

## **CHAPTER – 27**

### **HUMAN DEVELOPMENT**

27.1 Human development is about creating an environment in which people can develop their full potential and lead productive, creative lives in accord with their needs and interests. People are the real wealth of nations. Development is thus about expanding the choices people have to lead lives that they value. And it is thus about much more than economic growth, which is only a means —if a very important one —of enlarging people's choices.

#### **The Indices of Human Development**

27.2 Each year since 1990 human development reports have published a human development index (HDI) that looks beyond GDP to a broader definition of wellbeing. The HDI provides a composite measure of three dimensions of human development:

- living a long and healthy life (measured by life expectancy),
- being educated (measured by adult literacy and enrolment at the primary, secondary and tertiary level) and
- having a decent standard of living (measured by purchasing power parity, PPP, income).

27.3 In 2006, India ranked 126 out of 177 countries in the HDI that provides a composite measure of the three dimensions- life expectancy, adult literacy and standard of living- of human development. India's position among the 177 countries on the Human Development Index (HDI) stumbled down by two points to end at 128 as per the latest Human Development Report (HDR) released by the United Nations Development Programme (UNDP) in November 2007.

#### **Human Development in Rajasthan**

27.4 Even as Rajasthan witnessed a growth of HDI from 0.3983 in 1991 to 0.5709 in 2001 on a total value of 1 and the all-India ranking improved from 11th in 1991 to 9th in 2001. The ranking is for fifteen (15) states in the country. The contributing factors in the improvement of HDI have been different in both the decades. During 1981-91, growth in incomes was the main contributor while growth in education and literacy was the contributing factor during 1991-2001.

27.5 Rajasthan released its first Human Development Report in 2002 focussing sustainable livelihoods and human development in the context of globalization. The report addresses the issues of income and employment generation, poverty reduction and regional disparities, the provision of basic services, participation and development of human capabilities.

27.6 Currently, an update of the State Human Development Report 2002 is under preparation. This report observes changes in the recent decade and progress made towards attaining Millennium Development Goals.

### **Proposed Monitorable Targets for Eleventh Five Year Plan**

27.7 Planning Commission has decided the overall growth monitorable targets for the country as well as targets for the different monitorable indicators, which have further been broken down state-wise. Setting targets would enable to finalise a broad agreement between Planning Commission and the state governments. This exercise would facilitate all the states in preparing their own five year plans and also ensure consistency between the State Plans and the National Plan.

Table No. 27.1

### **Rajasthan's current status of Human Development Components**

S. No	Monitorable Indicator	Unit	Current level		11 <sup>th</sup> Plan Goal	
			India	Rajasthan	India	Rajasthan
1	IMR-2005 (SRS-Oct, 2006)	Per thousand	58	68	28	32
2	MMR:2001-03 (SRS-Oct, 2006)	Per lac live births	301	445	100	148
3	TFR (NFHS-3, 2005-06)	Children per woman	2.68	3.21	2.1	2.1
4	Malnutrition in children (0-3 years) (NFHS-3, 2005-06)	Percentage	45.9	44.0	23.5	25.3
5	Anaemia among women (15-49 years) (NFHS-3, 2005-06)	Percentage	56.2	53.1	25.9	24.3
6	Sex Ratio (0-6 years, 2001-Census of India)	Female per thousand male	927	909	935	917
7	Total Literacy-2001 Census of India	Percentage	64.8	60.4	85.0	79.57
8	Gender gap in literacy-2001 Census	Percentage	21.6	31.8	10.0	25.6
9	Drop-out rate (I-VIII) of 2004-05 (Annual report 2006-07, Department of School Education, HRD, GOI)	Percentage	50.84	65.34	29.5	20.0

### **Education**

27.8 Education is fundamental to the success of any modern society. Efforts are being made to universalise elementary education in Rajasthan through community-ownership. Programmes like Sarv Shiksha Abiyan are attempting to provide an opportunity for improving human

capabilities to all children, through provision of community-owned quality education in a mission mode.

27.9 As per the 2001 Census, Rajasthan recorded a literacy rate of 60.4 percent as compared to 38.6 percent in the year 1991, registering a net increase of 21.8 percent during the decade 1991-2001. The subsequent figures for male and female literacy rates are 75.7 and 43.9 percent respectively. As a result, the gap between literacy rates in the state when compared to the national aggregate has reduced from being 14 percent points in the year 1991 to a mere four percent points in 2001. The drop-out rate in elementary education in the year 2004-05 was 65.34. Between 1993-2002, the primary Gross Enrolment Ratio (GER) increased from 89 percent to 97 percent, slightly above the national average of 95 percent, which increased to 120 percent in 2004. 33.13 Girls GER in primary education grew from 56 percent to 92 percent between 1993-2002 and are only one percentage point lower than the national average.

