

2010

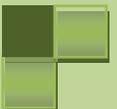
A REPORT ON THE NATIONAL CONVENTION OF BUDGET CENTRES

October 05-07, 2010

Organized by



ODISHA BUDGET & ACCOUNTABILITY CENTRE (OBAC)
E-1, Institutional Area, Gangadhar Meher Marg, Bhubaneswar 751 013
Odisha, INDIA



Since 1990's, the civil society organizations in developing countries have started to work on issues of Budget allocation, spending and policy priorities of their respective Governments. The process generated interest among right-based and other development organizations to use budget as a development monitoring tool. Thus, analyzing budgets has become a most logical tool to initiate dialogue with the service providers and users. The momentum of budget advocacy in India has increased during recent years. A number of state budget groups have emerged in different corners of the country. They hold civil society dialogue with their respective state governments on the budget and policy priorities of states. These apart, there are national level organizations, working for specific vulnerable sections of the community look at the budget in terms of fulfilling the basic needs and rights of those groups. However, enabling the community members to participate in the budget process of the government has become a major challenge for the budget organizations in India.

The Budget advocacy groups in India get together once in a year to discuss the contemporary issues with regard analysis and advocacy. As of 2010, four meetings have taken place in various places in India. These meetings bring human rights and budget organizations together to attain convergence at the practical level. The first meeting was held in *Jaipur (Rajasthan)*, organized by BARC. The discussions in the meeting reflected on the state's priorities on critical development sectors such as health, education and agriculture. The second meeting at *Pune (Maharashtra)*, organized by Samarthan highlighted the budget process undertaken by the different state governments. CAG officials from Maharashtra Government provided lot of insights to the existing audit mechanisms undertaken by the government over different periods of time. The third meeting at *Bhopal (Madhya Pradesh)*, Organized by Sanket, emphasized connecting the budget groups with the right based organizations and the fourth meeting at Hyderabad covered the issues of Dalits and Adiwasis.

Odisha Budget and Accountability Centre (OBAC) is an upshot of intensive and continuous budget analysis and advocacy process undertaken by CYSD for the last several years. The center is committed to the analysis of the budget and policy priorities of the state. It has also enabled the citizens of the state to have a better understanding of the budgetary processes and its relevance for the poor. OBAC ensures better understanding of the budgetary process through working with members of the state legislative assembly, public opinion makers such as the media, academics, and CSOs. OBAC is able to take back the research outcomes to the community and enhance community understanding on the budget utilization through organizing community reflection and social audit programmes.

This convention is organized with the objective to bring all the budget groups into a common ground to form a civil society voice and influence the forthcoming twelfth five year plan. This three days National Convention of the budget Centers was organized by the Odisha Budget and Accountability Centre (OBAC), CYSD, Bhubaneswar on 05th - 07th October 2010. Delegates from budget centers across India have participated in the convention.

DAY -1

05th October 2010

Pre Lunch Session

The day started at 9.30 am with a warm welcome by *Shri P.K. Sahoo, Chairman, CYSD*. Welcoming the delegates and participants all across India to the convention he stated



that there is a little scope for all the budget centers to meet and share their work and experiences. This convention provides a good opportunity for budget centers in India to reflect on the issues, progress as well as challenges with regard to the government budget analysis and advocacy processes and learn from each others experiences. He

emphasized that continuous efforts of the budget centers would create opportunities for the citizens to gain first hand knowledge of government operations, influence government policies, and hold government accountable.

The session was followed by *Dr. Steven Solnick, Representative (India, Nepal and Sri Lanka), Ford Foundation*. He stated that Ford Foundation is an American based fund raising organization working in India since 1950. On the whole, he expected that this convention will identify four things such as: *What problem does the budget group face at the grass root level and how will they find solutions to it? ; How do civil society organizations work together for budget analysis? ; How do the budget groups work with the Govt.?.; and lastly, What is the new agenda of the budget groups?*

Shri Jagadananda, Information Commissioner, Odisha reflecting on the journey of budget work stated that the budget groups in India have been doing an excellent job for the last few years. They are analyzing the national and state



budget and are engaged in advocacy dialogue with the government. He emphasized that the budget groups should intensify themselves in designing strategies to assess the quality of expenditure for development purposes. He also said that we all are working for poor and vulnerable and huge amounts of money are being spent for them but the results are not up to the mark. There is need to enhance the monitoring system. Further he suggested that, for this, the budget should be prepared at district level, at block and village level. There is a need for robust databases for preparing the budget at ground level. This is the time for all budget groups to work together and share knowledge with each other for better results in the future. The budget groups also need to identify new ways and means of resource generation and advise the government to utilize their resources in the right direction.

