

# Round Table

## Policies and Programmes for Children in Rajasthan Trends and Prospects



Organized by  
**Budget Analysis and Research Centre Trust**

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# Round Table

**Policies and Programmes for Children in Rajasthan  
Trends and Prospects  
(A Report)**

Hotel Jaipur Palace, Jaipur  
May 5, 2016

**Barkha Mathur**

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Policies and Programmes for Children in Rajasthan  
Trends and Prospects (A Report)**

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## Abbreviations

|      |   |
|------|---|
| ANM  | Auxiliary Nurse Midwifery                             |
| ASHA | Accredited Social Health Activist                     |
| CBGA | Centre for Budget and Governance Accountability       |
| CSO  | Civil Society Organization                            |
| FFC  | Fourteenth Finance Commission                         |
| GDP  | Gross Domestic Product                                |
| Gol  | Government of India                                   |
| GSDP | Gross State Domestic Product                          |
| IAS  | Indian Administrative Services                        |
| NGO  | Non-Government Organization                           |
| NITI | National Institute for Transforming India             |
| OECD | Organization for Economic Cooperation and Development |
| PIL  | Public Interest Litigation                            |
| PRI  | Panchayati Raj Institution                            |
| RTI  | Right to Information                                  |
| ULB  | Urban Local Body                                      |

## Foreword

“There can be no keener revelation of a society's soul than the way in which it treats its children.”

Nelson Mandela

India has been proactively supporting and endorsing the rights of the children in the various international forums and has also been enforcing child friendly policies, programmes, justice system and layers of support structures. However, still these policies seem to be only declaration of the intent and are needed to be supported by adequate budget, translated into well-designed programmes and implemented through effective structures.

In order to understand the current scenario of policies and programmes for children in India with a focus on Rajasthan and to promote an open exchange of ideas on this issue, Budget Analysis and Research Centre Trust conducted a half-day Round Table on “Policies and programmes for Children in Rajasthan: Trends and Prospects” with the support of UNICEF, Rajasthan. This report summarizes major points of discussion from the Round Table.

The discussion in the Round Table, organised in three sessions, focused on the three major interrelated themes:

1. Social sector policies and programmes
2. Devolution of funds and budget availability
3. Governance of women and children specific programmes

The speakers and the participants could engage in intense and meaningful discussion which this report tries to capture in briefly. We hope that the report will interest those who are concerned with the policy making, child rights and those organisations working on ground with the children in the state.

Nesar Ahmad  
Director

## I. Overview

This report summarizes major points of discussion in the half-day Round Table on “Policies and Programmes for Children in Rajasthan: Trends and Prospects” organized by Budget Analysis and Research Centre (BARC) Trust, Jaipur with the support of UNICEF, Rajasthan. The Round Table was organized in the Hotel Jaipur Palace, Jaipur on May 5, 2016 and more than 50 representatives representing almost 40 organizations, including the State Finance Commission, Rajasthan University, research institutes, NGOs and CSOs, participated in the Round Table.

The overall purpose of the discussion was to promote an open exchange of ideas and expertise on the issues related to children, build an understanding about the current trends in the policies and programmes for children with a focus on the children in Rajasthan, and identify critical points of entry for the attention of policy makers, planners, political leaders, NGOs and academia for bridging the gaps.

### Theoretical Background:

India has been proactively participating in the international forums for conceptualization and formulation for rights of the children and has also been enforcing implementation of child friendly policies, programmes, justice system and layers of support structures. As a result, India is one of the nations which have the finest policies, legislations, programmes for children with a special focus on the marginalized. However, at present these policies seem to be only declaration of the intent and are needed to be supported by adequate budget, translated into well-designed programmes and implemented through effective structures. A feedback mechanism is also imperative to ensure that the outcomes are monitored and suitable corrective measures are taken concurrently. Policies and programmes, however, are always determined by the socio-economic and political realities.

The current socio-economic and political scenario in India has witnessed developments of profound long-term implications recently:

- National Institute for Transforming India (NITI) replaced Planning Commission, signalling an end of the planning process seen in the country so far. This is also evident from the announcement of end of the Plan and Non-Plan distinction in the government expenditure from 2017-2018.
- Apart from this, as a result of the recommendations of Fourteenth Finance Commission (FFC) state governments have higher share (increased by 10%) in central taxes and as a result have higher amount of “untied” funds. The Centre is now expecting states to take increased burden of social sector allocations. Also significant is the fact that Panchayats and local bodies shall receive higher allocation, almost directly from the Centre.
- The other key developments of importance are renewed focus on sanitation in the form of Swachh Bharat Abhiyan, and Beti Bachao Beti Padhao for the survival and development of the girl child.