### **Initiatives to improve Education status in Rajasthan**

27.10 The State Government is endeavoring to achieve the objective of total literacy through various programmes/schemes such as Sarva Shiksha Abhiyan, District Primary Education Programme, and Continuing Literacy Programme. School children are being benefited with mid-day meals in the state. *Apki Beti* Scheme has been introduced for the girl child belonging to BPL families and whose one or both parents have died. A scholarship fee is made available under the scheme. Special bridge courses have been started for physically challenged children and qualified teachers have been appointed for them.

27.11 For improving the learning ability of students, a new quality assurance programme has been undertaken. Under the programme, achievement levels of students are being tested and the feedback obtained is being used to strengthen teaching and undertake capacity building of teachers. To promote girls secondary education, the state government is providing free transport facilities through Roadways, bus pass and free distribution of bicycles in tribal areas. In order to meet the children's right to free elementary education, the state government has initiated efforts such as – free and compulsory educational facilities to children in the age group of 6 to 14 years, free distribution of books, etc.

27.12 During the Eleventh Plan period 2007-12, special literacy camps for illiterate women and vocational training camps have been proposed under Literacy Continuing Education Programme.

### **Health and Nutrition**

27.13 Health is a foundation of human development. Status of good health is indicated through nutrition, disease, and reproductive health levels.

27.14 Rajasthan stands low in key health indicators like Maternal Mortality Ratio (MMR) which was 670 per one lakh live births was in the year 1998 (as per Sample Registration System 1997) and improved to 445 per one lakh live births between 2001-03 but remains quite higher than the national performance. As per NFHS-2 in 1998-99 nearly 48.5 percent of women in the state in the age group of 15-49 years were anemic. This increased to 53.1 percent during NFHS-3 2005-06. One important health indicator is Infant Mortality Rate (IMR), which has maintained near stagnancy for most of the nineties. However, in the new millennium decline in IMR was sharper. The aggregate IMR declined from 85 in 1995 to 80 in 2001 and further to 68 in 2005 (SRS Bulletin, October 2006). Since, infant mortality occurs during the neo-natal period i.e. within a short period after birth, intervention is mainly required during that period.

27.15 The percentage of institutional births increased from 12 during NFHS-1 1992-93 to 21.5 during NFHS-2 1998-99 and was 32.2 during NFHS-3 2005-06. Low rate of institutional deliveries eventually gets reflected in higher incidence of IMR and/or MMR in the state.

- As per SRS 2005, Crude Birth Rate and Crude Death Rate were 28.6 and 7 respectively.
- Nearly, 82.3 percent of children in the age group of 6-35 months were found anaemic (as per NFHS-2 1998-99). The status improved marginally during NFHS-3 2005-06 when the percent of anaemic children reduced to 79.6.

### **Initiatives of the State Government to improve Health status**

27.16 In order to achieve sustainable improvements in the health indicators, the State Government is adopting new directions in the state's health policies. Some of the most prominent initiatives taken recently involve:

- Panchamrit programme
- Janani Suraksha Yojana intended to address issues of safe motherhood.
- Janmangal Programme is being implemented in the state to promote family welfare methods of birth spacing and birth control.
- National Immunisation Programme is also being implemented in the state to protect pregnant women and children below one year of age from TT, BCG, DPT, cholera, etc.
- The Reproduction and Child Health Programme-II was launched in April 2005. The Programme involves facilities of round the clock delivery services, training of health workers and organising regular Reproductive and Child Health (RCH) Camps.

27.17 The concept of 'Micro-nutrient Corners' has been introduced in five districts, to address the problem of nutritional deficiency. Special efforts are being made to provide more staff in PHCs having only one doctor. Under National Rural Health Mission (NRHM), ASHAs (Accredited Social Health Animators) have been selected to provide the much-needed interface between the community and the available health services. To strengthen the ICDS services at grassroots level and regularly counsel the families of ICDS beneficiaries, an additional honorary worker called as '*Sahayogini*' has been appointed at all the sanctioned anganwadi centers.

27.18 The Eleventh Plan has adopted certain broad goals to meet the gaps identified during the Tenth Plan period. These include – reduction in IMR & MMR, reducing fertility to replacement levels for stabilizing population, countering gender imbalance which is a result of discriminatory practices, restructuring health care delivery system for increasing coverage & quality amongst all sections of society, ensuring human resource development & capacity-building, integrating AYUSH into mainstream of health care delivery, consolidating and sustaining achievements of Tenth Plan, and decreasing burden of disease and promoting a healthy lifestyle.