Shri P.C Ghadei, Hon'ble Finance Minister, Odisha inaugurated the Convention by lighting the lamp and congratulated all the budget groups for organizing such a



national convention. He spoke that in Odisha there is a district level planning board and a planning committee where the problems are discussed at the concerned district, but while preparing the state budget those problems are less reflected or never reflected. The state is rich in natural resources from which a huge royalty can be generated but we are getting a very negligible amount as our

share is only 10% of the total income from the sector. Thus, we demand from the Center for more royalties (30%) on the minerals. But the Center is always denying giving more royalties to Odisha. He clearly revealed that the state poverty can be eradicated if more priority would be given and thus more resources would be allocated by the Center. Thereafter, he highlighted some of the state initiatives such as the “Mo Kudia” scheme for housing for the poor, Biju KBK plan for KBK area, Madhu Babu old age pension and distribution of subsidized rice etc. The state has introduced cash management systems to minimize the rush of expenditure at the end of the year. The treasury system of the state is computerized to track the expenditure. The state now has more divisions and subdivisions, and is appointing more officers to implement the plans at the lower level.

Lastly, he said that he has been associated with CYSD for the last few years. He appreciated the work of CYSD, especially the budget unit. He looks forward to suggestions from the budget group to the government in order to prepare a good budget.

The inaugural session was followed by *Prof. Bishnu Mohapatra, Programme officer Ford Foundation*. He stated that budget work in India, by and large, focuses on the poor and marginalized. Monitoring the state budget is a way of tracking the government's activities. He expects that the partner organization should focus on three things that is:

- to establish public interest in governance;
- to establish public interest in monitoring;
- to establish public interest in spending.

Further, he specified very rightly that knowledge based evidence is essential to add noise for people mobilization, because mobilization is possible only when we can add knowledge to the noise. *Most budget organizations prepare good research reports and documents but these research reports need to be placed before the government.*



He too spoke that at present those organizations working on the budget process are in the different stages of hierarchy. Therefore, he emphasized on dissemination and sharing knowledge and learning with each other to bring all to the same level. Further, he looks for more civil society organizations to work in the budget process.



Lastly, he said Ford Foundation is closely associated with the budget work and keenly looking at the functioning of the budget groups in India. Again, he congratulated the budget groups for their good work and expects it to continue in future.

Concluding the session *Dr. Pradeep Patjoshi, Executive Director, CYSD* expressed his gratitude to the “*Finance Minister, Odisha*” for his presence and showing his confident upon CYSD. He too thanked Dr. Steven Solnick, Shri Jagadananda and Prof. Bishnu Mohapatra for their presence and guiding the budget group when and where required. He thanked all the participants from different states of India for making the convention successful and last but not the least thanked the media for covering the convention.

Technical Session - I: Budget Advocacy in India: Relevance, effectiveness and Challenges

Chaired By - Prof. Bishnu Mohapatra, Programme Officer, Ford Foundation

Facilitator - Amitabh Behar, WNTA, New Delhi

Presiding over the session Prof. Bishnu Mohapatra, Programme Officer, Ford Foundation placed few questions before the house in order know:

- Where we stand now and what can be done?
- Further he wanted to know what the budget centers are doing. ;
- What they want to focus on in the future? ; and
- What targets have set for themselves?



With this background he requested Amitabh Behar, WNTA, New Delhi to facilitate the session.

In addition to it, Amitabh Behar with due permission of the chair fused down the questions raised by Prof. Bishnu Mohapatra as in the following:

- What do we want to achieve?
- How do we want to achieve? and
- What is success for us?

The following responses came from the participants:

| What do we want to achieve? | How do we want to achieve? | What is success for us? |
|--|---|--|
| <ul style="list-style-type: none"> • Reaching the elective representatives • Tracking the budget at the community level • Making the budget a 'peoples budget' • Ensuring proper utilization of resource • Achieving Social equity • Reduced poverty • Institutional monitoring mechanism at different levels • Enhanced peoples voice • Use of Budget as a Monitoring tool by the community • Better policies and plans for the poor • Progressive policy change • Increased allocation for poor • Blocking the leakage in revenue earnings by the state • Demystification of budget for citizens | <ul style="list-style-type: none"> • Research and analysis of budgets over a period of time • Capacity building of CSOs and elective representatives on the issues of budget and policy priorities of the state and country. • Increase in citizens budget literacy and educating the key stakeholders • Advocacy for pro-poor budget in the state • Continued dialogue with stake holders • Sharing of information across different stakeholders • Sensitization of people and legislators • Mobilization of people about allocation and expenditure • Enabling the community to track expenditure • Technical support to the right based organizations • Generating alternative theory for planning programmes • Using interest of people, legislators, committees • Using Right To Information(RTI) for budget advocacy | <ul style="list-style-type: none"> • Awareness among common people, elected representatives and legislators • Greater participation of people and their representatives on the issues of budget allocation and utilization • Building capacity of the key stakeholders and citizenry groups on the issues of budget proprieties. • Alternative resource identified • Institutionalized policy in place to involve citizens in the budget making process of the state • Greater engagement of government • Building alliance among the citizenry groups. |

