

## Know your Budget Series

# Planning and Budgetary Strategies for Disadvantaged Sections

– Jawed Alam Khan

The need for focusing on the concerns of the most disadvantaged sections of population has remained at the core of development planning in India since early 1950s. Planning and budgetary strategies for disadvantaged and excluded groups such as the Scheduled Castes (SCs), Scheduled Tribes (STs), religious minorities and women are discussed in this piece. Since 1970s, the Planning Commission has initiated several measures to provide policy-driven benefits to SCs, STs, religious minorities and women. The provision of policy-driven benefits includes earmarking funds and physical benefits exclusively for them in the Union and State Budgets. This contrasts with the earlier approach that relied solely upon "incidental" benefits flowing from various government interventions.

### Scheduled Caste Sub Plan (SCSP) and Tribal Sub Plan (TSP)

SCs and STs have been among the most disadvantaged sections of our society due to socio-economic exploitation and isolation over a long period of time. In order to ensure direct "policy-driven" benefits for SCs and STs through specific interventions, the Planning Commission during the 1970s introduced plan strategies - the Special Component Plan for SCs (SCP) and the Tribal Sub Plan (TSP). The SCP for SCs was later renamed as Scheduled Caste Sub Plan (SCSP). The main objective of SCSP and TSP is to channel Plan funds for the development of SCs and STs in accordance with the proportion of these communities in the total population (16% and 8% respectively at the national level as of 2001).

Under these strategies, Plan funds are to be earmarked for SCs (through SCSP) and STs (through TSP) under separate budget heads for each ministry implementing SCSP and TSP. SCSP with code/ budget head 789 and Tribal Sub Plan with code / budget head 796 are to denote spending specifically for SCs and STs respectively. These could also include outlays for area-oriented schemes that benefit SC / ST hamlets having a majority of SC / ST population.

These strategies also call for design-ingnew and appropriate developmental programmes / schemes relevant for the development of SCs and STs. The SCSP and TSP funds should be non-divertible and non-lapsable. In the Union Budget 2012-13, 9 % and 5 % of total plan funds for the Union Ministries have been earmarked for SCs and STs.

### Budgeting for Religious Minorities

Two key strategies have been adopted for addressing development shortfalls faced by the religious minorities – the PM's new 15 point programme and the Multi-Sectoral Development Programme. The Prime Minister's New 15 Point Programme for the Welfare of Minorities was announced in June, 2006. It provides programmatic interventions that are to be achieved in a time-bound manner, focusing on (a) enhancing opportunities for education, (b) economic participation and gainful employment, (c) addressing overall living conditions, and (d) checking communal disharmony and violence.

The programme envisages earmarking 15% funds and physical targets under select flagship programmes for development of minorities. Currently, eleven Union government Ministries / departments are involved in implementing the programme. These include Ministries of Rural Development, Urban Development, Housing and Urban Poverty Alleviation, Labour and Employment, Minority Affairs, Home, Finance, Women and Child Development, School Education and Literacy, Training and Personal.

The schemes are Indira AwasYojana (IAY), Aajivika, National Rural Drinking Water Programme (NRDWP), Integrated Housing Slum Development Programme (IHSDP), Basic Services for Urban Poor (BSUP), Swarna Jayanti Gram Swarozgar Yojana (SJSRY), Industrial Training Institutes, Sarva Shiksha Abhiyan (SSA), Kasturba Gandhi Balika Vidyalaya (KGBV), Priority Sector Lending to Minorities and Integrated Child Development Services (ICDS). The Multi-Sectoral Development Programme (MSDP) was initiated as a gap-filling measure to address develop-

ment deficits in Minority Concentration Districts (MCDs). In the light of Sachar Committee's recommendations, the MSDP functions as an area development programme since 2007-08 under the Ministry of Minority Affairs. 90 Districts that had at least 25 % or more minority population in the total population in 29 States /UTs were selected.

