

CHARTER OF DEMANDS

FOR UNION BUDGET 2012-13



People's Budget Initiative

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People's Budget Initiative (PBI) is a civil society coalition, which campaigns for the inclusion of people's movements, grassroots organisations and NGOs in the policy processes that determine the priorities underlying government budgets in India. Since 2006, The PBI has been organising a "National Convention on the Union Budget" in which representatives of CSOs from across the country articulate their expectations from the forthcoming Union Budget. For the Union Budget 2012-13, in order to make the discussion on the Budget more inclusive and to capture the concerns emanating at the grassroots level, the PBI had organised five "Regional Conventions" which were held in Hyderabad (for Southern Region) and Pune (for Western Region) on 26th November, in Guwahati (for North Eastern Region) and Ranchi (for Eastern Region) on 29th November, and Lucknow (for Northern and Central Region) on 30th November, 2011. Following these five Regional Conventions, the PBI also convened a National Convention on Union Budget 2012-13 in New Delhi on 7-8 December, 2011.

The entire process saw participation of over three hundred CSOs from across 25 States, representatives of associations/federations of frontline staff in social sector schemes, members of PRIs, academia, media, MLAs and MPs. Participants discussed a number of concerns and expectations pertaining to disadvantaged sections of population and social sectors in the context of Union Budget 2012-13, which has contributed to the preparation of this **Charter of Demands for the Union Budget 2012-13**. It presents the key budgetary and policy-related concerns and recommendations that have emerged out of the consultative process.

People's Budget Initiative

8 December 2011

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- The present total government spending (Centre and States combined) on education accounts for about 3.7 percent of GDP (as of 2009-10), which is way below the benchmark of 6 percent of GDP that had been recommended more than 40 years ago. It becomes necessary that the Union Government take adequate measures towards increasing the country's total budgetary spending on education significantly and begin by significantly stepping up outlays towards education in Union Budget 2012-13.
- At the elementary level, it is crucial to ensure that financial provisions for implementing the Right to Education (RTE) Act, 2009 is adequate. The Union Government would need to step up its allocations towards meeting the present shortfall. Implementation of RTE Act needs to be strengthened as evidence shows the continued presence of several single teacher schools in the country and failure to meet the requisite student-teacher ratio (30:1).
- The government needs to significantly increase its outlays for Sarva Shiksha Abhiyan (SSA) for universalising quality elementary education. In this regard, early childhood education (for 3-6 age group) must be brought under RTE Act and adequate resources apportioned for the purpose. Further, establishment of Navodaya Vidyalayas/residential schools in every block/municipality must be given priority.
- The RTE rules notification is still pending in several states; further the requisite financial memorandum has not been provided.
- It is also critical to ensure convergence among existing interventions. The National Child Labour Project, Ashram Schools, and Madrassas are interventions that need to be brought within the ambit of RTE. Another aspect is the timely execution of interventions such as disbursement of stipends and scholarships for students (particularly those from SC and ST communities).
- In elementary education, adequate outlays for regular evaluation of teachers are essential. Specific to quality improvement is the need to upscale the remuneration of para teachers (Shiksha Mitra) considerably. Another aspect is to retain the link between the local ecosystem and infrastructure creation, as has been noted in many remote parts of the country; schools must be given the flexibility to build eco-toilets to ensure that infrastructure needs are met without compromising the local environment.
- To ensure that quality concerns are addressed, regular monitoring and evaluation of SSA and Mid-Day Meal (MDM) Scheme are necessary. In this regard, it is crucial to incentivise states for greater community involvement in school affairs through School Development Management Committees (SDMCs). Further, teacher training demands greater attention and additional outlays for upgrading training institutions.
- To ensure that the disadvantaged sections of the population are able to access quality education at all levels, Union Budget provisions earmarked for education of Scheduled Caste and Scheduled Tribe children should be increased from the present level of Rs.1,469 and Rs.709 per SC and ST child respectively to at least Rs.3,000 per SC/ST child in 2012-13. Similarly, Union Budget provisions earmarked for education of girl children should be enhanced from the present level of Rs.1,265 per girl child



to at least Rs.3,000 in 2012-13. The priority for education of children from the Muslim / minority communities also needs to be stepped up.