After listening to the group, Mr. Amitabh Behar suggested a few points:

- Consolidating multiple voice and adoption of diverse strategy
- Emphasis on transparency and accountability, policy alternative
- Undertaking participatory budget in local government
- Collective campaign, identifying procedure and change in strategy, and
- Develop a strong data base

He also pointed out that the budget work in India started only from last 15 years and there is still time to nurture them.

Post Lunch Session

The post lunch session was devoted towards sharing of new initiatives by budget groups. Prof. Bishnu Mohapatra requested all the partners to share new initiative taken up by the organization in last year.

| Sl. No | Organization | Work Done |
|----------|---------------------------|--|
| 1 | HAQ), New Delhi | <ul style="list-style-type: none"> - Networking with the local organizations and educating them about budget work - Used budget analysis in advocacy - Tracked the international development programme |
| 2 | Social Watch, Tamil Nadu | <ul style="list-style-type: none"> - Budget analysis of Dalit related programmes - Prepared alternative proposal on health budget - Emphasis on gender budgeting focusing on Dalits. |
| 3 | Sanket, Bhopal | <ul style="list-style-type: none"> - Capacity building of PRI members and elected representatives |
| 4 | OBAC-CYSD, Bhubaneswar | <ul style="list-style-type: none"> - District level budget analysis in tribal districts - Costing the Right To Education(RTE) (A field tracking the study) |
| 5 | Samarthan, Mumbai | <ul style="list-style-type: none"> - Shared with government regarding education and other related issues of Adivasis - Advocacy work done for the rural people - Made recommendations to government about farming rules for implementation of RTE - Alliance with elective representatives |

| Sl. No | Organization | Work Done |
|--------|----------------------|--|
| 6 | CBPS, Bangalore | <ul style="list-style-type: none"> - Study on institutional mechanism of line department (15no.s) of Karnataka Government - Compared different departmental links - Programme budget analysis of different sector specific plan - Worked for decentralization and local government |
| 7 | BARC, Rajasthan | <ul style="list-style-type: none"> - Change in budget document for SCs and STs - Calculated the wage rate as compared to the price hike |
| 8 | Patheya, Gujarat | <ul style="list-style-type: none"> - Translated the budget data - Published Budget Samachar - Made alliance with other local organization |
| 9 | CBGA, New Delhi | <ul style="list-style-type: none"> - Budget transparency study in the state - Resource support to national network for rain fed agriculture - Research on public understanding on taxes |
| 10 | CRSD, Andhra Pradesh | <ul style="list-style-type: none"> - Tracked budget flow from state to panchayat - Advocacy and for better policy making and implementation - Social audit of NREGA in the state |

Key responses and concerns:

Amitabh Behar:

- How we can do alternative budget?
- What is the mechanism of breaking the budget to the village level?
- Is it possible for the budget groups to prepare a parallel budget and submit to government?
- How do we involve more citizens and civil society groups in the government budget process?
- Identifying the problem areas in budget processes
- Assessment of district planning and impact evaluation

Yamini Aiyar:

- To institutionalize the system of planning processes in the district level and involving local people in the planning process
- Develop a system for grievance redressal
- The district and state level plan need to reflect the annual work plan by different departments
- Simplifying the budget process

Ravi Duggal:

- Social audit as an accountability tool has been accepted and widely used by the Government of Andhra Pradesh but the union government needs to put pressure to spread the process in the rest of India
- We should go beyond the numbers. Numbers to be interpreted to influence the policies and planning
- Local governments need to be educated on the technical aspects of the budget process.

Prof Bishnu Mohapatra:

- Influencing the policy making of the state
- Advocacy need to be strengthened by robust data base
- Budget analysis and advocacy groups should stick to institutional accountability

Technical Session – II: State commitments and budget spending

Presentation by CBGA New Delhi: “Eleventh five year plan, commitment VS budgetary provision”



The technical session –II was chaired by Prof. Bhagabata Patro. Prof. Patra highlighted that the budget groups should be aware about the issues faced by the states and they need to be informed of the technicalities involved in the planning and budgetary process of the state.