### **Status of Women**

27.19 'You can tell the condition of a nation by looking at the status of its women' quoted India's first Prime Minister Jawaharlal Nehru. After more than 60 years of independence women in Rajasthan continue to be seen in the reproductive role i.e. homemakers and child bearers with men seen as providers. Identities and status linked to ability to bear children especially sons and because of low value attached since birth, health care and education even when available does not reach a large proportion of female population.

27.20 Sex Ratio in Rajasthan was 921 in 2001 while juvenile sex ratio (0 to 6 years) was only 909 in 2001 that indicates a dismal picture of women in the state.

27.21 Government of Rajasthan on its own initiated Gender Budgeting with objective of integrating gender concerns into the overall plans and budget allocations of the identified departments. The first phase covered six departments; Agriculture, Health, Education, Registration and Stamps, Women and Child Development and Social Welfare. Eight more departments are being covered under the Gender Budgeting exercise, while three departments have taken up impact evaluation of the Gender Responsive proposals under the 2007-08 budget. The 2007-08 Gender responsive budget proposals cover all the three dimensions of Human Development; viz., livelihoods (Strengthening of women SHGs by tax exemptions and allotment of dairy booths to women); education (facilitating girl students' movements for secondary education by

providing them subsidized bicycles; health (strengthening public health delivery for women) and greater participation in governance by ensuring 30 per cent reservation in the police department.

### **Initiatives by the State Government to enhance status of women**

27.22 Programmes focusing on financial independence of rural women and their participation in the decision making at the household and the village level are also being implemented. Department of Women and Child Development itself with the network of ICDS centres in Rajasthan has formed more than One Lakh 12 thousand Self Help Groups. ICDS centres have been linked with programmes, such as, Kishori Shakti in order to prepare the women of coming generation to perform better and more recognized roles in the society and home. State Government has provided a 'Sathin' at each Gram Panchayat who helps to generate awareness among rural women about their social, economic and political rights. Also, to help women to participate in income generating activities various NGOs are being assisted under NORAD for undertaking training programmes for various vocations. Pre Natal Diagnostic Technique (PNDT) Act is being implemented with due vigor to curb sex selective abortion of fetuses.

27.23 Some of the new policy initiatives to improve the status of women in the state include – observing Maternal Child Health and Nutrition Day, Janani Suraksha Yojana, managing child nutrition, forming Self Help Groups (SHGs), encouraging community support, etc.

### **Livelihood**

27.24 **Per Capita Income:** In 2004-05, the number of population below poverty line in Rajasthan as per MRP consumption (mixed recall period) were 107.18 lakh or 17.5 percent. During the period 2001-06. Per capita income of Rajasthan from 2002-03 to 2006-07 is as under:

Table No. 27.2

Year	Current Prices		Constant (1999-2000)Prices	
	Per Capita Income Rs.	Variation %	Per Capita Income Rs.	Variation %
2002-03	13126	-7.34	12043	-13.89
2003-04	16704	27.26	15737	30.67
2004-05(P)	16800	0.57	14947	-5.02
2005-06(Q)	17863	6.32	15219	1.82
2006-07(A)	19920	11.52	16215	6.55

\* P=Provisional, Q=Quick, A=Advanced

27.25 According to the 2001 Census, it is estimated that Rajasthan has 2.38 crore workers, out of which 1.99 crore (1.14 males and .85 females)

reside in the rural area and .39 crore (.33 males and .06 females) reside in urban areas. 57.94% of population in Rajasthan is of non-workers largely due to Rajasthan's huge population of children. Work participation rates (WPR) have increased from 38.9% in 1991 to 42.1% in 2001, largely due to an increase in female labor. In 2001, the WPR for the overall population was 42%; for males it was 50% and for females 33%. The increase of workforce annually in the last decade was 3.9 %.

### **Rajasthan Mission on Livelihoods (RMoL)**

27.26 Government of Rajasthan initiated programme for skill upgradation and training to 100,000 youth in 2007-08 jointly through 'RmoL' and other departmental programmes. A provision of Rs. 20 crore has been made for skill upgradation and training, entrepreneurial development and Finance module introduced in training courses for facilitating self employment. RMoL has been carrying out various livelihood promotion programmes in collaboration with Government Departments, NGOs, Technical Institutes and Corporates. Based on the success of the same, RMoL intends to continue its existing programmes and add few more livelihood enhancement programmes in the Eleventh Plan period. Also, RMoL undertakes impact assessment studies on themes/areas, which have scope to build further knowledge and understanding at the state level while implementing innovative ideas on livelihood generation.