### Challenges before Rajasthan:

In the changing scenario, Rajasthan occupies a highly vulnerable position due to its highly diverse geography and higher level of dependence on agriculture and livestock – mostly rainfall dependent. The state also has deep rooted cultural traditions, norms and practices which often are in conflict with modern way of life. Despite some improvements and encouraging trends high gender gap is still visible across all social indicators. There has been slow improvement in social development indicators such as life expectancy, literacy, enrolment and retention of children in schools, infant mortality, institutional delivery, immunization of children, and antenatal care etc. The economy of the state is also maintaining its level similar or above national averages, if not booming.

In order to tread the path of gaining a better position among the other challenging states of India, Rajasthan is confronted with the challenge of translating its policies into programmes that deliver good quality essential

services to people, especially children and women, who are marginalized, excluded and vulnerable. The overall improvement in indicators now depends hugely on the extent to which children and women in tribal communities, desert areas, urban slums, interior rural pockets, the poor homes, Dalits, and Muslim communities are able to avail those services.

Keeping in view the above background and to address the impact of the changing socio-political and fiscal landscape, the round table discussion was designed to focus on the following three aspects of policies and programmes related to social sector with special reference to women and children specially of the marginalized communities in the state:

1. Social sector policies and programmes
2. Devolution of funds and budget availability
3. Governance of women and children specific programmes

#### Summary of the Discussion:

The discussion during the Round Table took place in three sessions each focusing on one of the three main themes mentioned above. In the first session, Prof. V.S. Vyas gave an overview of the investment in education and health and the impact it makes on the people in general and children in particular. This formed a background to the subsequent discussions. His presentation reiterated that in order to have development in a country, investment in social sectors is not some sort of charity, but it is in fact, a necessity. Without investment in social sector, particularly in education and health, the handicaps faced by the marginalized sections cannot be removed. Providing accessible, affordable and equitable facilities in education and health is the foundation for an inclusive society and a prerequisite for sustainable development.

In the second session, the theme of the discussion was based on budgetary allocations and changes in the fiscal landscape due to the recommendations of the Fourteenth Finance Commission. Speakers, Subrat Das and Nesar Ahmad gave small presentations on the scope of the Union Budget and the economic scenario in Rajasthan. The discussion reiterated the concern over decreasing trends in the allocation for social sector services like education and health in India. Countries like Brazil, China and Mexico have increased their expenditure on education and health in terms of their proportion of GDP, but in India the increase is much less. Even though due to the recommendations of the Fourteenth Finance Commission, the share of states in the divisible pool of central taxes has increased from 32% to 42%, the overall dependence of the state on the Centre has not decreased due to changes in the allocation pattern for other grants and many important social sector schemes. In a State like Rajasthan which the GSDP is totally disconnected from the community, there seems to be very less room for social sector spending as a large amount of the budget seems to be committed expenditure in form of interest payment, salaries, pensions and other administrative spending.

The discussion in the third session highlighted the role of governance in proper implementation of various schemes and programmes. The speakers of the session, Bishnu Mohapatra and Rajendra Bhanwat, presented their view on political understanding and good governance respectively. The discourse on budgetary allocations cannot be completed in absence of an understanding of the political environment of the country and the states. The models for good practices have to be discussed more and innovations in the implementation of welfare projects should be encouraged so that the benefits of the projects can be enjoyed by the most marginalized person and leakages can be checked. The primary reasons for poor governance are lack of accountability, lack of transparency, lack of empathy among service providers, lack of political will, lack of sensitivity on the part of the policy makers and lack of the ownership among the implementation agencies.

## II. Welcome and Introduction

The Round Table began with Dr. Nesar Ahmad, director, BARC Trust welcoming all the speakers and the participants. In his welcome address, Dr. Ahmad told that BARC, which is a resource unit of Astha, has recently been registered as a trust and this Round Table on programmes and policies for children is the first formal programme organized by the BARC Trust. He said, "We are very happy that the first programme of BARC Trust has been supported by UNICEF, Rajasthan". He introduced the theme for the Round Table, explained about the purpose and objectives of the conference and laid down the structure of all the sessions which included presentations from the speakers followed by open house discussion. Dr. Ahmad told that the background of the discussion includes the recent policy changes, recommendations of the Fourteenth Finance Commission, the recent situations in Rajasthan and the likely impact they are going to have particularly on the children, women and on the vulnerable communities.

## III. First Session: Social Sector Policies and Programmes

Chair: Prof. Vijay Vir Singh

Speaker: Prof. V.S. Vyas

The first session of the Round Table began by the Chair, Prof. Vijay Vir Singh, welcoming the speaker and the participants and wishing success to the round table. He then requested the speaker for the session, Prof. V.S. Vyas to give his presentation.

