

**MID TERM APPRAISAL
ELEVENTH FIVE YEAR PLAN
RAJASTHAN
2009**



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*Shiv Charan Mathur Social Policy Research Institute,
JAIPUR*

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FOREWORD

The Eleventh Five Year Plan emphasizes on inclusive growth with a focus on faster reduction in poverty and mitigating regional disparities to attain an overall growth rate of 7.40 percent. The plan size virtually doubled from the previous plan with more stress on power and social and community services and the sectors allotted two-thirds of the total outlay.

For carrying out this Mid-term Review, intensive discussions were held with the concerned departments both at the state and central levels. Subject experts were involved and several studies were consulted. After that the draft report was shared with the Planning Commission and the State Government. It has been revised in the light of their observations.

I am sure that the report would highlight the concerns/problems of each sector and would help in making mid-course corrections, if required, and would contribute to the success of the Eleventh Five Year Plan.

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Director

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JAIPUR
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PREFACE AND ACKNOWLEDGMENT

The Government of Rajasthan, based on the geography, social structure and development needs of the people, formulated the Eleventh Five Year Plan laying priorities on eradication of poverty, creating social infrastructure, providing gainful employment, good governance, creation of economic infrastructure and care of disadvantaged.

The Planning Commission desired to organize the Mid-term Appraisal of Eleventh Five Year Plan to evaluate the performance across different sectors, especially for the implementation of the Flagship Programmes in precisely targeting the beneficiaries. The idea was to ascertain areas which need greater emphasis and identify gaps which need to be assessed for more efficient execution in attainment of the desired goals. The Planning Commission assigned the Mid Term Appraisal of Rajasthan to the Shiv Charan Mathur Social Policy Research Institute (SCM SPRI), Jaipur.

The Mid-term review was broadly divided into two parts. Part one consisted of a detailed study of the trends for 13 monitorable indicators, mentioned in the plan document, and the likelihood of the State achieving the targets of the Eleventh Five Year Plan. The second part focused on the performance of the Centrally Sponsored Schemes from various sectors. This included a detailed critical examination of implementation of these schemes. The final report takes into account the observations received from the Planning Commission and the Government of Rajasthan on the draft report.

On behalf of the Institute, I owe deep sense of gratitude to the Planning Commission for providing support for this assignment. Guidance received from Shri A.K. Misra, Senior Advisor, Planning Commission, Shri Bhavdas, Director (SP-W), Planning Commission and the various divisions of the Planning Commission is gratefully acknowledged. Our heartfelt gratitude to the Government of Rajasthan particularly Shri C.K. Mathew, Principal Secretary, Finance and Shri D.B. Gupta, Principal Secretary, Planning for their timely and valuable support. The work would not have been completed in time without the overall guidance of Dr Sudhir Varma, Director, SCM and Shri Pradeep Mathur, Member Secretary, SCM SPRI. Thanks are due to the experts Dr. Sudhir Varma, Dr. Kanta Ahuja, Dr. M.K. Mathur, Shri K.K. Bhatnagar, Dr. Virendra Narain, Shri RS Rathore, Shri Shanti Prasad, Shri Prabhat Dayal and Shri Manish Tiwari for their arduous work in collection, analysis and drafting of the report. At the Institute, Dr. Garima Kala, Shri Pradeep Sharma, Shri Yogeshwar, Shri Yogesh, Shri Ranveer and Ms Aditi Vyas provided logistic support which is gratefully acknowledged.

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ACRONYMS

ADB	Asian Development Bank
AFHS	Adolescent Friendly Health Services
AIBP	Accelerated Irrigation Benefit Programme
ANC	Ante Natal Care
ANM	Auxiliary Nurse Midwife
APDP	Accelerated Power Development Programme
APDRP	Accelerated Power Development & Reforms Programme
ARM	Additional Resource Mobilization
ARWSP	Accelerated Rural Water Supply Programme
ASER	Annual Status of Education Report
ASHA	Accredited Social Health Activist
ATMA	Agriculture Technology Management Agency
AVVNL	Ajmer Vidyut Vitran Nigam Ltd.
BCC	Behaviour Change and Communication
BDO	Block Development Officer
BEmOC	Basic Emergency Obstetric Care
BEO	Block Education Officer
BPL	Below Poverty Line
BRC	Block Resource Centre
BRCF	Block Resource Centre Facilitator
BRP	Block Resource Person
BRTs	Bus Rapid Transport System
BSU	Blood Storage Unit
CAD	Command Area Development
CAGR	Compound Annual Growth Rate
CBR	Crude Birth Rate
CCA	Cultural Command Area
CDoS	Centre for Development of Stones
CDP	Community Development Plan
CDPO	Child Development Project Officer
CDR	Crude Death Rate
CemOC	Comprehensive Emergency Obstetric Care
CFL	Compact Fluorescent Lamp
CHC	Community Health Centre
CII	Confederation of Indian Industry
CLA	Central Loan Assistance
CMHO	Chief Medical and Health Officer
CPR	Couple Protection Rate
CRC	Cluster Resource Centre
CRCF	Cluster Resource Centre Facilitator
CRSP	Central Rural Sanitation Programme
CSS	Centrally Sponsored Scheme
DDG	Decentralized Distribution Generation
DDP	Desert Development Programme
DES	Department of Economics and Statistics
DGR	Decadal Growth Rate
DIET	District Institute of Education and Training
DISE	District Information System for Education
DLHS	District Level Health Survey
DM & HS	Department of Medical & Health Service
DoDWS	Department of Drinking Water Supply