This was followed by a presentation made by Shri Nilachal Acharya, CBGA, New Delhi on “Eleven Five Year Plan vs. Commitment, Budgetary provision”. He presented the thrust areas for education, water and sanitation, agriculture and rural development. The objectives/targets of various schemes relating to the above four sectors in the plan, the

budgetary spending/allocations within four years of Eleventh Five Year Plan vs. Proposed spending/allocation. These apart, he also presented the major concerns related to the five year planning process of the Government of India.

Major issues of concern

Education

Public Private Partnership

- How to ensure quality of education with untrained contract-based para teachers.
- Setting of low and *unrealistic unit costs* constrain the scheme implementation

Health

- NRHM-unable to fulfill the optimistic expectations and is promoting a limited package of services-rather than comprehensive services
- JSY -merely promoting institutional deliveries instead of promoting safe delivery.

Water and Sanitation

- Drinking water security;
- Water resources management and use;
- Addressing Water pollution and pollution caused diseases.

Women

- Proper implementation of PWDV Act with true spirit and vigour.
- Gender Budgeting

Children

- Universalisation of ICDS with the revised unit cost
- At least two Anganwadi Workers and a Helper in each centre and hike in Salary
- Universalisation of PDS to ensure food security

Open house discussion:

There are centrally sponsored and state schemes and it is observed that the center is putting too much guidelines and directions for operationalisation of the schemes and development programmes. The funds under these programmes are directly transferred to the society but the state is held accountable for its spending and achievement. The guideline is from the centre but the people who are responsible for implementation are from the state. If the financial support from the center will be stopped, it would be very difficult for the states to continue those schemes. Thus, there is a need to maintain balance between the role of centre and state.

Functioning of the centrally sponsored programme is becoming less effective due to difficulties in implementation in the grass root level. The poor design of the plan is responsible for the failure. Planning is an instrument of rural development and failure in co-ordination is responsible for failure in implementation of plan.

With these comments, the first day of the meeting ended with the closing remarks by Prof. Patro and Subrat Das.

DAY -2

06th October 2010

Pre Lunch Session

The second day of the convention started at 9.30 am. Mr. Pravas Mishra, OBAC, Odisha welcomed all the participants to the second day and requested Prof. Bhagbat Patro to preside over the session. Thereafter, Subrat Das requested the organizations to present on budget for specific sector.

Technical Session – III: Budget for specific sector

This was followed by presentation made by *Ravi Duggal, International Budget Partner* on *“Health Budget and Expenditure, challenges and opportunity”*.



He emphasized that the expenditure in the health sector is more for the people but the budget allocation is not much where as in other sectors is more. Explaining the importance of sectoral budget he said focused on the following points.

- Sectoral needs to be treated as basic services/ social security
- Deprivation of basic services/social security
- Creation of universal access and equity to the sectoral spending
- There should be some benchmarks and best practices on allocation and quality spending on social sectors.

Being a welfare state, education and health is taken care of by the government. If these problems are solved then many issues will come to an end as these are of major concern

to the developing countries. Now- a-days public financing has become critical. Sharing his global experience, in 2-3 years, the drug prices have doubled, but in India, drug prices are still low. Indians get free health camps as their capacity to take care of their health and bear the expenses is not enough.

Citing the example of Canada, he said a national health financing system is in operation there. Health is a service in Canada and the system of Fee for Services compels the citizens to pay for this service. But in USA the government provides free education and health. However the health services are provided through negotiated schemes in the form of private insurance and tax for Medicare and medical aid.

The situation of Thailand is somehow different as the district health services (DHS) in rural areas are well developed. The rule of mandatory rural service by all medical graduates for three years helps DHS staff. But a weaker private sector in rural areas is still a concern.

Before concluding his presentation, he suggested the following areas of improvement, scope for budget work and concern for health sector

- Community based insurance and voluntary insurance were tried but found not suitable to move towards universal coverage
- Social Health insurance proved a more viable model but since over half population is in the informal sector, this could not be the basis for generalization
- Tax based funding has emerged as the main basis of financing
- Expanding sub-national budget work – state and district levels
- Access to budget documents and expenditure databases
- Analysis of expenditures at unit level/program level and linking to outputs and outcomes in the form of National Health Accounts, state health accounts, district health accounts and program specific health accounts like reproductive health accounts or primary healthcare health accounts
- Social Audits in health budget spending

The next presentation was made by **Mr. Mahendra Jethmalini, Pathey, Gujarat** on **“Budget for education”**. He shared few facts of Gujrat such as state fiscal position,



education budget of Gujarat, gender disparity and in school enrollment, scheme adopted to enhance education, targets during XI FYP for Gujarat and women employment in public and Private sector in Gujarat. He raised the following concerns for the realization of free and compulsory education by the Gujarat Government:

- Mass recruitment of Teachers (1.05 lakhs) with salary of @2500/ months for five years and then to be absorbed in regular pay-scale raises question mark over the commitments of teachers
- Quality of education in the government schools is concern particularly in Tribal areas.
- Emphasis is more on privatization/self finance
- Equity in case educations science /commerce

There after *Mr. Pravas Mishra, CYSD*, presented on “*Right to education Act Vis - a - Vis Orissa State Budget 2010 -11*”. He highlighted critical challenges of primary



education in Orissa and where the state stands, the standard norm of Right to education act and the gaps, state budget allocation and expenditure on education and area to be reflected in future.