Prof. Vyas started his presentation by congratulating BARC Trust for becoming a registered entity and bringing together a great panel and participants to discuss a very important issue. He told that the main purpose of his presentation was to provide an overall picture with regards to the social sector policies and programmes in Rajasthan that would serve as a background for the rest of the sessions.

Prof. Vyas began his presentation by stating that over a period of time importance of the social services has started being recognized for equitable and sustainable growth. Investment in these services, e.g. in education and health, is considered necessary for enhancing productivity of the workforce. He explained that whatever economic development has taken place, it has been preceded by social investment. Therefore there is a growing realization that this form of investment is not charity but a must.



He then quoted Amartya Sen and spoke of looking at social services in a more holistic manner. He said, "As Amartya Sen has suggested, investment in sectors like health and education need not to be viewed only as investment in human resource development, it is necessary to enhance basic capabilities, which in turn also helps in economic growth".

**“If it is about enrolling children, we have done very well. However, we need to ask why only a few kids are able to complete primary education and even fewer reach up to higher education?”**

**– Prof. V.S. Vyas**

He asserted that the definition of social sector in development was very wide and it includes education, health, sanitation, water supply, family welfare, social security etc. His presentation, however, focused on education and health. Moreover, stressed on these aspects particularly in the context of Rajasthan. He said that our main concern is how policies and programmes in these areas are impacting the healthy growth of children. This is because, inter-generational poverty and deprivation would be perpetuated if proper attention was not given to health and education of children.

By all account state has to take a lead in developing and delivering programmes in these sectors. It may invite private sector to join wherever necessary and possible, but it cannot abdicate its responsibility, more so as the cost of availing these services from the private sector is comparatively high and puts the poorer sections in particularly disadvantageous position.

Prof. Vyas analysed the education sector and highlighted that improvements in the sector are visible and the trend seems to be positive. He said that in education sector, the country and the state of Rajasthan have been able to:

- Achieve almost universal enrolment
- Improve accessibility of school everywhere
- Significantly improve school infrastructure

However, there are also gaps in various areas such as:

- Poor quality of education
- Large rates of drop-outs much before the terminal years which implies that education has no meaningful impact on children's lives
- Lack of community involvement

He told the participants to become aware about the roles and stake of all the implementing agencies. He said that one scheme related to education comes under the purview of almost 17 ministries and departments. One has to be aware of this in order to properly advocate child's right to education.

In his discussion on the health sector, Prof. Vyas said that some of the achievements in the sector are noteworthy; however, the overall trend in health is bleak at both, the country level and the state level.

According to Prof. Vyas, the positives in the health sector of Rajasthan are:

- Better facilities for institutional deliveries for women
- Large coverage for immunization programme for children
- Network of grass-roots health workers in rural and urban areas (such as ASHAs and ANMs)
- Access to free medicines and diagnostic services for a large section
- Beginning of a programme for health insurance

He asserted that Rajasthan can take pride in its free medicines and diagnostic scheme as it is the first state to implement this in the country and now the Centre is also looking at these schemes.

However, the health sector, despite these achievements, has negative picture due to the following:

- In Universal Health Coverage Index developed by the World Bank for six developing countries, India stands at the bottom or, at best, just before bottom in all criteria
- Child (under five) mortality at 49 is still one of the highest among the developing countries
- There is hardly any improvement in child nutrition

“One of the interpretations of progressively decreasing expenditure on food by the people is that the people sacrifice taking adequate food mostly because of taking care of sick persons in the family.”

– Prof. V.S. Vyas

- Access to health facilities is grossly uneven
- Not enough efforts are made for preventive health care

He asserted that for a state to fulfil its responsibility in these sectors, adequate budgets, outcomes commensurate to spending and a non-discriminatory delivery system are essential.

He asserted that while commenting on the budgetary provisions we should keep the limitations in view. These include:

- Involvement of more than one ministry and department in various schemes under health and education sectors
- Huge amount of unspent funds in the previous financial years reflected in the tremendous decrease in the Revised Estimates
- The budgets are normative and do not reflect the rate of inflation
- March Syndrome: The rush to complete the targets before March 31st leads compromise with the quality of expenditure

While talking about the budgets, Prof. Vyas emphasized on an important drawback of the budgetary system currently used by the government. He said that the budget figures do not account for the inflation. If it does, one will realize that development is actually negative. He said that budget figures are deceptive.

