

Budget Analysis Rajasthan Centre

An Annual Activity Report

April 2010 – March 2011



Budget Analysis Rajasthan Centre

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Background

Budget Analysis Rajasthan Centre (BARC), Jaipur, a programme of Astha, Udaipur, was set-up in 2003 as a budget study and resource centre with the over all aim to analyze the state government budget to understand its policies and see if the commitments made by the government at various forums (policy documents, election manifestos, and at international forums) are matched by the financial provisions in the state budget.

Increasing hardship of the people, particularly of the poor people, in face of economic liberalization has been confirmed by many studies, including one conducted by Ashta, itself. One of the roles of civil society organizations in this scenario is to ensure that the governments do not withdraw from the social sector and the development schemes meant for the poor people. And budget analysis is the best way to keep an eye on the allocations made to various schemes and programmes meant for poor and marginalized in the society.

BARC, therefore, has been involved in analyzing the state budget with a perspective of poor and marginalized and has been using its analysis to further the issues and concerns raised by many civil society organizations by highlighting the short comings in the budget for the poorer sections, for dalits and tribals and women and children and for the important social services like, health and education, social security schemes for widows, for elderly, for unorganized workers etc.

One major role of BARC has been to work as a **resource centre** for the NGOs, POs, media and civil society as a large. We have provided data, analysis, training and resources in training workshops to many organizations across the state, and in some cases, even outside the state of Rajasthan.

Core Objectives of BARC

With the above background, BARC today works with following objectives:

- To bring about the changes in budget and policies of the government of Rajasthan which affect poor men and women in the state, in both urban and rural areas.
- To facilitate public discourses on budget governance issues, encourage citizen's participation in budget governance, and advance the rights of those most deprived.
- To advocate for a pro-people, pro-poor and pro-marginalized perspective in budget allocations.
- To demystify the budget by making it and the other budget related documents, transparent, user friendly and readable by the public.
- To examine budget spending trends and impact of budget policies on the poor.
- To bring about awareness in the civil society organizations on how the budget analysis could be used to change the policies/programmes and budget allocations as well.
- To help civil society organizations to learn how to strengthen their advocacy and lobbying work by using budget data

Core areas:

BARC focuses on following core areas:

- **Women/gender Rights:**
- **Dalit and Tribal rights:**
- **Child rights:**
- **Social Sector: Education, Health, Water and sanitation**
- **Agriculture and allied activities**
- **Food security**
- **Panchayat Budget and Planning**

Activities during the Year 2010-11

During the last one year the Centre has focused on the above mentioned issue through its various activities in research and advocacy.

Budget Analysis

BARC continued with analyzing the state budget from the perspective of poor and marginalized. The State Budget 2011-12 has been analyzed and data and analysis have been provided to media and MLAs. The analysis is also being published in April-June 2011 issue of the Budget Samachar, our quarterly news letter.

Monitoring the Eleventh Five Year Plan in the State

BARC has been monitoring the 11th Five Year Plan of Rajasthan. Both financial and physical and human development related targets of the Plan have been monitored in the study with help of latest data on plan and socio-economic indicators available from various government agencies. The evaluation study has been continuously revised with available latest data from the Planning Department, GoR, the State Budget and other related government documents. The study has been uploaded on BARC's website and has been used by MLAs and the Media persons.

Budget Advocacy: Increased Allocation to TSP and SC-SP

BARC, with many other organizations, continued to advocating with MLAs to raise the issue of lower allocation to TSP and SC-SP and to increase the fund available for the two sub-Plans.

The Rajasthan Government has considerably increased the allocation to TSP and SC-SP in Budget 2011-12. It has also opened the Minor Heads for the two sub-Plans under new departments/Major Heads, including the Energy Department, which spends more than 40 % of the total Plan allocation of the government.

We have also been demanding transparent reporting in relation to the Tribal Sub-Plan (TSP) and the Scheduled Caste Sub-Plan (SC-SP). The Rajasthan Government in its latest budget has considerably increased the allocation to the two sub-Plans, though it is still lower than the proportion of the two communities in the state population. The government has also opened the Minor Heads for the two sub-Plans under some new departments/Major Heads, including Energy Department, which spends more than 40% of the total Plan allocation of the state government. This will certainly enhance the

transparency of the government budget and it will be easy to monitor the two sub-Plans in these new departments.