DPAP	Drought Prone Area Programme
DPC	District Project Officer
EAP	Externally Assisted Project
EAS	Employment Assurance Scheme
EDI	Education Development Index
EGS	Employment Guarantee Scheme
EMIS	Educational Management Information System
FBNC	Facility Based New Born Care
FHW	Family and Health Welfare
FRBM	Fiscal Responsibility and Budget Management
FRP	Feeder Renovation Programme
FRU	First Referral Unit
GFCF	Gross Fixed Capital Formation
GNM	General Nursing and Midwifery
GoI	Government of India
GoR	Government of Rajasthan
GRS	Gram Rozgar Sahayak
GSDP	Gross State Domestic Product
HR	Human Resource
HRD	Human Resource Development
HVDS	High Voltage Distribution System
IAY	Indira Awas Yojna
ICDS	Integrated Child Development Services
ICPD	International Conference and Population & Development
IEC	Information Education and Communication
IFA	Iron Folic Acid
IGNDPS	Indira Gandhi National Disability Pension Scheme
IGNOAPS	Indira Gandhi National old Age Pension Scheme
IGNP	Indira Gandhi Nahar Pariyojna
IGNWPS	Indira Gandhi National Widow Pension Scheme
IHHL	Individual Household Latrines
IHSDP	Integrated Housing & Slum Development Programme
IIP	Indices of Industrial Production
IMA	Indian Medical Association
IMNCI	Integrated Management of NeoNatal and Childhood Illness
IMR	Infant mortality Rate
IT	Information Technology
ITI	Information Technology Institute
IUD	Intrauterine Device
IWDP	Integrated Watershed Development Programme
JBY	Janshree Beema Yojna
JDA	Jaipur Development Authority
JGSY	Jawahar Gram Samridhi Yojna
JNNURM	Jawahar Lal Nehru National Urban Renewal Mission
JRY	Jawahar Rozgar Yojna
JSY	Janani Suraksha Yojna
JVVNL	Jaipur Vidyut Vitran Nigam Ltd.
KGBV	Kasturba Gandhi Balika Vidyalaya
LHV	Lady Health Volunteer
LS	Lady Supervisor
LSE	Life Skill Education
MBA	Master of Business Administration
MCW	Mother and Child Welfare
MDMS	Mid Day Meal Scheme
MFI	Micro Finance Institution
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
MHRD	Ministry of Human Resource Development
MIS	Management Information System

MMR	Maternal Mortality Rate
MNGO	Mother Non Government Organization
MO	Medical Officer
MOHFW	Ministry of Health & Family Welfare
MOUD	Ministry of Urban Development
MPW	Multi Purpose Worker
MTC	Malnutrition Treatment Corner
MTP Act	Medical Termination of Pregnancy Act
NABARD	National Bank for Agriculture and Rural Development
NADP	National Agriculture Development project
NFBS	National Family Benefit Scheme
NFFWP	National Food for Work Programme
NFHS	National Family Health Survey
NFSM	National Food Security Mission
NGO	Non Government Organization
NH	National Highway
NHM	National Horticulture Mission
NIPI	Norway India Partnership Initiative
NPEGL	National Programme for Education of Girls at Elementary Level
NQM	National Quality Monitor
NREGA	National Rural Employment Guarantee Act.
NREGS	National Rural Employment Guarantee Scheme
NRHM	National Rural Health Mission
NRRDA	National Rural Roads Development Agency
NSAP	National Social Assistance Programme
NSDP	Net State Domestic Product
NSSO	National Sample Survey Organization
NSV	No Scalpel Vasectomy
NUHM	National Urban Health Mission
NWDPRA	National Watershed Development Project for Rainfed Areas
OBC	Other Backward Caste
OT	Operation Theatre
PCI	Per Capita Income
PCPNDT	Pre Conception & Pre Natal Diagnostic Technique
PDS	Public Distribution System
PFC	Power Finance Corporation
PGCIL	Power Grid Corporation of India Ltd.
PHC	Primary Health Center
PHM	Post Harvest Management
PIP	Programme Implementation Plan
PIU	Project Implementation Unit
PLF	Plant load Factor
PMGSY	Pradhan Mantri Gram Sadak Yojna
PMIS	Personnel Management Information System
PNC	Post Natal Care
PNDT	Pre Natal Diagnostic Technique
PO	Programme Officer
PS	Primary School
PSE	Public Sector Enterprise
PVC	Poly Vinyl Chloride
PWD	Public Works Department
R-APDRP	Restructured Accelerated Power Development and Reform Programme
RAU	Rajasthan Agriculture University
RBI	Reserve Bank of India
RCH	Reproductive & Child Health
REC	Rajasthan Electricity Corporation
REDA	Rajasthan Energy Development Agency
RERC	Rajasthan Electricity Regulatory Commission