Prof. Vyas also listed out certain alarming trends in the education and health sectors:

- The international standard is to spend at least 5% of the GDP on education but in India, it has never gone beyond 3% and the outcome of the expenditure is very poor.
- Rajasthan is particularly weak in budgetary provisions for education of children. There has been no indication of increase in budgetary resources, in real terms, for education and health over the last few years.
- The main problem in education is quality education. According to ASER report (2014) not only the quality of education is poor and declining, it is true for both public schools as well as private schools. There are very few states in the country like Himachal Pradesh and Tamil Nadu where the learning outcomes are rather satisfactory.
- The private sectors are increasingly becoming a major player in health and education as it is evident by the number of schools and health facilities.
- However, the solution is not privatization. Private investment focuses on short term and quick outcomes. The private sector also seems to focus more on curative health rather than preventive health. Ironically, in sectors such as health, the cost of curative health is high, that of preventive care is low. The government health services are necessary.
- There are several problems within the public sector also. The government works with a one size fits all approach. It emphasizes on targets over quality. There is also a lack of mid-term appraisal and correction even though mid-term meetings take place.

In conclusion, Prof. Vyas asserted that despite the negative trends, none of these difficulties are insurmountable. They can be solved through measures such as: relating budgetary provisions with the expected outcome, instituting a concurrent and transparent system of evaluation and developing partnership relations with other stakeholders.

He said that solution is not privatization, which both in education and health sectors is relatively high and growing.

Because of high costs, large sections of people cannot avail these services from private service providers, or they have to incur debt or forgo some other essential items of consumption. Besides, private sector looks at short term results; investments, which give results in the long run, are not attractive to the private sector. For example, private sector will not be interested in preventive health care measures.

#### Open Discussion:

Following the presentation, the Chair opened the house for discussion. During this time, several questions were asked and interesting points were posed by the participants which added to the substantive nature of the discussion. Following are some of the questions and points raised by the participants:

- Shagun from UNICEF raised a very important question about the basis of allocation of the expenditure per child. She asked, "Is there any study that shows that budgets and learning outcomes are concurrent?"
- Retired IAS Officer R. Bhanwat pointed out the lack of will on the part of the government to educate the citizens which might make them smarter and invoke questions in their minds.
- It was pointed out that pre-school education gets missed out and it is important to acknowledge this aspect in policy making.
- Navin from Action Aid strongly advocated the problem of "social exclusion" in the education and health sectors and expressed his dissatisfaction on the way the policy makers address this issue.
- Shabnam from The Hunger Project reiterated lack of awareness about Panchayat Level, Tehsil Level, Block Level, District Level development plans among the people. She said that these plans must be made more participatory and should not be made and finalized in the offices. Community participation is must for long term welfare of the people.
- Yogesh from Prayatan pointed out a very shocking incident in a remote village of Rajasthan where the students were forced to study outside under the sun even in the hot summers as the building could collapse any moment.
- Renuka Pamecha from Vividha pointed out that there have been absolutely no coordination meetings of the multiple departments in charge of schemes related to education and health.
- Gopal Verma told the group that even though addressing malnutrition is one of the Sustainable Development Goals, there is absolutely nothing being done at national level about it. Even the members of the Child Protection Committee are not aware of this.
- Vanita from UNICEF raised an important issue of poor health among the girls and mothers which is very

important while discussing about the health of children.

The other participants also raised some thought provoking points highlighting the importance of good practices. Many expressed their concern over the quality of education going down despite increased spending. The questions related to addressing of social acceptability versus social accessibility in policy making were also raised during the open discussion. The contradiction



between evaluation of the quality of education if exams are not being held and the protest against this particularly in Rajasthan was also discussed.

Due to shortage of time, Prof. Vyas could not answer all the questions in the open sessions. He said he appreciates the response of the participants and would be happy to continue the discussion later on. He acknowledged the presence of innovative experiments in education in Rajasthan, but also pointed out to the government system has its weakness in terms of homogenous norms and reliance on individuals versus state machinery. A lot depends on the personality of the individual bureaucrat etc. He also acknowledged the lack of community involvement and suggested the need for interaction between government officials and panchayats, and the community, as this is how we will have better stakeholder engagement.

The Chair summed up the session by congratulating the speaker and the audience and emphasized on the need for developing the capacity of the poor and marginalized in participating in the policy making process.