Research Study

During the last year BARC conducted the following studies:

1. **Transparency in State Budget:** This study was conducted in collaboration of CBGA, New Delhi and state level budget groups in the country. The study sought to examine how transparent is state budget vs. a vs. eight parameters of transparency in state budget. The study emphasizes the significance of the legislature, media and general public as key stakeholders and draws attention to

Box: 1 Good Practices and Gaps in Budget Transparency in Rajasthan: Finding from the Study of Transparency in State Budget

The assessment of transparency in the Budget of Rajasthan has identified a number of good practices and also found some major gaps in terms of ensuring public access to budget information that need to be addressed by the State Government. These are:

Good practices:

- The budget documents provide complete information on government expenditures and receipts during the fiscal year 2009-10. The budget documents for 2009-10 provide complete information on government expenditures and receipts during the fiscal year 2008-09 and 2007-08.
- Some of the budget and other related documents include a discussion of the relevant policy goals or priorities of the State Government.

Gaps in Budget Transparency:

- The budget documents do not provide a detailed classification of government expenditures and receipts breaking it down in terms of different administrative units (departments).
- The documents related to the budget do not share information on funds received by the State from the Union Government or external agencies, which are routed outside the State Treasury and hence not reflected in the State Budget.
- The budget documents do not inform about the estimated amount of revenue foregone by the State Government for reasons such as tax exemptions.
- The State Treasury is not linked to the internet.
- The State Government does not present to the legislature any document outlining the MoUs signed by the State over the last one year.
- The documents related to the budget do not provide much information on Women's Component Plan / Gender Budgeting.
- The State Government does not explain clearly the basis on which various departments are reporting allocations under Scheduled Caste Sub Plan and Tribal Sub Plan.
- It does not prepare any separate document outlining allocations for rural local bodies (RLBs) and urban local bodies (ULBs).
- The budget documents do not provide information on the district-wise breakup of allocations and expenditures from the State Budget of Rajasthan.

budgetary strategies relating to disadvantaged sections of the population and budget practices pertaining to fiscal decentralization. The was conducted in 10

states, including Rajasthan. Factsheets on Transparency in Rajasthan Budget and Transparency in State Budgets in India, based on the study have been prepared and published, and are also available on BARC's website. BARC also published Hindi translation of the factsheets.

2. A Study of Panchayat Finances in Rajasthan: BARC is conducting a preliminary study on Panchayat finances in the state in partnership of **Local Self Governance (LSG) Unit, Astha, Udaipur and other organisations**. The Panchayats have a constitutional mandates to prepare their annual budgets as well as plan for the overall development of their areas. However, as the studies suggest and actual field level experiences tell us these two basic functions are not being fulfilled by the panchayats due to various reasons. Therefore, this study proposes to gauge the actual situation at the ground pertaining to the fiscal decentralization and panchayat finances. This will also inform the training needs of the elected panchayat representatives regarding the panchayat budget and planning. The data collection for the study has been completed and the report is being prepared.

We also started two new studies during the year, for which data collection work has been completed and report is being prepared:

1. State of Education in Tribal Areas: The study focuses on the educational facilities and infrastructure available to the tribal children in the tribal districts of southern Rajasthan, in context of the Right to Education Act.
2. MNCs in Agriculture in Rajasthan: A Study of Golden Rays Scheme in Tribal Areas of Rajasthan: The study takes up the issue of the government's agreement with the private agro-corporations, particularly with the Monsanto, whose seeds are being distributed by the government under the Scheme Golden Rays in the tribal districts of the state, and focuses on its impacts on agriculture in the state.