The presentation verified the budget allocation vis-à-vis the status of elementary education in the state as per the norms of RTE. The following gaps need to be addressed.

- **Neighborhood school:** *We have one school in every 3.2 Sq. Km* : More budget for establishment of new schools
- **Teacher-student ratio:** More budget to appoint regular teachers
- **Text book:** SSA norm is Rs.150.00 per primary student and Rs.250.00 upper primary. Existing budget – 42Crore(35 from SSA and 7 crores from state budget) contrary to the requirement of 126 Crores
- **Building and Facilities in schools:** Not allocated in the current budget
- **Motivating enrolment of out-of-school children:** 2.61 crore has been utilized out of 15.26 crores in SSA
- **Attention towards migrant children:** No budget provision during 2010-11

This was followed by presentation made by Ms Yamini Aiyer, *Accountability Initiative, New Delhi* on “*PAISA Initiative*.”

The objective of the Paisa initiative is to promote transparency and accountability in public expenditure management for service delivery. She presented a national picture of SSA. The major findings are:



- Over 90 percent of schools spend it
- Over 80 percent of headmasters and teachers know about grants

But....

- Spending SDG/SMG does not mean there are usable toilets and working hand pumps
 - Over 40 percent of India’s schools don’t have usable toilets
 - Nearly a quarter of India’s schools don’t have working hand pumps
 - However, over 90 percent of schools do have a writeable blackboard and over 80 percent have teaching-learning material other than textbooks

Major learning from the study:

- **Institutional constraints:** Tied funds, unpredictable fund flows, limited funds
- **Capacity Constraints:** low absorptive capacity to spend money, weak planning capacity
- **Information Constraints:** Lack of information on resource flows, roles and responsibilities, need for more capacity building training



The last presentation of the session was presented by Centre for Budget and Policy Studies (CBPS), on the topic *Cost Effectiveness Analysis Interactive Radio Instruction Program in Education*. Ms Subhashnasha Bakshi presented on behalf of CBPS.

The Interactive Radio Instruction programme in Karnataka was started in 2005-06 for all the primary schools of Karnataka by Sarva Shiksha Abhiyaan and DSERT in collaboration with EDC. The programme constituted of 30 minutes of audio instructions on the subjects Mathematics, Environmental science, Kannada, English. This is also implemented in offline medium (IAI) in Urdu Schools by using multimedia player.

Major findings of the study

- Approximately Rs 31 is the cost of per child access to the IRI program and Rs 126 is per child cost of the IAI program
- Need to target different audiences with different medium of intervention. Radio serves for a larger student group. For smaller and niche groups, offline medium works better. Radio will not prove cost effective when the targeted students group is smaller(different medium of instruction used in Schools),
- Need to link the expenditure with learning outcomes

Open house discussion after the presentation:

- Tracking the budget allocation for different programmes and analyzing the same, the house wanted to know whether there is any plan and institutional mechanism for advocacy.
- Tracking the educational system in the state it is necessary to involve the Village education committee members in planning.
- Failure of plan is only due to lack of interest of the government and the elective representative.
- Need to do research on developing strategy to address the issue.
- Budget work has three dimensions these are tracking the numbers, planning for resources and quality implementation.
- In India political force can be generated by peoples pressure
- The budget groups should transfer the issue to financial term so to influence the political force.
- Without proper evidence and peoples pressure it is difficult to accuse the government

Technical Session – IV: Budget for Disadvantage group

This session was devoted to discuss the budget priorities for the disadvantaged groups.

Mr. Paul Diwakar, NCDHR, presented a case of Delhi SCP & CWG on “**reclaiming diverted/misutilised special component plan**”.

He highlighted the case of the budget of SCP, which was diverted to CWG by the Govt. of NCT of Delhi. The issue was raised before the Ministry of Home affairs and disseminated through the media. The latest calculation of diverted amount Rs. 678.91 Cr, as per the facts



submitted in the Rajya Sabha. Dr. Narendra Jadav, Member Planning Commission who is heading a task force to examine operational difficulties in SCP/TSP suggested bringing back the money for the development of Dalits. Finally, he concluded with saying mass mobilization of the community is needed to demand economic rights and there is a need to mobilize legislation for SCP and TSP.