#### Major Takeaway:

- The social activists and researchers need to become aware of the roles and stake of all the implementing agencies in order to properly advocate child's right to education. Huge amount of unspent funds in the previous financial years which are reflected by the decrease in the Revised Estimates show the weak implementation of the schemes and projects for which budget was allotted. The rush to complete the targets before March 31st also leads to compromise with the quality.
- The private sectors are increasingly becoming a major player in health and education as is evident by the number of schools and health facilities. However, the solution is not privatization. Private investment focuses on short term and quick outcomes. Ironically, in sectors such as health, the cost of curative health is high, preventive is low. And therefore, the government's presence is necessary. There are several problems within the public sector also. Still, by all account state has to take a lead in developing and delivering programmes in education and health sectors.
- The government works with a one size fits all approach which isn't effective. Moreover it should emphasize on quality rather than targets.
- There is also a lack of mid-term appraisal and correction even though mid-term meetings take place.

## IV. Second Session: Fiscal Devolution and Budget Availability

Chair: S.C. Derashri

Speaker 1: Subrat Das

Subrat Das, the Executive Director of CBGA began the second session by presenting the scope of government budget in India. He provided a broad picture of the Fourteenth Finance Commission and the fiscal architecture in the country, along with the findings from a study in 10 Indian states, including Rajasthan.

Talking about the limited fiscal policy space in India, Das told that in India the scope for spending is lower than other countries as the revenue collected through tax as percentage of GDP is less than OECD and developing countries and this is a constraint that must be taken into account when discussing government budgets. He pointed out that the country collects approximately 17% of the GDP as taxes and 2/3rd of that are controlled by the Centre. Also, India's tax-GDP ratio (17%) is lower compared to many developed and developing countries, which puts constraints on spending capacity of the central and state governments.

“Countries like Brazil, China and Mexico have increased their expenditure on education and health in terms of their proportion of GDP but in India the increase is much less.”

-Subrat Das

He then discussed Centre-State sharing of resources and the recommendations of the 14th Finance Commission. He pointed out that the Commission has enhanced state's share in divisible pool of central tax from 32% to 42% every year for the period 2015-16 to 2019-20. He also stated that it was important to remember that the pool of taxes which the central government has at its disposal is not large enough (because of low tax-GDP ratio) and the increase from 32% to 42% has strong repercussions for the Centre. The centre has therefore declined other transfers (grants) to the states.

He pointed out that the union government has agreed to increase funds through untied channels only by reducing funds through the tied channel, and hence, composition of funds has changed but total amount is almost same. In fact, he showed that the trend was positive and the Total union resources transferred to States as percentage of GDP had increased from 5.4% in 2014-15 to 5.8% in 2015-16.



In this scenario the states which have higher share of their own tax revenue and are in better position. For instance, he pointed out that Rajasthan is not in the position to access flexibility given by the government which says state can borrow more than 3% (capped under the 14th FC) to 3.5% as state department has restriction of a fiscal deficit target. However, Rajasthan is better off compared to other states as 46% of the state budget is financed by its own resources. This is better than the

states like Assam, Bihar, Odisha etc. where dependence of state on Centre is higher. However, some states like

Maharashtra have even higher share of their own taxes and their dependence on centre is low.

He then spoke about the changes in tied and untied funds. He asserted that now, state finance departments are starting to exercise greater flexibility than they earlier had and this meant that most states protected the allocation for social sector at the 2014-15 level as they realized that tied funds were reducing.

The drawback with the untied funds was that while the results of investment in infrastructure development is visible, investment in social sector development is not immediately visible and therefore there may be a tendency to spend the untied funds majorly on infrastructural projects and less on social sectors.

The speaker concluded by stating that the overall trend in the economy was a positive one, however, a lot depends on the states allocation of funds.

Speaker 2: Dr. Nesar Ahmad

Dr. Nesar Ahmad, the second speaker of the second session made a presentation on Economy and Finances in Rajasthan-implications post 14th Finance Commission. He began by giving an overview of the economy of India and Rajasthan. He said Rajasthan at 30.5% was more industrialized compared to India (28%). However, this he felt wasn't a positive trend as water is scarce in the state. Also, agriculture, which accounted for 24% of the state economy, provides more employment (47.7%) than other sectors.

After setting the background, he discussed the state finances. He asserted that the total funds coming to Rajasthan from Gol hasn't changed in actual terms and only the form has changed i.e. the untied fund has increased. He elaborated that the expenditure pattern of the state shows that the Non-Plan Revenue Expenditure as a percentage of total Revenue Expenditure of the state is nearly 70% and of this Interest Payment, Wages, Salary, Pension etc. is nearly 65%. This implies that the state has less elbow room for social sector spending. So state cannot be flexible even with the untied funds.

However, this doesn't mean that Rajasthan has no flexibility. Under the new pattern, funds for centrally sponsored schemes will have a greater state contribution, PRIs will also get more funds and these will provide state with flexibility in design and implementation of policies. The grant made by 14th FC for the PRIs is mostly untied in nature and can be used for social infrastructure and human development. However, here the social sector can get a boost but only if state government decides to empower Panchayats and give them required autonomy.