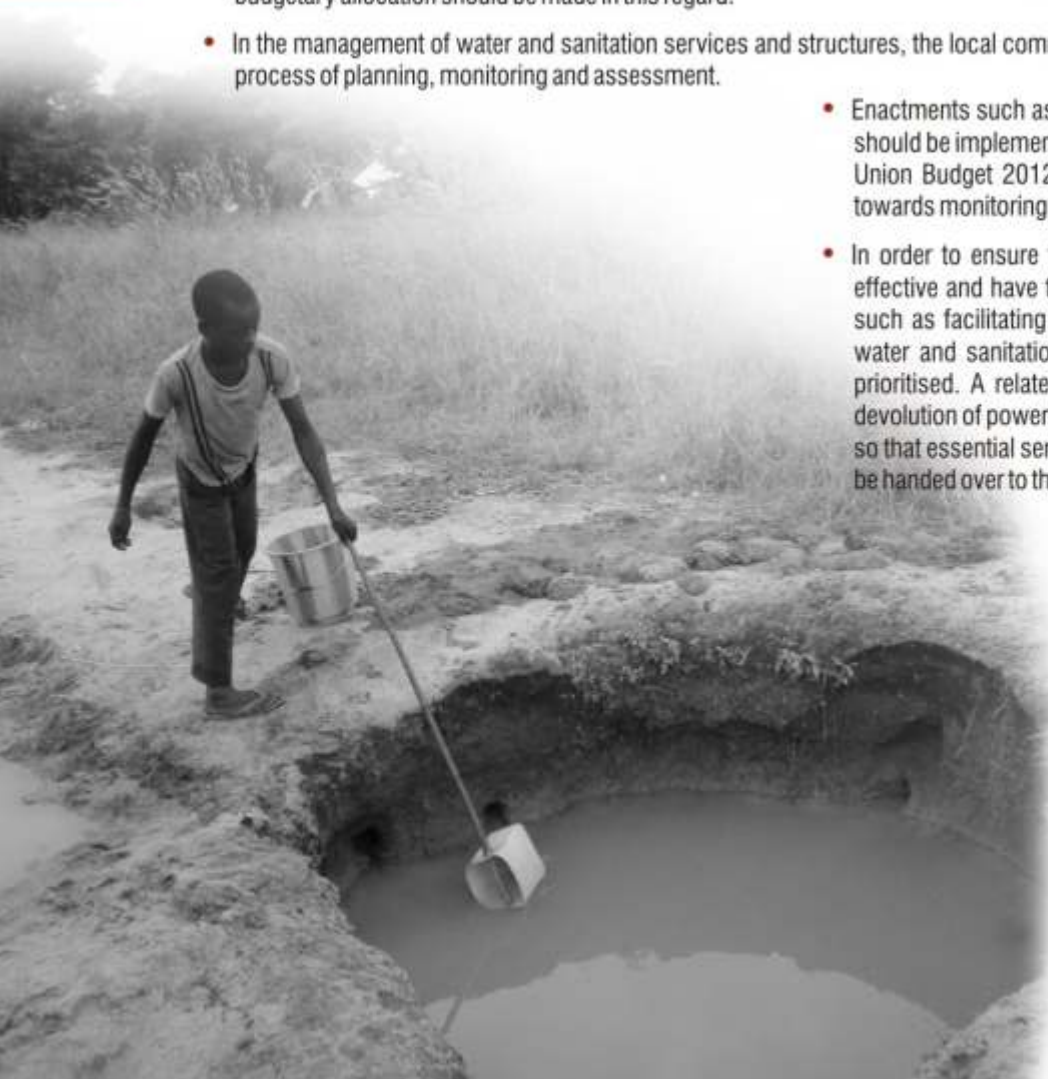
- There is a need to prioritise budgetary allocations for education of the disabled. In this regard, it is not only orthopaedic disability (as is provided for under 'Integrated Education for the Disabled' component of SSA) but also other disabilities, such as those relating to vision, hearing and mental health.
- At the secondary level, in the Rashtriya Madhyamik Shiksha Abhiyan (RMSA), there is a need to review the government proposal to involve the private sector in service delivery.
- A related recommendation is to re-align the unit costs under various scholarship schemes under different Ministries / Departments to bring them under a uniform and desirable structure (i.e., scholarships provided by Ministry of Minority Affairs, Ministry of Social Justice and Empowerment, Ministry of Tribal Affairs, Ministry of Labour and Employment, and Ministry of Human Resource Development have different unit costs and norms).
- Constraints in implementation of government schemes pertaining to education such as SSA, MDM and RMSA etc. need to be addressed in order to ensure that funds allocated are effectively and fully utilised. In this regard, the Union Government needs to initiate appropriate measures for addressing the systemic weaknesses in the education sector across the country, the bottlenecks in budgetary processes and the deficiencies in the process of needs assessment at the grassroots level. Fundamental to this would be significant revision of the existing norms and guidelines of the schemes, making them more realistic and flexible.
- An Education Commission must be constituted at the earliest in order to ensure that there are sound institutional mechanisms that discuss the need for bringing radical reforms in the education sector.
- Capacity constraints at all levels of education and of all the stakeholders (such as the teachers, management committees, officials involved in programme management and financial management) continue to limit effective implementation of the programmes and schemes. There is a need to step up budgetary allocations focusing on building capacity.
- Evidence from other countries clearly shows that in the interest of a strong and vibrant citizenship, the financing of education is primarily the government's responsibility and cannot be left to market forces. In this context, the increasing trend of private sector participation in education sector through different modes, e.g., Public Private Partnership (PPP) and vouchers, needs to be reviewed.



- Universal access to healthcare remains a critical challenge. Related to this is the urgent demand to enact an effective legislation that ensures right to universal quality healthcare. A long-pending recommendation that has remained unaddressed is the need for stepping up public spending on health to 3 percent of GDP.
- An increase in public spending on health to the tune of 3 percent of GDP would help address the shortage in physical and human resources. It is also necessary to set up new health centres as well as upgrade all health institutions as per the Indian Public Health Standards (IPHS).
- It is recommended that more allocations be made for ensuring basic diagnostic facilities related to other diseases, in addition to the maternal and child healthcare provided at the primary level free of cost.
- While there has been some progress in terms of the government acknowledging the role of frontline service providers in delivery of critical services under flagship schemes (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 healthcare providers, such as Auxiliary Nurse Midwives (ANMs) and Accredited Social Health Activists (ASHAs).
- Separate allocation should be made in the budget for procurement of essential drugs to ensure that there is universal access to medicine. Free referral services for all types of emergencies must also be adequately budgeted for.
- Corruption is a major issue in the health sector; Social Audit as a means for community-based monitoring of health service delivery is required to tackle this problem. Hence, provisioning for social audits should be made in the budget.
- While the growing role of the private sector in terms of healthcare service delivery is a matter of grave concern and needs to be reviewed, specific allocations must be made towards monitoring and regularisation of the existing private-run healthcare institutions and hospitals. A related demand is to scrutinise and discourage the present model of health insurance through private providers.
- With a growing urban poor population, it becomes imperative that the policy focus (and concomitantly the budgets) be stepped up for developing and strengthening present structures of the urban healthcare systems.
- Despite an alarmingly high prevalence of occupational diseases like Silicosis in the country, there has been scant attention by the government in terms of provisioning for occupational health of workers. The Union Government should provide budgetary resources for strengthening the National Institutes of Occupational Health, training of doctors and awareness generation.
- In addition, budgetary support should be provided for strengthening the institutions responsible for enforcement of legal provisions pertaining to safety of workers. More effective legal enforcement of existing guidelines for compensation and redress of workers, especially in the unorganized sector, would go a long way in addressing the problem.