27.27 Major livelihood initiatives undertaken by RMoL are:

- On self-employment, provided training to around 12,000 youths. By March 2008, around 20,000 youths to be trained.
- Preference given to SC, ST, Women and poor families under the RMoL sponsored training programmes.
- For providing skill trainings to youths in remote villages, RMoL has initiated mobile vans.
- For increasing employability of youths, RMoL provides trainings on spoken English and Entrepreneurship.
- During 2006-07, around 46,000 youths were provided jobs in private sector through district level Employment Fairs.
- Special programmes on Horticulture, Milch animals and poultry launched.
- Incentive of Rs. 1000 being provided to training institutions for each trainee placed in the private sector.

### **Strengthening State Plans for Human Development (SSPHD)**

27.28 The Union Planning Commission and UNDP assisted project SSPHD is being implemented in the state. The project has undertaken initiatives to mainstream human development concerns in State level

policies and plans, strengthen statistical system for improved collection and reporting of district and local level indicators of human development.

27.29 A Human Development Research and Coordination (HDRC) unit has been established in Directorate of Economics & Statistics (DES), Yojana Bhawan, Jaipur, which handles implementation of the activities under the project. Major activities are:

- a) Follow-up of the State Human Development Report (SHDR) by building the institutional capacities of the relevant government departments,
- b) Strengthening State Statistical System to ensure better collection and reporting of district and local level indicators for Human Development, and
- c) Identifying strategic options for financing of Human Development.

27.30 Achievements of the project are as under:

- a) An Update of State Human Development Report 2002 is under preparation.
- b) Work on four District Human Development profiles for Dungarpur, Barmer, Jhalawar and Dholpur districts is in full swing. These profiles will consist of status of human development indicators in the district and suggest a path for integrated development for the future.
- c) 32 officers have been trained at National level at Reserve Bank of India's College of Agricultural Banking, Pune on 'Financing Human Development' and 9 officers of the state have been trained by Indian Institute of Public Sciences, Mumbai on Vital Statistics.
- d) One Training of trainers have been organized at State Level in which officers from Planning, Economics & Statistics and other departments were trained. A training module was evolved in this workshop, which is being used at trainings at district level, and the officers trained are participating in district level workshops as resource persons.
- e) Under the Advocacy campaign a sensitization workshop on Human Development and related issues have been organized in five districts. Under the campaign all districts selected for preparation of district human development profiles were covered. The target group of these workshops was officers involved in district and block plans as well as public representatives and civil society.
- f) One divisional level workshop has been organized in all divisions of the state. These workshops aimed at sensitization of senior officers including Divisional Commissioner, Collectors,

DLOs and HoDs of main departments involved in planning and other departments concerned with human development.

- g) Four films on different issues relating to human development in Rajasthan have been prepared. Two films, namely, 'Timeless Artist'-on folk artists of Rajasthan and 'A tale of two cities' on communities' participation in decision making are ready for screening, while films 'Beendni'- on status of women in Rajasthan and 'Pani' on situation of drinking water are under editing.
- h) A component 'Engendering State and District Plans' has been incorporated under the project. The activities under this component would be undertaken in the year 2008 and would focus on in-depth training of District Planning Committees with aim to have gender sensitive plans at district, block and panchayat levels.
- i) Trainings on using 'Statistical Package of Social Sciences'- an advanced software for econometric analysis have been organized for officers and support staff of departments concerned with human development.
- j) A calendar of trainings is being prepared for strengthening statistical system in the state, these training would be launched shortly.
- k) A 'Best Practice Manual' is being prepared at National level, in which, two good practices of Rajasthan, namely, 'Trainings of PRIs' and 'Apni Yojana'-a project of PHED has made its place.
- l) Policy briefs of Rajasthan are also being prepared under the project by NIPFP, New Delhi.
- m) A Video Conferencing Unit has been set-up to ensure prompt communication between UNDP, Planning Commission and State HQ.

27.31 The project, in its trainings and other interventions has undertaken an integrated approach to take along all departments of the state concerned with human development.

## **Gender Budgeting**

### **Introduction**

27.32 One of the most important areas of macroeconomic policies is the budget. Bringing together public expenditure and public revenue, the budget as a policy statement reflects the social and economic priorities of the government. Although the provisions in a budget may appear to be gender neutral, they actually affect men and women differently because their roles, responsibilities and capacities in any society are never the same. The idea of gender budgeting developed out of a growing under

standing that the microeconomic policy can contribute to narrowing and widening gender gaps in areas such as incomes, health, education and nutrition and make the living standards of different groups of women and men better or worse.