This was followed by presentation made by *Mr. B.D.A Satya Babu, CRDS, and*



Andrapradesh on “MGNREGA in a Dalit Perspective a case of Andrapradesh”. He started his presentation with an overall scenario of Dalits in Andhra Pradesh and Dalits in MGNREGA. He described the concept of people’s monitoring of MGNREGA, major demands, PMC Advocacy, PMC participation in Social Audit. Through PMC the following strategies are taken up:

- Promote Wage Seekers Associations/ Unions by the government
- Effective measures to implement NREGS to reach SCs and STs who suffer more with hunger
- Organize special Gramasabhas in SC/ST habitations Dalit Gramasabhas to incorporate shelf of works.
- Appointment of SC/ST Field Assistants wherever majority laborers are from SCs/STs
- Promotion of district and mandal level GO-NGO committees and to have regular meetings

There after, *Mr. Dev Kanta Tripathy, Sanket Development Group, Bhopal* presented on

“Challenge of Malnutrition and Civil Society spearheading” a case of Madhya Pradesh”. In his presentation he elaborated on the prevalence and causes of malnutrition in MP, state intervention, utilization trends of SNP under different social categories (in %), allocation and spending on special nutrition programmes, impact of civil society spearheading and major achievement of the state.



Utilization trends of SNP under different social categories in Madhya Pradesh

- Overall utilization and under general category shows poor performance in 05-06 and 06-07
- Utilization trends under TSP were better compare to other General and SCP, except decline in 06-07 and 07-08
- Utilization trend under SCP however, were not promising in 4 years.

Impact of Civil Society Spearheading

- Increased timing for anganwadi from 3-5 hrs daily
- Focus on variety and quality of food served in anganwadi
- Increased state share of funds for honorarium anganwadi worker and helper.
- District-wise base line survey for mapping current nutritional status of children

Ms. Parul Thukral, HAQ, New Delhi, presented on “*State Performance and Accountability*”.



She presented on the work done by HAQ on the budget for children. Recognizing that children under 18 constitute a significant percentage of the Indian population, the Government is committed to their welfare and development. This statement reflects budget provisions of schemes that are meant

substantially for the welfare of children. These provisions indicate educational outlays, provisions for the girl child, health, provisions for Child protection, etc.

For advocacy in the state and national level HAQ has done the following actions:

- Advocacy with local self governments, *panchayats* (linking BfC with communities)
- Setting up alliances
- Starting campaigns
- Linking up with national campaigns on child labour
- Tracking the fund flow

Open house discussion after the presentation:

- The plan is for the disadvantaged group but maximum money is spent for the advantaged group and only a few amounts are spent for the people for whom the plan is really meant for.

- The situation should be same for the advantaged and disadvantaged group so we can say that our plan is running properly.
- Integrated plans should be prepared for the Dalits, SCs and STs.
- More research is required for this on them
- Special time bound and integrated plans are the need of the time.

Post Lunch Session

Technical Session – V: Quality of Legislative Discussion: Key opportunity ahead

Speaker: Shri Panchanan Kanungo, Ex. Finance Minister, Odisha

Chair: Ms. Yamini Aiyer, Accountability Initiative, New Delhi

Ms. Yamini Aiyer welcomed Shri Panchanan Kanungo, Ex. Finance Minister, Odisha to the National Convention of Budget Centre and requested him to preside over the session.



Mr Kanungo stated that, this is a great opportunity that different budget groups from different parts of the country are gathered here to share their knowledge. The expenditure of the government flows in a peculiar manner, where there is no guarantee of accountability. Most of the schemes are off-budget and tracking the real budget is not

possible through existing budget documents.

In addition, he stated that, according to the report of Saxena committee, Tendulkar committee and NSSO says that the poverty rate in Orissa is increasing. On one side the GSDP is growing, on the other side the poverty is increasing. Development theories are of two types one is point to point development and another one is layer development. The budget should be prepared for layer development. All the money should to be kept in consolidated funds and should be channeled through responsible agencies. Budget utilization should be time bound and allocation should be according to the need of the people.

Thereafter, the participants raised a few questions:

- The legislator and bureaucrat blame each other for failure of plan, how to deal with this situation?
- Where should we go for positioning our demand/ claim? Who is the real nodal officer the ministry or the bureaucrat?
- How can we engage the different committee members for advocacy?

Responding to the participants, the Ex. Finance Minister, Odisha said that the political will is to gather general will. It is not possible to meet the ministers for every demand. Therefore, it is preferable to approach the bottom department. Again the analysis made by the budget group could be shared with different committees in order to bring change in policy.