- It is time to view basic water supply and sanitation as a right. While there are no benchmarks available for assessing the adequacy of government spending on water and sanitation, the present 0.42 percent of GDP, as in 2010-11 BE (Centre and States combined) is grossly inadequate. What is more distressing is the fact that even this meagre share has been on the decline; from 0.59 percent of GDP in 2008-09 to 0.54 percent of GDP in 2009-10 RE and dropping to 0.42 percent in 2010-11 BE.
- To ensure universal supply and access to safe water to all families in villages, there is a need for increasing the Union Budget outlays towards key components in major schemes and programmes. In this regard, baseline surveys and studies on drinking water supply should be taken up by the government in all SC and ST areas to ensure coverage of the most disadvantaged sections of the population.
- In acknowledgment of the gender-based disadvantages faced by women in accessing water supply and sanitation facilities, critical schemes from the Ministry of Drinking Water and Sanitation must be included in the Gender Budget (Statement 20) in Union Budget 2012-13.
- Increased outlays towards awareness generation would facilitate ensuring that there is significant awareness among the local community regarding the available schemes and interventions prior to the actual implementation of water and sanitation schemes.
- The government should take up the responsibility of constructing public toilets in urban areas. Comprehensive rainwater harvesting in rural areas needs to be promoted.
- More specifically, the technical design of toilets should involve consultation with the community, especially the women. More choices should be given to the community in adoption of technology in toilet construction in Total Sanitation Campaign (TSC) e.g., the location of Community Toilet Complexes.
- The rehabilitation of sanitation workers / Safai Karamcharis needs to be accelerated and adequate funds should be allocated for the process. Further, the inadequate honorarium provided to sanitation workers needs to be addressed and their services regularised.
- Protection of water bodies and development of water resources for communities should be given priority. Adequate budgetary allocation should be made in this regard.
- In the management of water and sanitation services and structures, the local community should be actively engaged in the process of planning, monitoring and assessment.
- Enactments such as the Abolition of Manual Scavenging Act should be implemented in a stringent manner in all the States. Union Budget 2012-13 must provide adequate allocations towards monitoring of this critical legislation.
- In order to ensure that the schemes and programmes are effective and have the desired impact, corrective measures such as facilitating greater convergence of departments in water and sanitation for effective implementation must be prioritised. A related step is to ensure that there is actual devolution of powers to the Panchayati Raj Institutions (PRIs) so that essential services such as water and sanitation could be handed over to them.



- Devolution of financial powers to Panchayati Raj Institutions (PRIs) must be made on the basis of the Principle of Subsidiarity (which means 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 with requisite activity mapping.
- It is recommended that 10 percent of Plan funds in Union Budget 2012-13 be transferred to PRIs as untied funds. Mechanisms must be devised by the Union Government to ensure inclusion of disadvantaged sections of the population in this regard.
- A related and much-repeated demand is to strengthen the planning process in PRIs at all levels.
- Related to planning is the suggestion to reduce the number of Centrally Sponsored Schemes (CSSs) in operation and bring in greater convergence within the rural development schemes. While the Report of B. K. Chaturvedi Committee (appointed by the Planning Commission) addresses some of the concerns, a more holistic and nuanced appraisal of the CSSs is necessary rather than just classifying the existing schemes into neater bundles.
- With regard to making the implementation of schemes and programmes 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. Further, it is necessary to budget for infrastructure creation at the Gram Panchayat level.
- Capacity building of representatives of PRIs is another critical area towards ensuring effective implementation of schemes and programmes. Additionally, greater transparency and accountability mechanisms should be developed at the Panchayat level.
- Inter-linkages should be ensured in the three-tier system in terms of functioning. A specific demand relates to setting up of information centres at the Nyaya Panchayat level to give information about government programmes and schemes.
- The number of days of employment, as envisaged in the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), should be increased and timely payment of wages must be ensured. It is necessary to enforce the Minimum Wage Acts (as applicable in various States) in this regard.
- The PRIs' role in terms of implementation, monitoring and training of Self-Help Groups (SHGs) needs to be clearly defined in the National Rural Livelihood Mission (NRLM), which is also known as Swarna Jayanti Gram Swarozgar Yojana (SGSY). 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 in keeping with the rise in the cost of material; payments under this scheme should be made in one instalment.



- Adequate budget allocations should be made towards improvement of dryland agriculture within the existing schemes (such as the Integrated Watershed Management Programme) as well as through introduction of new programmes and schemes that take into account the needs of dryland agriculture.
- Higher magnitudes of funds should be provided for irrigation projects and watershed development projects; special schemes may be introduced for rain water harvesting. In order to increase irrigation coverage, more funds need to be allocated to schemes that promote micro, small and medium irrigation. In order to optimise usage, more effective water management of the irrigated areas is necessary.
- Farmers get inadequate and uncertain prices for their produce. Hence, the minimum support price for agricultural commodities should be based on the formula suggested by the National Commission on Farmers (NCF) as per which the minimum support price for rice, wheat and other commodities should be the total cost of production plus 50 percent.
- Budget allocation for 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.
- On the basis of capacity of small and marginal farmers, new varieties of paddy that are drought-resistant should be promoted with special fund allocation.
- 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 traditional agricultural practices with focus on adaptation to new agriculture research and development and technology.
- A related demand is establishing district-level demonstration farms by agricultural scientists in all districts. More allocation for extension services in agriculture is necessary so that it reaches the small and marginal farmers.
- Every district should have an agricultural Mandi with free-of-cost residential facilities for farmers coming from remote areas.
- Also, the government needs to step up the budgetary provisions for Agricultural Research and Education in the country.