Conference on Agriculture in Rajasthan

It is clear by now, that the globalized privatized liberalized economic policies adopted by the government have had a devastating effect on the agriculture sector. (Very recently the state government, continuing with these policies, has signed agreements with the agro major Monsanto and other seed companies, full implications of which are being studied.) Food security is a big issue, for a number of reasons, and one of them is the crisis in agriculture. In order to highlight this situation, and to identify possible solutions, BARC organized a Conference on Rajasthan Agriculture. More than 25 research papers were presented in the conference. The demand for a state-specific agriculture policy was raised in the "Recommendation from the Agriculture Conference" which emerged out of this exercise. The issues of sustainable agriculture, women farmers, agriculture policy were highlighted in the recommendation paper. The Recommendations were sent to concerned government departments and various members of state Assembly.

Panchayat Budget

Panchayat finances and planning is one of the focus areas of BARC. We continued working on panchayat budget by initiating a study of panchayat budget in four districts of Rajasthan during the last year. BARC also started provided resource on panchayat

budget in various capacity building programmes for the elected representatives of the PRIs organized by other organizations. The PRIs has assumed even greater importance now in Rajasthan, as last year the state government fully devolved the funds, functions and functionaries related to the five crucial subjects – Agriculture, Primary Education, Women and Child Development, Social Justice and Empowerment and Medical and Public Health – to the PRIs. We plan to work extensively with PRIs and organization working with PRIs in coming years.

Collaboration and Networking

BARC has always worked closely with the NGOs and People's Organisation in the state. We continued our networking and collaborative efforts by organizing **issue based meetings and regional level workshops** with various partner organizations like Centre for Dalit Rights, Dalit Arthik Adhikar Andolan, Resource Institute for Human Rights, Bharat Gyan Vigyan Samiti, Astha, Udaipur, Simant Kisan Sahyog Sansthan, Jaisalmer etc. Collaborations have also been made with various grass root organizations in conducting field level micro studies. BARC team has also provided resource in various workshops organized by various organizations in the state.

New initiatives in networking have been made with other Budget Centres in country, particularly, with the Centre for Budget and Governance Accountability, New Delhi. Collaborative studies have been taken up – namely 'Transparency in State Budget' in which Budget Study Centres from 10 states participated. Factsheets on Transparency in State Budget have been prepared in Hindi and English, based on the study. BARC also provided support to CBGA in 'Gender Budget Analysis of ICDS in Rajasthan'.

Box: 2 Advisory Committee

BARC had its beginning in a state-level Workshop, conducted in 2001 by M.D. Mistry and the staff of Pathey, from Ahmedabad, Gujarat. At the end of the Workshop, it was decided to set up a Rajasthan Budget Analysis Centre, and Astha took the lead. There was an Advisory Committee of NGO leaders from around the state, and an academic, who met, from time to time, to advise BARC and give suggestions. Those who were members of this Advisory Committee were often the lead NGO people who took responsibility for the Regional Workshops to explain budget, and the use of budgets analyzed, in NGO advocacy work. Over time, some leaders changed, the academic moved away, and the Advisory Committee stopped meeting. However, it would be useful to BARC to establish a new Advisory Committee to open up new contacts in the state, and to keep BARC in touch with the ongoing issues of "employment guarantee", "environmental and ecological degradation", and responses of the government to issues like female foeticide, deteriorating sex ratios, etc. BARC, therefor, intends to setup a new Advisory Committee which shall meet twice a year.

BARC as Resource Centre

As stated above, one of the roles BARC assumes is to be a Resource Centre for the NGOs/POs, as well as the journalists, MLAs, and the public at large. The Centre was set up to provide high quality research data and analysis to support advocacy efforts. During the year, we have provided support to the sit-in (dharna) organized by Suchna Eyam Rozgar Abhiyan to demand minimum wages for MGNREGA workers, to the public hearing

on tribal issues organized by the Rajasthan Adivasi Adhikar Manch; have provided budget and other data to MKSS, Rajasthan Adivasi Adhikar Manch, Astha, Udaipur etc.

Beside, most of the studies conducted by BARC have been in collaboration with various NGOs/POs. We collaborated with various units of Astha and associated people's organizations while conducting the studies. And as mentioned above, the workshops and issue based meetings as well as meeting with state MALs have been organized in partnership of various organizations in the state.

