Dhanasekaran, EKTA, Tamil Nadu
11. E. Nagabushanam, Tamil Nadu
12. Fr. Kumar, Social Watch, Tamil Nadu
13. Fr. Manu, Social Watch, Tamil Nadu
14. G. Maria David, Dalit Bahujan Movement, Tamil Nadu
15. K. Priya, Arunodaya, Tamil Nadu
16. K.R. Nagarajan, TAAMS, Tamil Nadu
17. K. Solomon Paul, LAMP, Andhra Pradesh

Western Region Convention on Union Budget 2013-14
(Pune—November 30, 2012)

1. Armit Narkar, NCAS, Maharashtra
2. Anuja Bagalkar, NCAS, Maharasthra
3. Bharati Takle, NCAS, Maharashtra
4. Bhim Raskar, RSCD, Maharashtra
5. Bhupendra Kaushik, BABC, Rajasthan
6. Chintaman Utale, Gaib Dongri Sanghatana, Maharashtra
7. Dhanraj Khupkar, NCAS, Maharashtra
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Grameen Development Services (GDS), Lucknow
Human Rights Law Network (HRLN)
Institute of Social Studies Trust (ISST), New Delhi
Life Education and Development Support (LEADS) Trust, Ranchi
National Campaign on Dalit Human Rights (NCDHR)
National Confederation of Dalit Organisations (NACDOR)
National Centre for Advocacy Studies (NCAS), Pune
National Foundation for India (NFI), New Delhi
National Social Watch Coalition (NSWC), New Delhi
North East Network (NEN), Guwahati
Nirantar, New Delhi
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Programme on Women’s Economic Social and Cultural Rights (PWESCR), New Delhi
Social Watch - Tamil Nadu (SW-TN), Chennai
Samarthan- Centre for Development Support, Bhopal
Sanket, Bhopal
UN Women
Water Aid India
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World Vision India