27.33 A gender responsive budget is not a separate budget for women but attempts to disaggregate expenditure and revenue according to different impacts on women and men. Gender budgeting is about prioritising and orienting public expenditure and revenue streams so that they reflect concerns of women.

### **Why Gender Budgeting:**

27.34 In reality women and men lead different economic lives and face different constraints and assume different socially determined responsibilities and consequently make different choices.

27.35 One of the major objectives of analysing budget policy from a gender perspective is to assess such differentiated implications of government policies on women and men. A gender sensitive budget attempts to attain more effective targeting of public expenditure. Creating gender equitable budget means reviewing national budgets with a gender perspective and translating the rhetoric of gender commitments in to budgetary commitments. The ultimate goal of gender budgeting is to mainstream gender into the criteria that determine the planning, formulation and implementation of the budget.

### **Definition & Concept:**

27.36 The term 'Gender Budgeting' has become a catch all phrase to describe various government initiatives that seek to address gender issues in the domain of public expenditure and policy. Two definition are quoted to introduce the concept.

27.37 " 'Gender sensitive budgets', 'gender budgets', and ' women's budgets' refer to a variety of processes and tools aimed at facilitating an assessment of the gendered impacts of government budgets. In the evaluation of these exercise, the focus has been on auditing government budgets for their impact on women and girls. This has meant that, these budget exercises have begun using gender as a category of analysis so the terminology ' gender- sensitive budgets' is increasingly being adopted. It is important to recognize that ' women's budgets' or ' Gender Sensitive Budgets' are not separate budgets for women, or for man. They are attempts to break down, or disaggregate, the governments mainstream budget according to its impact on women and man, and different groups of women and man, with cognizance being given to the society's underpinning gender relations."

27.38 "Gender budget initiatives analyze how governments raise and spent public money, with the aim of securing gender equality in decision making about public resource allocation:- and gender equality in the

distribution of the impact of government budgets. Both in their benefits and in their burdens. The impact of Government budgets on the most disadvantaged groups of women is a focus of special attention."

27.39 The above definition under line the fact that gender budgeting is now seen as a socio economic tool for ensuring gender equity in the development process and lays a strong emphasis and engendering public expenditure and policy. Critical activities constituting the gender budgeting exercise would include.

- Addressing gap between policy commitment and allocation for women through adequate resources allocation and gender sensitive programme formulation and implementation.
- Mainstreaming gender concerns in public expenditure and policy.
- Gender audit of public expenditure, programme implementation and policies - relating to public expenditure, fiscal and monetary matters etc.

#### **Initiation of Gender Budgeting in India:**

27.40 While several countries across the globe adopted gender budgeting initiatives, pioneering work was done in Australia and South Africa. In India The **Eighth Plan** (1992-97) highlighted for the first time a gender perspective and the need to ensure a definite flow of funds from the general developmental sectors to women. The Plan document made an express statement that "...the benefits to development from different sectors should not by pass women and special programmes on women should be complement to the general development programmes. The latter, in turn, should reflect greater gender sensitivity". The **Ninth Plan** (1997-2002) adopted 'Women Component Plan' as one of the major strategies and directed both the Central and State Governments to ensure "not less than 30 per cent of the funds /benefits are earmarked in all the women's related sectors. Special vigil was advocated on the flow of the earmarked funds/ benefits through an effective mechanism to ensure that the proposed strategy brings forth a holistic approach towards empowering women. The **Tenth Plan** reinforced commitment to gender budgeting to establish its gender-differential impact and to translate gender commitments into budgetary commitments.

#### **Initiation of Gender Budgeting in Rajasthan:**

27.41 The Government of Rajasthan begun its endeavour towards gender responsive budgeting in a modest manner during the year 2005-06 by identifying 6 key departments namely Health, Education, Agriculture, Women & Child Development, Registration & Stamps and Social Welfare. The selection of these 6 departments shows the enlarged vision of gender budgeting to look beyond traditional social sector departments and therefore non-traditional departments such as Agriculture and Registration and Stamps have also been included. The main objective

was to integrate gender concerns into the over all plans and budgets of the identified departments and to establish an appropriate gender sensitive monitoring and evaluation frame-work within them.

27.42 During the year 2006-07, 8 more departments i.e. TAD, Industries, Local Self Department, Cooperative, Rural Development, Animal Husbandry, Horticulture and Forest have been brought under the umbrella of Gender Responsive Budgeting. All the 14 reports have been published and the concerned departments are taking action as per recommendations made in the report.