Publications:

As a resource centre, BARC continued with various publications during the reported year. During the year we published two reports of micro studies ('Credit to Agriculture Sector' and 'Status of Food Security and related schemes in Rajasthan'), an 'Introduction to Budget Analysis Work', and four issues of BARC's quarterly newsletter during the year. Hindi translation of the Factsheets on 'Transparency in Rajasthan Budget' and 'Transparency in State Budgets in India' based on the collaborative study of transparency in state budgets by CBGA and state level budget analysis organizations across 10 states, was also published by BARC during the year. A complete list of BARC publications is provided in Appendix 1.

The publications have been sent to NGOs/POs across the state and have been used for training and other purposes. During the year one of BARC's earlier publication, titled 'Declining Minor Forest Produces in Southern Rajasthan' was used by M L Sukhadia University, Udaipur for their training programme on Panchayat (Extension to the Scheduled Areas) Act. Centre for Dalit Rights also used BARC's publication on 'Government Schemes for Dalits in the State' in their training programme for dalit women activists.

Conclusion:

This year BARC worked more closely with the people's organization by participating directly in their programmes and providing research and other support. BARC has provided data, analyses, research reports, and copies of BARC newsletter to the people's organizations/movements for their campaign work. We at BARC look forward

Major Achievements during the Year

- Increased allocation to TSP and SC-SP by the government
- Opening of Minor Heads under more departments/Major Head
- BARC came out with three new publications and two factsheets
- Strengthened networking and collaboration with NGO/POs in the state and budget groups across the country
- Organising Conference on Agriculture in Rajasthan and Regional Conferences on budget issues, reaching out to various NGOs/POs, academics, journalists.
- Considerable space in media highlighting BARC's analysis and views.

to continue to work more closely with the people's organizations in coming years. Our ongoing study on decentralization of finance and budgeting and planning of PRIs and budget tracking studies will further strengthen our collaboration with grassroots level NGOs and POs.

Though BARC publications have reached NGOs/POs across the state and also outside, we still have to make it more comprehensible for the common people. The BARC publications have highlighted a number of issues affecting the poor and marginalized people in the state. We shall continue to make efforts towards making our publications more comprehensible for those people, whose issues are raised. Another area in which BARC needs to put more efforts is getting involved with the policy makers. We have been working closely with some of the MLAs in the state. However, there is a need to engage with various government departments and relevant government bodies like State Planning Board, State Finance Commission etc.

Appendix Table 1

Budget Analysis Rajasthan Centre (BARC) Annual Report 2010-11 (April-March)

Activities	Activities organized/conducted			
Issue based meetings	Right to Education with BGVS in Jaipur	Budget and Child Rights in Jaisalmer	Food Security with Astha in Udaipur	
Publication	Credit to Agriculture Sector	Budget Study: An Introduction	Status of Food Security and related Schemes in Rajasthan	
Budget Samachar	Four issues of Budget Samachar published during the year			
Post budget analysis and advocacy				Provided budget data and analysis to MLAs and Media
Regional workshop	Agriculture Conference organized, more than 25 papers presented		Workshop on TSP and SC-SP jointly organized with DAAA	Workshop on Child Budget jointly organized with RIHR
MLA meeting				13 MLA participated in the MLA workshop organized in February
Panchayat Budget	Session on Panchayat Budget in various training workshops		A study of Panchayat Finances in four districts	
Research and micro studies	Status of Food Security Schemes in Rajasthan with Astha	Transparency in State Budget with CBGA	Provided support in Gender Budget Study of ICDS in Rajasthan conducted by CBGA	Two new studies started
Meetings as resource persons	Meeting on Right to Food by CASA in Jaipur	Training workshop organized by OTS and Brain storming session by Astha on panchayats	Annual Meeting of all Budget Organizations and Workshop on Social Accountability by Unnati	Session on TSP in Rajasthan Adivasi Adhikar Manch leaders meeting.
News paper article	News items based on our inputs appeared in DNA, Dainik Bhaskar and Hindustan Times			