Open Discussion:

Following the presentation, the Chair opened the house for questions and answers:

- Mr. Ramakant from Save the Children asked the panel if our budgets are realistic and what is the rationale behind the current allocations? He further asked if 20% spending on social sector is enough.
- Dr. Kanchan Mathur asked whether anything is being done about wastage, duplicate trainings and so on.
- Another participant pointed out the lack of involvement on part of the community.
- Lack of debate on the system of revenue collection, paucity of funds and the need for more robust civil service machinery are some of the gaps pointed by another participant when it comes to implementation of schemes and policies on children and marginalized groups.

“A large amount of budget is committed expenditure in the form of interest payment, Salaries and pensions. Besides, amount devolved to PRIs and ULBs (about 12 thousand crores from Non-Plan) and the total amount going towards Centrally Sponsored Schemes (mostly plan expenditure) are also committed expenditure. Therefore, it leaves the state government with less elbow room.”

-Nesar Ahmad

- A participant strongly recommended that instead of closing the “unviable” schools, the government must take steps to make them “viable” so that the schools do not become out of reach to the kids living in remote areas.

The speakers responded by appreciating the audience's enthusiasm. Mr. Das pointed out the difficulty of spending on things such as capacity building when the funds weren't even sufficient for salaries and allowances. He agreed that fund utilization was an area that is less researched and the need for more study in this field. He also pointed at the need for greater debate on revenue collection and procedural changes in the department. Dr. Nesar Ahmad told the audience that in Rajasthan as in many other states and countries too, the GDP is totally disconnected from actual status at the community and that's why the social indicators do not seem to be reflecting the impressive economic achievements. He also emphasised the need of the involvement of the community is difficult yet is very much required.

#### Major Takeaway:

- The total funds coming to Rajasthan from Gol hasn't changed in actual terms after the recommendations of the FFC and only the form has changed i.e. the untied fund has increased. However, the expenditure pattern of the state shows that the committed expenditure like interest payment, wages, salary, pension etc. are very high. This implies that the state has less elbow room for social sector spending. So state cannot be flexible even with the untied funds.
- There is also a possibility of state governments focusing more on physical infrastructure, results of which are more visible and take less time compared to the social sector in which case the outcomes may take longer to be visible.
- However, the states having higher share of their own revenue in their total revenue receipt are better placed to plan their own development expenditure.
- Another important fact is, in Rajasthan and in many other states too, the GDP growth figures are not able to fully express the ground realities and are totally disconnected from the actual situation of the communities. So, it is important, therefore, to focus more on social and human development indicators.

## V. Third Session: Governance and Child Centric Programmes

Chair: Dr. Kanchan Mathur

Speaker 1: Dr. Bishnu Mohapatra

The speaker spoke about the need for adding a perspective to the numbers. Much of the discussion about budgets and numbers is done in the absence of an understanding of the political environment. He asserted that the fear of de-politicization should not be so high. He discussed the importance of recognizing that competitive politics lay at the heart of governance and at the heart of development. He also emphasised that while the nation has witnessed a varied political ideology, the economic ideology remains the same.



changes in policy making and policy implementation.

He said that in a democracy we see “how” things are done and not just “what” is done. The social sector stories cannot be understood without understanding the nature of democracy and politics. Today, there is no incentive for evaluation and the policy makers largely depend on the civil servants.

Speaker 2 : Rajendra Bhanwat

The second speaker started with a positive note, saying that despite bad political structures, there are models which show that there can be last mile delivery. In his opinion, individuals can and do make a difference. He also spoke of good practices, innovations, and technology and community mobilization as tools which can revitalize entrenched political structures. He stated that the key issue was that it was important to raise one's voice against the lack of service delivery by the system. This is happening through various means such as RTI, PIL, children's parliament, social audits, jawab dehi yatra, etc. and therefore one should not give up the hope of good governance.

“We do not talk much about politics behind the budgeting and economics of a country and pretend as if political will not affect them. Today, the term 'Governance' is being overused so much that the idea governance has been depoliticized.”

-Dr. Bishnu Mohapatra

He asserted that in order to understand the causative dimension behind this feature, one has to be aware of political realities. For example, Rajasthan displayed an anti-incumbency voting pattern and therefore the policies and budgets needed to be engaged within that framework. He also stated that there is an interest in perpetuating certain institutions which do not function, that a nexus exists between civil servants and political leaders and this must be analysed and broken down to achieve

“Because children have no voice, it is important that the government understands its responsibility towards them and be more empathetic in delivering welfare provisions for children.”