- The government's approach towards addressing concerns of food security should be more broad-based and it should aim to achieve nutrition security that also links to health concerns.
- Union Budget 2012-13 should provide adequate resources for the implementation of National Food Security legislation. Food subsidy in the Budget should be increased significantly from the current amount of Rs. 60,572 crore (provided in 2011-12 BE).
- It is critical that the Public Distribution System (PDS) is restructured significantly. The salary of workers employed under PDS should be enhanced. An independent survey for identification of Below Poverty Line (BPL) and Above Poverty Line (APL) families must be carried out. Further, the norms of targeting beneficiaries in the current PDS regime need to be changed; the unit of distribution of food grains should focus on individuals rather than the family. Moreover, the fair price shops distributing food grains under PDS should be run by the government rather than private players.
- PDS should be expanded to cover food grains such as millets, pulses, and edible oils. 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 PDS guidelines as a means to ensure accountability.
- 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, the disabled, and widows. The limits thus fixed must be inflation-adjusted.
- Increased transportation costs in the PDS guidelines need to be taken into account. Currently, the cost for transportation of food grains is fixed at Rs. 9.60 for the first 10 km and 35 paise for every subsequent km, which is widely seen as inadequate. Budgetary provisions for fuel costs with regard to transportation of food grains must be made at the currently prevailing prices. In this regard, the Justice D.P. Wadhwa Committee recommendation (2007) should be accepted while changing the transportation cost norm in the PDS.
- With regard to storage concerns, traditional patterns for food grain storage need to be implemented at the Gram Panchayat level.
- There is a need to increase the budgetary allocation for Village Grain Banks (VGBs) scheme, which at present is a meagre Rs. 9 crore (in 2011-12 BE). Storage facilities under VGBs should be expanded. In this regard, the policy for establishing VGBs should be state-driven so as to ensure that the locally-felt needs are reflected in the planning for the scheme.



RESPONSIVENESS
TO CLIMATE CHANGE

- An expert group on collection of data pertaining to climate change must be set up in order to ensure that verifiable data is in place for addressing effectively the problems confronting marginalised groups.
- Creation of a separate department under the Ministry of Environment and Forests (MoEF) has been proposed to combat climate change. In Kerala, the State Government created a separate department (Department of Environment) in 2007 to coordinate various activities pertaining to pollution control and biodiversity conservation; this could be replicated at the Union level.
- Adequate information must be made public on the implementation mechanisms 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.
- Special institutional mechanisms must be put in place to ensure that funds coming from global financial institutions under climate investment funds [such as: Special Climate Change Fund, Adaptation Fund, Funds received under Clean Development Mechanism (CDM)] need to be channelled for development of the local community.
- Budgetary provisions must be significantly augmented to promote organic farming at the community level. Another regenerative practice that could be promoted is biomass production for which funds must be devolved to the PRIs.
- Allocations in the Union Budget towards managing waste-dump of road construction in special dumping zones would go a long way in preventing landslides, particularly in hilly states.
- Within MGNREGS, a sizeable amount could be set aside for ensuring quality control in the assets created for combating disaster.
- With regard to promoting new and renewable energy sources, Union Budget outlays and concomitant implementation of solar energy projects is recommended.
- Union Budget 2012-13 should provide resources for coastal area habitats, tsunami or cyclone-affected farmers / fisher folk.
- With regard to taxation, a green tax could be implemented for big hydro power projects in hilly regions and the same could be utilised for environmental conservation. In urban areas, a congestion tax could be considered to promote the use of public transport.
- Majority of the real estate developers do not follow the Energy Conservation Building Code (ECBC) that promotes energy efficiency. In order to encourage energy efficiency in the real estate sector, there need to be targeted policy measures and incentive-based programmes. [The Energy Conservation Building Code (ECBC), launched on 28 June 2007, is a document that specifies the energy performance requirements for all commercial buildings that are to be constructed in the country.]



- There is a need to pay attention to improving the quality of all child-specific schemes and programmes, which may be addressed to some extent by increasing allocations. Additionally, all child-specific programmes and schemes should incorporate robust monitoring mechanisms. Participation of children in the processes of setting up priorities should be initiated and strengthened (like Bal Panchayats and representation in SMCs).
- The unit costs of (various components / interventions in) all child-specific schemes need to be increased; these should be based on region-specific needs.
- Allocations for nutritional costs under Integrated Child Development Services (ICDS) and Mid Day Meal (MDM) Scheme need to be indexed to inflation. It would also help if they are supported by procurement of local food grains.
- Significant amount of additional funds are also sought for construction of pucca buildings for ICDS centres.
- Introduction of a comprehensive nutritional programme for all children through setting up of a nutrition cell at the block level is a specific suggestion that demands attention.
- A related demand is the provision of minimum wages to unorganised sector workers so as to ensure adequate nutritional intake for their children.
- Allocations for the realisation of RTE need to be increased and timely release of funds ensured. Formulation of rules under RTE should be done at the earliest, along with the corresponding financial memorandum.
- A related recommendation is that government schools be upgraded to the level of Kendriya Vidyalayas in terms of the fund support provided by the Union Government.
- Child labour must be abolished completely, with the distinction between hazardous and non-hazardous occupations removed. The current punitive measure is inadequate for rehabilitation of children and enabling their access to education.
- There is a need to focus on child-sensitive health facilities primarily for remote, tribal and Dalit-inhabited areas.
- As regards Integrated Child Protection Services (ICPS) and implementation of Juvenile Justice (JJ) Act, 2000, allocations are notional and hardly address the critical challenges faced by children. Apart from increasing outlays, each school should have a child protection cell and each Panchayat should have a Child Protection Committee.
- To ensure greater convergence and more effective implementation, education of Children with Special Needs must be covered under the Ministry of Human Resource Development.
- 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.