Appendix 1
List of BARC Publications

List of Publications - Hindi

शीर्षक	Title in English	प्रकाशन तिथि
बजट अध्ययन: एक परिचय	Budget Study: An Introduction	अगस्त, 2010
राज्य में खाद्य सुरक्षा एवं सम्बन्धित योजनाएं: एक अध्ययन	Food Security and Related Schemes in the State: A Study	अगस्त, 2010
कृषि ऋण—कितना सार्थक?	Agriculture Loan: How Good	जून, 2010
लुप्त होती लघुवन उपज: खतरे में आदिवासी आजीविका	Depleting Mining Forest Produce: Threat to Tribal Livelihood	दिसम्बर, 2009
दलितों के लिए राज्य की कल्याणकारी योजनाएं	State's Welfare Schemes for Dalits	जून, 2009
राष्ट्रीय ग्रामीण रोजगार गारंटी कानून: क्रियान्वयन में सुधार की आवश्यकता	NREGA: Need of Reform in Implementation	दिसम्बर, 2008
स्वजलधारा: व्यर्थ बहा जनता का पैसा	'Swajal Dhara': People's Money Drained	जुलाई, 2008
ग्रामीण लघु उद्योग क्षेत्र में सरकारी प्रयासों की कथनी—करनी : एक नजर	Reality of Government Efforts in Small Industry Sector: A Study	अप्रैल, 2008
सरकारी विकास योजनाएँ और आम आदमी तक उनकी पहुंच: एक आंकलन	Government Development Schemes and their reach to common People: An Assessment	दिसम्बर, 2007
सामाजिक सेवाओं पर व्यय (राज्य के बजट से)	Spending on Social Sector (From State Budget)	मार्च, 2007
राजस्थान में विधवाओं का अभावग्रस्त जीवन: राज्य ने क्या भूमिका निभाई?	The Destitution of Widows in Rajasthan: What role has the state played?	फरवरी, 2007
स्थानीय स्तर पर लिंग आधारित बजट (जैण्डर बजट): कैसे करेंगे पैरवी	Gender Budget at State Level: How to do Advocacy	दिसम्बर, 2006
दलित, गरीब तथा वंचित लोगों के लिए समाज कल्याण, ग्रामीण विकास विभाग, पंचायतीराज विभाग एवं खाद्या-नागरिक आपूर्ति विभाग की कल्याणकारी योजनाएं	Welfare Schemes for Dalits, Poor and Marginalised	नवम्बर, 2006
राजस्थान में फसल बीमा: सुधार की आवश्यकता	Crop Insurance in Rajasthan: Need of Improvement	सितम्बर, 2006
बजट की तकनीकी शब्दावली	Budget Terminologies	सितम्बर, 2006 प्रथम—जनवरी, 2005
दलित एवं आदिवासियों के लिए बजट एवं योजनाएं	Budget and Schemes for Dalits and Tribals	नवम्बर, 2005
गरीबी हटाओ अभियान: कितना सफल—कितना असफल	'Gharibi Hatao': How Successful	

List of Publications-English

Title	Year
How Long would the Dalits Continue to be Deprived of Their Due Shares?	December, 2007
Understanding Budget Terminologies and Process of Monitoring Public Expenditure	April, 2007
The Destitution of Widows in Rajasthan: What role has the state played?	February, 2007
Trade Liberalization and Indian Farm Sector	

Abbreviations Used in the Report

BARC:	Budget Analysis Rajasthan Centre
CBGA:	Centre for Budget and Governance Accountability
CDR:	Centre for Dalit Rights
DAAA:	Dalit Ardhik Adhikar Andolan
GoR:	Government of Rajasthan
LSG:	Local Self Governance
MGNREGA:	Mahatma Gandhi National Rozgar Guarantee Act
MKSS:	Mazdoor Kisan Shakti Sangathan
MLAs:	Member of Legislative Assembly
NGOs:	Non-Government Organizations
POs:	Peoples' Organizations
PRIs:	Panchayti Raj Institutes
SC-SP:	Scheduled Caste - Sub Plan
TSP:	Tribal Sub Plan