The identified 'development deficits' were addressed through a district specific plan for provision of better infrastructure for school and secondary education, primary health centre, anganwadi centre, safe sanitation, pucca housing, drinking water and electricity supply. The focus of this programme has been on rural and semi-rural areas of the identified 90 MCDs. Among the 90 MCDs, around 66 districts are Muslim concentrated districts. Till date, about 30 percent Muslims have been covered through MCDs. In the 11th Plan period, 6 % of total plan funds were allocated for the development of minorities.

### Gender Responsive Budgeting

Gender Responsive Budgeting or Gender Budgeting is a relatively new concept. Pioneered in Australia in 1980s, the concept is now being explored in several countries. The latest count shows that around 90 countries are now engaging with gender budgeting. In India, while some efforts had been taken in the earlier Five Year Plans to ensure a definite flow of funds from the general developmental sectors to women, it was in the 9th Five Year Plan that Women's Component Plan (WCP) was adopted as a strategy to ensure that not less than 30 % of the funds/benefits are earmarked for women (in plan spending) in women-specific sectors.

However, the 11th Plan noted that the progress made under WCP was sluggish. Moreover, WCP only focused on the Plan budget of the Ministries and Departments and limited itself to looking at women-specific sectors. Subsequently, in 2010-11, the Ministry of Women and Child Development discontinued WCP and stressed the move towards Gender Budgeting.

An expert group formed on "Classification of Government Transactions" in 2004 was also entrusted the task of suggesting a roadmap for gender budgeting in India, which recommended a four-step roadmap:

1. A review of the public expenditure profile of relevant Union Government departments through the gender lens;
2. Conducting beneficiary incidence analysis;
3. Recommending specific changes in the operational guidelines of various development schemes so as to improve coverage of women beneficiaries of the public expenditures; and
4. Encouraging village women and their associations to assume responsibility for all development schemes related to drinking water, sanitation, primary education, health and nutrition.

A quick overview of the progress made reveals that the government has succeeded in carrying out an expenditure analysis through a gender lens (covering Point 1 of the roadmap) and commissioned a few independent beneficiary incidence analyses for some sectors (addressing partially Point 2 of the roadmap). However, with regard to Points 3 and 4, not much progress has been made yet.

In 2005-06, the Union Government began presenting an annual Gender Budget Statement along with the Union Budget that presents earmarked allocations for women under two broad categories – Part A that records those schemes / programmes exclusively benefitting women and Part B that outlines those schemes indirectly benefitting women (it shows all those schemes with allocations over 30 % earmarked for women). In Union Budget 2012-13, the Gender Budget allocations comprise 5.9% of the total Budget and cover 33 Ministries / Departments.

### Series to be continued

(The author works with Centre for Budget and Governance Accountability (CBGA), a New Delhi based policy research and advocacy organisation. e-mail : jawed@cbgaindia.org)

## POTENTIAL OF IT ...

### Continued from page 1

It is a known fact that J&K is behind many outperforming states like Karnataka, Maharashtra, Andhra Pradesh etc., may be because of the disturbed conditions that affected the state in the last 20 years. But the things are slowly improving now. With a stable Government and with normal law, now the State is taking many steps to strengthen the local IT industry. Out of many, one is the empanelment exercise carried out by the IT department to engage the companies under various categories like digitization, consultancy, software, networking, hardware, etc. These companies are being given domain related tasks of the government and it is good to say that they are performing well. In a survey, in 2010-11, the IT units in J&K recorded export software valued at Rs one crore against a National figure of Rs. 2,50,000 crore of software exported by STP units across the country. The local ICT industry of J&K has recorded an estimated turnover of over 124 crores during the financial year 2011-12. Nearly half of that

turnover i.e., Rs. 60 crores came from hardware sales. Out of the remaining, bulk was made up of BPO revenue.

If looking in totality and in comparison to the country, the figures are less but if looked intimately, with the extreme weather conditions, poor connectivity/ options available, inability to operate 24x7 due to ground level conditions in Kashmir in the past, the figures are encouraging.

As far as skill development is concerned, the IT department has initiated Skill Development Programme for the unemployed youth (students) of Jammu & Kashmir state by following agencies:

- Kashmir University commenced a scheme in 2009 and has contributed to the Skill Development of the youth by training 339 students in six programs in the field of IT and Computer Science.