- There is an urgent need to identify the gender-based disadvantages confronting women and girl children in our country in different sectors, and formulate plans and schemes accordingly for addressing the same. In this regard, the double disadvantages faced by women from marginalised sections must be recognized and addressed through policies and schemes.
- The government needs to carry out a comprehensive review of the methodology adopted by the Union and the State governments in Gender Budgeting. The assumptions that underlie inclusion of specific schemes in the Gender Budgeting Statements must be explained through a narrative statement (as part of the GB Statement). The information on actual expenditures in such schemes should also be presented in the GB Statement.
- While the Union Government move to increase the monthly remuneration of Anganwadi Workers and Anganwadi Helpers in Union Budget 2011-12 is welcome, it is necessary to regularise the women workers across various Centrally Sponsored Schemes and other programmes. These include Shiksha Mitra / Para teachers, Accredited Social Health Activists (ASHAs), Auxiliary Nurse Midwives (ANMs), Swachchhata Doot / Sanitation Messengers, and Kisan Mitra / Women Farmer Friends. Until they are regularised, minimum wages must be ensured for them.
- The recently set-up National Mission for Empowerment of Women identifies four axes of empowering women: legal, social, political and economic empowerment. Focusing on the first, adequate allocations to address the security of women employed in the organised and unorganised sectors are required. There needs to be a single window which provides holistic package of services for women and girls in distress. This package should include allocations for shelter homes, helplines, legal aid, counselling, referral services, women's desks in all police stations, rehabilitation, medical aid and contingency (all of which must be accessible at the block level).
- Related to the previous suggestion is the need to provide adequate outlays for effective implementation of the Protection of Women from Domestic Violence Act (PWDVA), 2005 in Union Budget 2012-13. In this regard, the mechanics of the scheme proposed by National Commission for Women needs to be reviewed. Related legislations such as the Pre-conception and Pre-natal Diagnostic Techniques (PCPNDT) Act, 1994 also need to be prioritised in terms of Union Government outlays. Another long-pending demand is for prioritising allocations towards implementation of a National Task Force in Conflict Zones.

- Addressing economic empowerment, specific sections of women need greater focus in the Union Budget, i.e., there need to be special provisions to focus on creating job opportunities for single women. The pension for widows should be increased and linked to inflation. Another critical segment is the women farmers who must receive adequate attention in the budgets, by way of concessional access to credit support. To address women's concerns in disaster situations, a specific component within relief funds and operations needs to be created. Addressing political empowerment, the long-standing programme of Mahila Samakhyas should be revamped and universalised.
- Institutional mechanisms such as National Commission for Women and State Commissions for Women must be strengthened through adequate allocations.



- 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 allocations for the Scheduled Castes in proportion to their share in the total population. The necessary redress mechanisms must also follow to ensure that all duty bearers implement SCSP effectively. All notional components of SCSP should be replaced by direct beneficiary-oriented provisions.
- Another related concern has been the mismatch in reporting of SCSP allocations, as provided in the Plan documents and the budget documents. This mismatch must be corrected and the information on SCSP reported in the Plan documents must be based on what is actually provided in the budget documents.
- There should be a clear guideline for not including Non-Plan allocations under SCSP. Any allocation outside the minor head 789 should not be accounted under SCSP.
- To ensure effective implementation, a separate cell on SCSP should be formed in all departments, and district, block and panchayat level committees; these cells should be made functional with the power to plan and monitor SCSP.
- As recommended by the Narendra Jadhav Committee, funds earmarked under SCSP that remain unspent should be made non-lapsable. A separate pool of funds should be created and all unspent money should be collected and used in the next fiscal year.
- A comprehensive development framework should be evolved for Dalit and there should be convergence of different sectoral schemes. Priority must be given to employment, skill development, entrepreneurship development and higher education in SCSP. There should also be active participation of the community at all levels, including in planning, implementation, monitoring and evaluation.
- In order to strengthen the implementation of SCSP, one of the possible measures could be to book officials found responsible for non-implementation of SCSP schemes under the SC & ST Prevention of Atrocities Act.
- Audit of SCSP funds should be made mandatory. A three-tier audit could include Social Audit, Internal Audit and CAG Audit.
- A National Social Development Bank should be set up on the lines of NABARD to ensure that credit access is streamlined for the SC community.
- To ensure that beneficiary identification is streamlined, a list of SC beneficiaries in all government schemes and programmes like Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and National Rural Health Mission (NRHM) should be maintained separately.



- 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 allocations for the Scheduled Tribes in proportion to their share in the total population. The necessary redress mechanisms must also follow to ensure that all duty bearers implement TSP effectively. All notional components of TSP should be replaced by direct beneficiary-oriented provisions.
- Another related concern has been the mismatch in reporting of TSP allocations as provided in the Plan documents and the budget documents. This mismatch must be corrected and the information on TSP reported in the Plan documents must be based on what is actually provided in the budget documents.
- Focusing on health, adequate outlays must be made to establish dispensaries and hospitals in tribal areas and for traditional medicinal practices. Also critical is the need to allocate sufficient funds to ensure adequate number of doctors and other support staff in primary health centres and rural health centres in tribal areas. In this regard, it is necessary to provision for incentives to medical staff posted in tribal areas.
- More funds should be given to the States for school infrastructure development, teaching learning equipment, hostels for ST students and capacity building of teachers so as to improve the quality of education in tribal areas, especially at the primary and secondary levels. The prevalent unit costs of scholarships to ST students should be revised. Vocational training as part of education should be imparted to ST students.
- Focusing on employment generation, adequate funds must be provided for income and employment generating activities based on available resources in tribal areas, particularly for agriculture.
- A related recommendation pertains to implementation of the Forest Rights Act (FRA). Additional allocations are necessary for capacity building of functionaries in Gram Sabhas and panchayats in tribal areas for effective monitoring and implementation of tribal welfare schemes and Acts like FRA and Panchayat (Extension to Scheduled Areas) Act, 1996. In this regard, budget outlays are necessary towards increasing human resources and infrastructure in institutions of governance meant for tribal development.