End of the second day session was devoted towards influencing the 12th Five Year Plan presented by Shri Subrat Das, CBGA, New Delhi. He focused on three things:

- Process of formulation of the 12th Five Year Plan,
- Opportunities for influencing the policymakers in this process
- Research inputs from budget groups.

Thereafter the budget group was left to rethink and come out with new ideas for the 12th Five Year Plan. With this the second day marked closed.

DAY -3
07th October 2010

Pre Lunch Session

The third day marked open sharp at 9.30 am. At the outset Mr. Subrat Das, Executive



Director, CBGA welcomed all the participants to the third day and facilitated the session. He asked the budget groups to give inputs on the previous day discussion about the 12th five year plan. He said recommendations should be based on evidence and on national issues. Again it should influence each state plan strongly.

After a long discussion the budget groups have taken up collective responsibility of putting together all their research evidence to prepare a document which would:

- Articulate civil society recommendations in various important sectors for 12th Five year plan.
- Serve as a support document for the advocacy efforts by the larger civil society on 12th Plan

Thus, the research areas were identified and the list of organizations showed their interest to be a part of it in respective research areas along with time frame where finalized.

Collective Research Output by Budget groups in India (Time line- 6 months)

| Suggestive Research Areas | Lead Organization | Organization(s) |
|---|--------------------------|--|
| Dalits | | NCDHR, Social Watch-TN, BARC, Patheya, Samarthan, NCAS, CBGA, HAQ, CRSD-APBC,Sanket |
| Adivasis | | NCDHR, Social Watch-TN, BARC, LEADS-Trust Patheya, Samarthan, NCAS, CBGA, HAQ and CYSD |
| Child Rights | | HAQ, CBGA, LEADS, Patheya, SW-TN, Sanket |
| Women | | NEN,CBGA, SW-TN, BARC, NCDHR-AIDMAM |
| Religious Minorities | | CBGA, AI (not present), BARC |
| Senior Citizen | | BARC, IPFP ((not present) |
| LGBT | | |
| Disability | | HAQ, NEN |
| Decentralization | | CBPS, BARC, CYSD,LEADS,NCAS |
| Health | | CBGA, CYSD, HAQ,, CEHAT, CBPS |
| HIV/AIDS | | HAQ, CBGA, GDS |
| Water and Sanitation | | CBGA, NCAS, BARC, SKA/NCDHR |
| Rural Development | | SW-TN, CBGA, GDS, CRSD-APBC, CYSD, Patheya |
| Livelihood and Employment | | GDS, BARC, LEADS, CBGA, CYSD, |
| Education | | CYSD, CBGA, AI, CBPS, HAQ, Sanket, SW-TN, Patheya, LEADS, Samarthan, BARC, NCDHR-CSEI |
| Agriculture (Small and Marginal Farmers) | | BARC, CBGA, CYSD, GDS, LEADS, |

| Suggestive Research Areas | Lead Organization | Organization(s) |
|--|--------------------------|---------------------------------|
| Food Security | | CYSD, CBGA, BARC, LEADS |
| Migrant labours in unorganized sector | | GDS, SW-TN |
| Disaster and risk reduction | | GDS, NCDHR-NDW, BARC, CBGA, NEN |
| Displacement, Rehabilitation and resettlement | | LEADS, NCAS, CYSD, BARC |
| Environment and Climate Change | | CBGA, BARC, GDS |
| Social Security | | BARC, CYSD |
| North East Areas | | NEN, NCDHR-WING, CBGA |

Time Line (6month)

| | |
|--|-------------------------------------|
| Mandates | 23rd October 2010 |
| Finalizing the groups | End of October 2010 |
| Overall framework for the document | 15 th November 2010 |
| Individual group first draft(s) | 15 th February 2011 |
| Consolidation and overall 1st draft | 25 th March 2011(Subrat) |
| Consultation (with the larger group/with first draft) | Early April 2011 |
| Individual final draft | |
| First draft overall report | April, 2011 |
| National consultation-Civil society groups | |
| Final draft | |
| Release and presentation to PC | |

The collective advocacy by the budget groups is an innovative approach of budget work in India. All the members were encouraged to see a good progress in this process. Looking at the need for a coordinating organization for this process, CYSD has been given the responsibility to coordinate with the budget groups on preparing the analytical papers for the national five year plan of the Government of India.

Before concluding the session it was decided by the budget groups that Patheya, Ahmadabad will organize the next National Convention of the budget centre. Thereafter, each participants of the budget group gave their feedback on the national convention organized by CYSD. With this the three day National Convention of the Budget Centers marked closed.