-R. Bhanwat

He pointed at certain reasons which perpetuated poor governance:

- Lack of accountability
- Lack of transparency
- Lack of empathy among service providers
- Lack of ownership of the stakeholders such as parents, society, etc.

He concluded by stating that as children have no voice, civil society has to raise its voice for them and that the demand for good governance needs to be more visible now, than ever before.

Open Discussion:

Following the presentation, the chair opened the house for questions and answers:

- Noor Mohammad pointed out that Status Quo is always maintained, scattered with a few efforts in the form of public grievance redressal, workshops, etc. so that people can't guess that you are trying to maintain Status Quo. We see that Tribals have been ignored under programmes for decades now but why aren't policies being redesigned?
- Ramakant asked the panel to elaborate on how we, the civil society can influence the budget making process and include children's voice?
- Navin highlighted a worrisome fact from many Tribal communities where not even a child is in school.

The speakers responded by stating that if we rely on activism by ignoring the politics we cannot have holistic interventions. They pointed at the need for greater interaction between politics and civil society. They also stated that there are two explanations: one, government only creates safety nets in the form of schemes and programmes so that society does not burst and the other is that the government is doing good because there is a demand for it. In the opinion of the speakers, the demand should be generated with awareness of both sides and it is the responsibility of the citizens to elect good people if they want good governance.

The Chair thanked both the speakers for presenting two contradictory but equally thought provoking views before the audience. She thanked the participants for enriching the debate with their questions and expressed her hope to see the debate result into some meaningful recommendations for the future of governance programmes in the state.

Major Takeaway :

In a democracy it is important to analyse "how" things are done and not just "what" is done. The social sector stories cannot be understood without understanding the nature of democracy and politics. The government seems to only create safety nets in the form of schemes and programmes so that society doesn't burst but at the same time, the government is doing good because there is a demand for it. In the opinion of the speakers, the demand should be generated with awareness of both sides and it is the responsibility of the citizens to elect good people if they want good governance.

Main reasons for poor governance include lack of accountability, lack of transparency, lack of empathy among service providers, lack of ownership of the stakeholders such as parents, society etc.

Children have no voice in the political arena and so civil society has to raise its voice for them and the demand for good governance needs to be more visible now, than ever before but at the same time it is important to remember that relying only on activism and ignoring the politics cannot lead to a holistic intervention.

The round table was concluded by Mr. Ahmad from BARC who thanked all participants, speakers and UNICEF for an enriching and thought provoking discussion and experience sharing which he hoped will result into some meaningful recommendations for the future of governance programmes in the state.

Annexure I : Agenda for the Round Table

| Time                | Session                                   | Resource Persons /Chair  |
|---------------------|---|--|
| 9.30 – 10.00 am     | Tea and Registration                      |  |
| 10.00 – 10.15 am    | Welcome and Introduction                  | Nesar Ahmad, BARC Trust  |
| 10.15 – 11.30 am    | Social Sector Policies and Programmes     | Chair: Prof. Vijay Vir Singh, University of Rajasthan, Jaipur<br>Speaker 1: Prof V. S. Vyas, Professor Emeritus, Institute of Development Studies, Jaipur<br>Open Discussion   |
| 11.30 am – 12.45 pm | Fiscal devolution and budget availability | Chair: S.C. Derashri, Member Secretary, Rajasthan State Finance Commission<br>Speaker 1: Subrat Das, Centre for Budget and Governance Accountability, New Delhi<br>Speaker 2: Nesar Ahmad, BARC Trust<br>Open Discussion   |
| 12.45 – 2.00 pm     | Governance and Child Centric programmes   | Chair: Dr. Kanchan Mathur, Institute of Development Studies, Jaipur<br>Speaker 1: Dr. Bishnu Mohapatra, Political Scientist, soon going to join National Institute for Advance Studies, Bengaluru<br>Speaker 2: Rajendra Bhanwat (Retd. IAS), Chairman, Doosra Dashak, Jaipur<br>Open Discussion |
| 2:00 pm             | Lunch                                     |  |