- Among the different minority communities in the country, Muslims register the most acute forms of development deficit owing to the historical discrimination since pre-Independence times. The Sachar Committee Report recommended several measures in this regard and a close scrutiny reveals that many of these well-intentioned recommendations have not yet been implemented. The Union Budget 2012-13 must prioritise the implementation of many of these recommendations by allocating significant resources towards development of the Muslims.
- Focusing on promoting entrepreneurship development, Khadi and carpet weavers are not included in debt relief measures like those available for the handloom sector. This aspect needs to be attended to in the coming Union Budget. 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 percent of credit to Muslims is not being adhered to; Union Budget 2012-13 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 Kendriya Vidyalayas / Navodaya Vidyalayas. Suitable incentive mechanisms must also be devised in Union Budget 2012-13 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.
- Two critical mechanisms – the MSDP and the PM's New 15-Point Programme – continue to be the most important vehicles 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 schemes 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.



- The priority accorded to the disabled people in the Union Government's interventions is abysmally low; it doesn't reflect commitments expected following the ratification of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) in 2007 and needs urgent course correction, especially in the field of health, education, community support services and employment.
- In order to facilitate inclusion and give leverage to public expenditures, significant resources must be directed towards mass awareness about the rights of persons with disability.
- The Union Budget 2012-13 must enforce the 11th Five Year Plan recommendation for 3 percent of allocations in all concerned Union Ministries and departments. Each of those ministries / departments must be mandated to constitute a disability cell, to develop disability policy allowing adequate use of those funds to make their services and schemes responsive to the needs of all persons with disabilities including people with intellectual disability. Additionally each ministry should collect disaggregated data allowing proper monitoring of impact of their programmes on persons with disabilities. Similarly, provisions for disabled people under various existing mainstream schemes need to be stepped up.
- Specific allocations for making transportation, public spaces and services progressively accessible to all disabled persons are required.
- The different gate keeping mechanisms for disability identification and accessing entitlements and support services should be revised with guidelines that include the social factors affecting the participation of persons with disabilities.
- Equal opportunity cells should be provided for in schools, colleges, offices and factories in order to cater to the reasonable accommodation needs of students and workers with disabilities.
- Investment in inclusive education should be stepped up (including those for vocational training and higher education) with budgetary provisions to make school infrastructure accessible, to provide teaching and learning aids, to allow for dedicated recruitment and adequate training of regular teachers and to sensitize various stakeholders on the rights and needs of all children with disabilities, including children with intellectual disabilities.
- Increased allocation ensuring universal access to healthcare for persons with disabilities is demanded, including adequate early identification and interventions, habilitation and rehabilitation services as well as disability training and sensitization among health workers at all levels. Special attention should be paid to reproductive healthcare for girls and women with disability as well as to inadequate investment in mental health services non-compliant with UNCRPD.
- Significant resources should be allocated to develop community based support services, both for families with children with disabilities and adults with disabilities (such as, personal assistants, and sign language interpreters).
- Support system should be developed for disabled women facing domestic violence, abuse and neglect. Part of the funding for those services could be reallocation of some of the significant funds allocated to institutional residential care especially in the field of mental health.
- Accessing various kinds of employment opportunities and training by the disabled people remains a challenge despite ratifying several covenants and conventions. The Union Budget 2012-13 must address this situation by allocating significantly towards employment programmes for the disabled people.



- A major chunk of the disadvantaged section of the population is the teeming numbers of unorganised workers in the country. In this regard, categorisation of unorganised workers needs to include domestic and unpaid women workers, families of unorganised workers, and village workers including MGNREGS workers, ASHA workers, and Anganwadi workers, among others. To begin with, social security needs to be defined in accordance with Convention 102 of International Labour Organisation (ILO).
- Establishment of monitoring mechanisms to ensure adherence to clearly-laid out working conditions for all kinds of unorganised workers must be adequately budgeted for in the Union Budget.
- A related demand pertains to amendment of the Unorganised Workers Social Security Act to address the dynamic nature of the challenges faced by unorganised workers. The quantum of benefits for unorganised workers needs to be raised to be at par with those available to organised sector workers.
- The government needs to take into account the fact that the contribution of the unorganised sector to our economy is significant, with its share in GDP estimated at 58 percent. Also, over the last few years, the service tax has emerged as one of the significant sources of revenue for the government; and, the unorganised workers contribute a substantial part of such revenue. In order to ensure that the unorganised workers are provided with adequate social security, the total government expenditure required in this respect has been estimated to be 5 percent of GDP. Union Budget outlay for social security of unorganised workers needs to reflect this reality and grave requirement.