SPECIAL MOMENT OF THE CONVENTION



Felicitation to Dr Bishnu Mohapatra and Dr Steven Solnick

National Convention of Budget Centres (India)
(5th, 6th and 7th October 2010 at CYSD, Bhubaneswar, Odisha)

Participant List

| Sl. | Name of the Participant | Organisation & Address |
|-----|------------------------------|--|
| 1 | Shri Prafulla Chandra Ghadei | Hon'ble Finance Minister, Govt of Odisha |
| 2 | Shri Jagadanand | Hon'ble Commissioner, State Information Commission, Govt of Odisha |
| 3 | Dr Steven Solnick | Ford Foundation, New Delhi |
| 4 | Dr Bishnu Mohapatra | Ford Foundation, New Delhi |
| 5 | Shri Amitabh Beher | Wada Na Todo Abhiyan, New Delhi |
| 6 | Shri Ravi Duggal | International Budget Projects |
| | Shri Panchanan Kanungo | Ex. Finance Minister, Odisha |
| 7 | Shri Prafulla Kumar Sahoo | Chairman, CYSD |
| 8 | Dr Pradeep Patajoshi | Executive Director, CYSD |
| 11 | Shri Nesar Ahmad | BARC, Jaipur |
| | Nagendra Singh | BARC, Jaipur |
| 12 | Shri Mahendra Jethamalini | Pathey, Ahmedabad |
| 13 | Shri Natwar Bhai Wageda | Pathey, Ahmedabad |
| 14 | Shri Lalsingh Bhai Balki | |
| 15 | Shri A.K. Singh | Leads Trust, Ranchi |
| 16 | Ms Neha Prasad | Leads Trust, Ranchi |
| 17 | Shri Satyababu Bose | CRSD, Hyderabad |
| 18 | Ms Hilda Grace | CRSD, Hyderabad |
| 19 | Shri. Mangesh Kadam | Samarthan, Mumbai |
| 20 | Shri. Rupesh. B. Kir | Samarthan, Mumbai |
| 21 | Devkant Tripathy | SANKET, Bhopal |
| 22 | Ms Yasmin Laskar | North East Network, Guwahati |
| 23 | Ms. Sriharini Nayanan | CBPS Chennai |
| 24 | Ms Subhashansa Bakshi | CBPS, Banagalore |
| 25 | Shri Amitabh Mishra | GDS, Lucknow |
| 26 | Shri Amit Narkar | NCAS, Pune |
| 27 | Ms Manimala | NCAS, Delhi |

| Sl. | Name of the Participant | Organisation & Address |
|--------------|--------------------------------|---|
| 28 | Shri Subrat Das | CBGA, New Delhi |
| 29 | Shri Nilachala Acharya | CBGA, New Delhi |
| 30 | Shri Paul Divakar | NCDHR, New Delhi |
| 31 | Ms. Shanmuga Priya. R | Social Watch- Tamil Nadu |
| 32 | Ms Indarilin Dkhar | HAQ CRC, New Delhi |
| 33 | Ms Parul Thukral | HAQ CRC, New Delhi |
| 34 | Ms Yamini Aiyar | Accountability India, New Delhi |
| 35 | Ms Shashiprava Bindhani | Society for Developmental Action |
| 36 | Shri Diganta Mohanty | Care India, Bhubaneswar |
| 37 | Ashok Kumar Padhi | UTSWASSA, Bhubaneswar |
| 38 | Nagendra Singh | BARC, Jaipur |
| 39 | Prof. Bhagabata Patro | Berhampur University |
| 40 | Shri Bhagaban Biswal | Bhubaneswar |
| 41 | Shri S. K. Biswal | Advocate, Bhubaneswar |
| 42 | Shri K. J. Kumar | Social Watch, Tamil Nadu |
| 43 | Shri Pravas Mishra | CYSD |
| 44 | Shri Prafulla Rout | CYSD |
| 45 | Ms Uppali Mohanty | CYSD |
| 46 | Shri Basanta Kumar Nayak | CYSD |
| 47 | Shri Jyoti Prakash Brahma | CYSD |
| MEDIA | | |
| 50 | Debu Patnaik | Govt Accredited Journalist (Free Lancer) |
| 51 | B. Soumyajit | Pragativadi |
| 52 | Prasanta Pati | The Samaj |
| 53 | Bhakta Jena | OTV |
| 54 | Aswini Sahu | OTV |
| 55 | Sadananda Rana | Odisha Bhaskar |
| 56 | Manoj Ku. Swain | Pragativadi |
| 57 | Sushree Das | Pragativadi |
| 58 | S. G. Mohanty | Dharitri |
| 59 | Sudhans Ku. Patra | Naxatra TV |
| 60 | Prasant Piyus Mohapatra | Sambad |
| 61 | Prabhat Ku. Naik | Kanak TV |