## Annexure II : List of Participants

| S. No. | Name                  | Organization   |
|--------|-----------------------|--|
| 1      | Ambuj Kishor          | Aravali , Jaipur                                       |
| 2      | Barkha Mathur         | Budget Analysis and Research Centre Trust, Jaipur      |
| 3      | Dr. Bishnu Mohapatra  | National Institute for Advanced Studies, Bangalore     |
| 4      | Dharmendra Chaturvedi | Consumer Unity and Trust Society, Jaipur               |
| 5      | Dr. Kanchan Mathur    | Institute of Development Studies, Jaipur               |
| 6      | Gopal Verma           | SNVS, Bharatpur  |
| 7      | Hariom Soni           | Astha, Udaipur   |
| 8      | Mahendra Singh Rao    | Budget Analysis and Research Centre Trust, Jaipur      |
| 9      | Manisha Joshi         | Consumer Unity and Trust Society                       |
| 10     | Meeta Singh           | Dignity of Girl Child Foundation                       |
| 11     | Navin Narayan         | Action Aid, Jaipur                                     |
| 12     | Nesar Ahmad           | Budget Analysis and Research Centre Trust, Jaipur      |
| 13     | Nishat Hussain        | National Muslim Women Welfare Society, Jaipur          |
| 14     | Noor Mohammad         | Alwar Mewat Institute of Education and Development     |
| 15     | Radha Kant Saxena     | CHRI & PUCL  |
| 16     | Rajendra Bhanwat      | Doosra Dashak  |
| 17     | Ramakant Satapathy    | Save the Children                                      |
| 18     | Renuka Pamecha        | Vividha  |
| 19     | Samuel Mawunganidge   | United Nations International Children's Emergency Fund |
| 20     | Satyadeo Bareth       | Society to Uplift Rural Economy                        |
| 21     | S.C. Derashri         | Member Secretary, State Finance Commission, Rajasthan  |
| 22     | Shiv Nayal            | Antakshari Foundation                                  |
| 23     | Subrat Das            | Centre for Budget and Governance Accountability        |
| 24     | Prof. Vijay Vir Singh | University of Rajasthan, Jaipur                        |
| 25     | Prof. V.S.Vyas        | Institute of Development Studies, Jaipur               |
| 26     | Vivek Mishra          | Budget Analysis and Research Centre Trust, Jaipur      |
| 27     | Abhishek Samadhiya    | Church's Auxiliary for Social Action                   |
| 28     | Rajesh Upadhya        | Doosra Dashak, Jaipur                                  |
| 29     | Sulgan                | UNICEF   |

| S. No. | Name              | Organization                |
|--------|-------------------|-----------------------------|
| 30     | Sucherita Bardhan | UNICEF                      |
| 31     | Suman Singhq      | UNICEF                      |
| 32     | Shabnam Aziz      | The Hunger Project          |
| 33     | Dr. Amit Kumar    | Kumaarappaa Inst.           |
| 34     | Jitendra          | UNICEF                      |
| 35     | Anil              | UNICEF                      |
| 36     | Dr. Aporva        | UNICEF                      |
| 37     | Prem              | UNICEF                      |
| 38     | Urvashi C.        | UNICEF                      |
| 39     | Rushabh H.        | UNICEF                      |
| 40     | Jyotsna Rajwanshi | IDS                         |
| 41     | Dr. Malti Gupta   | RUWA                        |
| 42     | Divashi Mathur    | UNICEF                      |
| 43     | Vanita Dutt       | UNICEF                      |
| 44     | Anil              | BGVS                        |
| 45     | Yogesh Jain       | Prayatn                     |
| 46     | Lad Kumari Jain   | RUWA                        |
| 47     | Kamal Kumar       | SR Abhiyan, MKSS            |
| 48     | M.K. Raza         | Swaraj, Jaipur (CECOEDECON) |
| 49     | Madhav            | Dainik Bhaskar              |
| 50     | Ramratan Chaudhri | Accountibility Initiative   |
| 51     | Rana Sengupta     | MLPC                        |
| 52     | Bhim Singh Meena  | BARC Trust                  |
| 53     | Ankush Verma      | BARC Trust                  |





## About BARC Trust:

Budget Analysis and Research Centre (BARC) Trust is an independent Trust working towards enhancing transparency and accountability in governance through rigorous analysis of Government's policy and budget. BARC Trust is new avatar of Budget Analysis Rajasthan Centre (BARC), which was setup way back in 2002, as a unit of Astha, for furtherance of budget and social policy research and action.

BARC Trust was registered in March 2015. BARC Trust conducts budget analysis, and policy research from socio-economic perspective, along with undertaking activities like tracking of programmes implementation and fund utilisation, conducting capacity building trainings for panchayat members, elected representatives, etc. One important objective of the BARC's work is to link people with the government policies, programmes and schemes and try to ensure that people get benefits of the government programmes through awareness and spread of information.

## Trust Publications

1. Major Sources of Panchayat's Income in Rajasthan and work that can be done with them (in Hindi)
2. Panchayati Raj Institutions in Uttarakhand : A Handbook (in Hindi)  
Prepared for Avantha Foundation, Pune and UPES, Dehradun

**"Budget Links Policy to People and People to Policy"**

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