- This Charter not only seeks a significant re-prioritisation of the Union Budget, it also makes a strong case for an expansion of the overall fiscal policy space of the government (i.e. an expansion of the scope of government's budget as compared to the size of the country's economy); hence, it is necessary that additional resources are mobilised by the government. In this regard, taxation offers the most significant policy space for the government to increase its resources.
- Moreover, in a society deeply affected by inequality, such as ours, taxation is also linked intrinsically to the issue of social justice. India's tax system, which collects almost two-third of the revenue from Indirect taxes and only one-third from Direct taxes, is regressive as compared to the tax system of many other countries (that collect a much higher proportion of tax revenue from Direct taxes). Hence, the policies of the Union Government relating to taxation need to strive for more progressivity in our tax system by collecting a higher proportion of revenue from Direct taxes.
- The total tax revenue collected by Centre and States (combined) has fallen from (the already low level of) 17.4 percent of GDP in 2007-08 to 14.7 percent of GDP in 2010-11 (BE). Hence, it is critical that the Union Budget 2012-13 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.
- There is a substantial loss of revenue due to the plethora of exemptions / incentives / deductions in the Central Government tax system (both in direct and indirect taxes). The Union Government needs to review the rationale behind most of the tax exemptions as several of these (especially those that are meant for the private corporate sector and those catering primarily to the rich and affluent sections) could be done away with and the volume of revenue loss brought down significantly.
- There is a need to expedite the recovery of arrears, out of detected tax evasion cases. At present, the total pending arrears balance is more than Rs. 3 lakh crore. It is important that the Union Government take steps for the recovery of imposed penalty (entire amount) from tax evaders, out of the detected and established tax evasion cases. The recovery of interest amount (till date) from evaders, out of the detected and established tax evasion cases, is another area that needs urgent attention in Union Budget 2012-13.
- The "write off" of arrears (out of detected tax evasion cases) as an option should be minimised. In February 2011, the Ministry of Finance had projected a total amount of Rs.1.43 lakh crore as irrecoverable dues and expressed the contemplation to write off this amount. In the larger interest of the country, it is suggested that this significant amount owed to the public exchequer is not waived off.
- In case of States like Jharkhand and Orissa, which are rich with mineral resources, the policies relating to the payment of royalty for extraction of resources such as coal need to be reviewed; there is a need for ensuring that such States receive adequate royalty payments and a large chunk of such payments are channelled for public spending towards sustainable development in the areas where the mines are located.
- Several experts have also drawn attention to the fact that the Direct Taxes Code Bill proposes to retain 100 percent tax exemption on long-term capital gains (i.e., no tax on the gains arising on sale of listed securities if sold after one year of purchase). For short-term capital gains, the Code proposes the imposition of tax only on half of the gains. The government must review these proposals, taking into account the need for both increasing revenue from direct taxes and regulating speculative investments in the stock markets in our country.



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54. Umesh Babu, NCDHR, New Delhi
55. Utkarsh Sinha, Centre for Contemporary Studies and Research, UP
56. Vijay Kumar Rao, Shrivasti Gram Udyog Sewa Sansthan, UP
57. Yogesh Bandhu, Centre for Contemporary Studies and Research, UP
58. Zaid Kahn, Institute of Policy Study and Advocacy, UP

Southern Region Convention on Union Budget 2012-13 (Hyderabad, Andhra Pradesh)

1. A.R. Amal Dass, APSSS, (Andhra Pradesh Social Service Society) Secunderabad, AP
2. A.S. Chinnoji Rao, AP Budget CENTRE, Madakasira, Anantapur
3. A. Sreenivas, Sakshi Reporter, Tarnaka
4. A.Umadevi, AP Budget Centre, Hyderabad
5. B.Anthaiiah, APSSS, Secunderabad
6. B.D.A.Satya Babu Bose, AP BUDGET CENTRE, Hyderabad
7. B.Narsimhulu, KAGNA Organization, Palapalli(V), Doma(M), Rangareddy
8. B.Ramanand, DBSU
9. B.SomaSekhar, AP Budget Centre, Anantapur
10. B.Srinivas, YATRA, Rajapet, Nalgonda
11. B.Srinivas, DROPS, Rayachoti, Kadapa
12. BasavaRaj Kowtal, HRFDL, Kamatakota, Bangalore, Karnataka
13. Bhumika, CBGA, Delhi
14. C.Anandam, DBSU, Mahabubnagar
15. D.G.M.Babu Rao, RRDS, # 11/129A, Abbas Naagar, Kurnool
16. D.Leslie Martin, DBSU, Hyderabad
17. D.Rekha Ran, Santhi Welfare Association, Kovvuru, West Godavari(dt)
18. D.Veerabhadra Rao, SAMIDA, Vizayanagaram
19. Deepthi Sukumar, Member, Sajal Karmachari Andolan, Tamil Nadu
20. Gnana Prakash, Centre for World Solidarity, Secunderabad
21. Roy Kunjappay, CCHR, Kollam, Kerala
22. V. Yallaiah, APSSS, Cultural Program Officer

23. E.Chinnari, SAVAGE,Markapuram, Prakasham
24. E.Pullaiiah, DWCDs, Vempalli, Kadapa
25. Fr. Peter Daniel, Operational Director, VRO ,Prakasham (Dt)
26. G.Dharamindra Rao, AASRITHAM, Mahabubnagar
27. G.Laxmi Devi, DDS, Proddtur, Kadapa
28. G.Maria, David Strength, Bangalore, Karnataka
29. G.Narsimha, Dalit Bahujan Sramik Union, Hyderabad
30. G.VenkataSubbaiah, Sneha Youth Association, Changalamarri(VM)
31. G.Yohannan Kutty, Akhila Kerala Balajann Sakhyam Vakkum, Kollam, Kerala
32. Issac. CH, Sakshi HR Watch, Mothi Nagar, Hyderabad
33. J.Neelaiiah, ASP, Hyderabad
34. J.Ranga Reddy, MLA, CPIM
35. Jacob Vargheese, ME Mission, Kollam, Kerala
36. Jasmin Ahirwar, Water Aid – Delhi
37. Jogaram Tejawat, BSS, Garla , Khammam
38. K.Chandra, CWA, Chittur
39. K.G.Thomas, Co-Ordinator, School Nature Club, Kollam, Kerala
40. K. John Kumar, Social Watch –TN, Chennai, Tamil Nadu
41. K. Laxmi, SEVA, Cheedikada, Vishakapatnam
42. K. NagaKumari, SNCMS, Kakinada
43. K. Obulapathi, CRF, Anantapur
44. K. Rajalingam, IRDS, Irikode, Medak
45. K. Sreenivas, AP Budget Centre, Vishakapatnam
46. K. Srinivas, Namaste Telangana
47. K. Subash, GRASS, Namapuram(V0, Marriguda(M), Nalgonda (Dt)
48. K. SundaRoy, ASP
49. K. Thirupathi., DBSU,Ammagal, Mahabubnagar
50. K. Venkateswarlu, Chatri
51. K. Vijaya Bhaskar Rao, SAVAGE, Markapur, Prakasham(dt)
52. Khwaja Mobeen, CBGA, New Delhi
53. M. Narsimha, IRDS Medak
54. M.R. Beri, Dalit Bahujan Movement ,Banglore, Karnataka
55. M. Shobarani, NDF, Tarnaka,Secunderabad
56. M. Srinivasulu, Praja Pragathi Trust, Tirupathi
57. M. Srinivasulu, READS, Kadapa
58. M. Sudhakar David, AP BUDGET CENTRE, Hyderabad
59. Mallikarjuna, AP Budget Centre, Hyderabad
60. Md. Ghouse, Chaitanya Yuvajan Sangham, Kurnool
61. Mohd. Shareef, AP Budget Centre / CRSD, Madakasira, Anantapur
62. N. Paul Divakar, NCDHR, Delhi
63. N. Sakuntala, Masaswi Counseling Centre, West Godavari
64. NANDU, ETV Reporter
65. P. Devadanam, DF, Tarnaka, Secunderabad
66. P. Joseph Raju, Chittoor
67. P. Loundy Raju, APSSS, Special Co-ordinator
68. P.R. Krishna Murthy, Social Watch- Tamin Nadu
69. P. Sreenivasulu, P BUDGET Centre, Anantapur
70. P. Sudhakar, APSSS, Coordinator, Hyderabad
71. P. Syamala Devi, Light, Hyderabad
72. P. Upendra, NAVA Deepika, Suryapeta, Nalgonda