- NIELIT Centre Srinagar / Jammu (formerly DOEACC Center): They are involved in skill development of local educated unemployed youth in 08 districts of J&K State. The Program envisages providing trainings to 9300 candidates. Till Jan 12 DOEACC has already trained a total of 2830 youth in ITES-BPO (Customer care), ITES-BPO (Banking) and many certificate courses.

IT Department has also initiated the capacity building in IT Literacy of the employees of Jammu and Kashmir Govt. The programme chosen for the purpose is DOEACC's CCC (Course on Computer Concepts) for all the officials of J&K Govt. Further advance courses like Certified Associate in Project Management (CAPM), e-Governance Life Cycle have also been initiated for the Sr. officers (administration) in J&K which will increase the overall awareness in the domain and encourage the development of IT & ITES related infrastructure in their respective departments.

The IT department has also enabled a mandatory 1.5% of allocated departmental budget of all departments to be spent on IT each year. The departments can use this budget for various IT/ITES / Capacity Building exercises. So far there is no state-of-the-art ready-to-use plug and play facility available for IECT start-up companies in J&K State but the State is coming up with two IT parks one for Srinagar and one for Jammu region. These parks would act as incubation centres providing infrastructure to help the small entrepreneurs.

Further, the state is seriously working on the centrally sponsored Mission Mode Projects

(MMPs) and is in process to setup the highly advance Data Centre. Also in order to strengthen the connectivity, the State has initiated the State Wide Area Network (SWAN) project which will establish 174 Point of Presence (PoP) throughout the state up to the block level with high speed data connectivity. This would not only improve the vertical connectivity but also give the option to the horizontal offices to connect to the nearest PoP and get access to the G2C services. The state has also established 728 Common Service Centres, locally named as **Khidmat Centers**, which will act as frontend delivery channels for the eServices. Further the State Service Delivery Gateway and e-District Projects would strengthen the State's Core Infrastructure and with many more MMPs to kick start, the State would grow in the Information Technology and e-Governance domain. These projects will make the Industry grow by creating more and more IT related jobs and giving the work to the Local Industry build their capacity.

(The author is Secretary and Commissioner, Dept of IT, Jammu & Kashmir. e-mail : cit-jk@nic.in)

## Success Story

The vision of the National e-Governance Plan of the Government of India is to deliver and make accessible all government, social and private sector services in the areas of agriculture, health, education, banking and financial services, utility payments etc to the citizens at an affordable cost. With this intention, the Common Services Centres (CSCs) were conceptualized in 2006 as the front end services delivery outlets enabling smooth and transparent governance at the village level. Keeping in view the special features of the Jammu & Kashmir, the Government

of India and the State Government decided to appoint Jammu & Kashmir Bank as the Service Centre Agency (SCA). Jammu & Kashmir Bank has branches all over the state including remote areas. The Bank's CSCs also known as **Khidmat Centres** are meant for widening the reach of public services delivery, providing employment opportunities to the local youth under CSC Scheme.

Village Patti in Samba District of Jammu & Kashmir was untouched by the information technology (IT) wave before **Khidmat Centre** was set up. Rakesh

Khajuria's zeal to take IT to his village convinced Jammu & Kashmir Bank, the SCA in Jammu & Kashmir that he could be an entrepreneur under the CSC Scheme. His CSC was opened to a population of over 10,000 people (from Patti and surrounding villages). Prior to that, people had to walk miles to even get themselves clicked. The **Khidmat Centre** not only brought convenience to the lives of these villagers but also helped him bring home a fairly good monthly income of up to Rs. 20,000.

Through his CSC, Rakesh Khajuria pro-

vides number of services like printing of ID cards & wedding cards, lamination, designing, scanning & printing of documents. Various job forms too are available through his **Khidmat Centre**. Khajuria also enrolls school students of his village for computer learning through his CSC. Recognizing his performance, Rakesh Khajuria was honoured by Department of Information Technology, Government of India during the 14th National Conference on e-Governance in Aurangabad.

(Source : Website of Common Services Centres Scheme)

## Bringing IT to Village Level