73. P. Venkatesh, Andhra Prabha
74. P. Venkateswarlu, PSWO, Kurnool
75. P. Viswanath, AP Budget Centre, Hyderabad
76. Puspanadham, Life Trees
77. R. Damodar Reddy, News Reporter
78. R. Nagaraju, YATRA, Yadagirigutta, Nalgonda
79. R. Paul Subbanna, FOTSO, Katheru
80. R. Ravi Kumar, NDF, Tarnaka, Secunderabad
81. R. Satyanarayana, Life Trees , Srikakulam
82. S. Penchalaiah, Sangha Mithra , Kadapa
83. S. Shivalingam, Yatra, Nalgonda
84. S. Srinivas, YATRA, Yadagirigutta
85. S. Venkata Suri, WDSCW, Hyderabad
86. Saji Jhon, YMCA President, Thalachira, Kerala
87. Shanmuga Priya. R, Social Watch –TN, Chennai
88. Shubhashansa Bakshi, CBPS, Bangalore
89. Soma Shekar Naik, HRFDLK, Bangalore, Karnataka
90. Sr. Mercy Mathum, CHATRI
91. Sri. Kaki. Madhava Rao, IAS Rttd, Former Chief Secretary –GOAP
92. Subrat Das, CBGA, New Delhi
93. Sudhamani N., Reasearch Consultant, ISST, Manipal Centre, Bangalore
94. T. Madhusudan, KURD, Machilipatnam, Krishana (Dt)
95. U. Subramanyam, Director-Indian Institute Economics, Hyderabad
96. U. Umadevi, Life Trees
97. V. Sateeshraj, Hyd Mirror
98. V. Baby Kumari, SPANDANA Women Development Society, Rajamundry
99. V.S. Abraham, Calvary Ministry, Housing board Colony, Kurnool
100. V. Srinivasulu, News Reporter
101. Venkatesh M., Dalit Bahujan Movement, Bangalore, Karnataka

Western Region Convention on Union Budget 2012-13 (Pune, Maharashtra)

1. Abhijeet Mangal, MGS Nidhi, Pune, Maharashtra
2. Anil, CITU, Pune, Maharashtra
3. Ashwin
4. Balkishan, Gokul Nagam
5. Baswant Dhymane, CEE Centra,; Pune, Maharashtra
6. Bhupendra Kaushik, BARC, Jaipur
7. Dinesh C Vagde, Brotherhood
8. Gyana, CBGA, Delhi
9. Jawed A Khan, CBGA, Delhi
10. Jitendra Maid, Gareeb Dongavi Sangathan
11. John P Abraham
12. Kanika Kaul, CBGA, Delhi
13. Kuan Mogle, Janvadi Mahila Sangathan, Mumbai, Maharashtra
14. Lal Singh, Pargi Patheya, Ahmadabad, Gujarat
15. Lata, PM, NCAS
16. Laxman Landhe
17. Mahadev Rigar, Antra Sanstha, Pune, Maharashtra
18. Mahendra Singh, BARC, Jaipur

19. Matthew Kaplan, NCAS
20. Nagesh Jadhav, Awakening Jagriti
21. Natwarbhai Vegda, Patheya, Ahmadabad, Gujarat
22. Pargi, Sewa Sagam
23. Pooja Parvati, CBGA, Delhi
24. Pratap Singh, Behaviour Science Centre, St. Xavier's College, Ahmadabad, Gujarat
25. Priya Khan, SPARK
26. Rajesh Pautrao, Awakening Jagriti
27. Ramesh Padhye, Goregaon, Mumbai
28. Ravi Duggal, IBP
29. Satish Awate, CEE Central, Pune, Maharashtra
30. Shankar D Radia, Adhivasi Jungal Janjeevan Andolan, Dadar and Nagar Haveli
31. Sheetal Lambale
32. Sonal Sheth, CEHAT, Mumbai, Maharashtra
33. Subir Dabhi, Dhruvpath
34. Vasudha Deshpande, Shiv Krupa, Pune, Maharashtra
35. Vijay Goyal, RIHR, Jaipur
36. Vijay Mane, INETRVEDA, Pune, Maharashtra
37. Vipul Dabhi, Adhivasi Jungal Janjeevan Andolan, Dadar and Nagar Haveli

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National Social Watch Coalition
National Centre for Advocacy Studies
National Campaign on Dalit Human Rights
Nirantar
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Patheya
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World Vision India



People's Budget Initiative

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