RGVY	Rajiv Gandhi Grameen Vidyutikaran Yojna
RIICO	Rajasthan State Industrial and Investment Corporation
RKVY	Rashtariya Krishi Vikas Yojna
RLEGP	Rural Landless Employment Guarantee Programme
RPSR	Rajasthan Power Sector Reform
RSEB	Rajasthan State Electricity Board
RTI	Right to Information
RUIDP	Rajasthan Urban Infrastructure Development Project
RVPN	Rajasthan Rajya Vidyut Prasaran Nigam
RVUN	Rajasthan Rajya Vidyut Utpadan Nigam
SBA	Skilled Birth Attendant
SBLP	Bank Linkage
SCs	Schedule Caste
SDMC	School Development Management Committee
SDP	State Domestic Product
SEZ	Special Economic Zone
SGRY	Sampurna Gramin Rojgar Yojna
SH	State Highway
SHG	Self Help Group
SIEMAT	State Institute of Educational Management and Training
SIERT	State Institute of Education Research and Training
SLDC	State Load Dispatch centre
SLSC	State Level Standing Committee
SMO	Senior Medical officer
SPD	State Project Director
SQM	State Quality Monitor
SRS	Sample Registration Survey
SSA	Sarva Shiksha Abhiyan
SSI	Small Scale Industries
ST	Schedule Tribe
STD	Sexually Transmitted Disease
STU	State Transmission Utility
SWC	Soil and Water Conservation
SWS	Single Window System
TFC	Thirteenth Finance Commission
TFR	Total Fertility Rate
TLC	Total Literacy Campaign
TLM	Teaching Learning Material
TSC	Total Sanitation Campaign
UEE	Universalization of Elementary Education
UGC	University Grants Commission
UIDSSMT	Urban Infrastructure Development Scheme for Small and Medium Towns
ULB	Urban Local Bodies
UNICEF	United Nation International Children Education Fund
UPS	Upper Primary School
URRIF	Urban Reform Incentive Fund
VEI	Village Electrification Infrastructure
WDP	Women's Development Programme
ZP	Zila Parishad

EXECUTIVE SUMMARY

The State Government formulated the Eleventh Five Year Plan with an emphasis on restructuring the policies to achieve the vision of “Inclusive Growth”. Six priority areas viz. namely, combating poverty, creating social and economic infrastructure, providing gainful employment, care of disadvantaged groups and good governance. It aims to attain the overall growth rate of 7.40 per cent. A plan size of Rs. 68422.16 crore has been proposed, which is a substantial increase from Rs. 31831.75 crore of the Tenth Five Year plan.

State of the Economy

Medium term (1995-96 to 2007-08) growth performance of the economy shows a very modest performance of 2.5 per cent in agriculture and less than 6.9 per cent in the secondary and tertiary sectors. The structure of the economy also reflects the modest performance as sectoral shares show only a modest increase in non-agricultural sector from forty to forty four per cent between 1995 and 2008 mainly as a result of the volatility in agriculture rather than due to a trend towards greater diversification. CAGR of GSDP (constant prices) and of per capita GSDP (current prices) during the Tenth Plan period was 5.5 per cent and 3.9 per cent respectively. Since 1995 fast growing sectors have been mining and manufacturing, construction, transport and banking and insurance. Until 2004-05 Rajasthan was among the best performing states in terms of poverty reduction. This trend has reversed and poverty rate now stands at 17.9 per cent. Urban poverty is higher than rural poverty although intra-regional disparities in poverty have narrowed significantly.

Capital formation to GSDP rate has increased from 14.3 to 26.6 per cent between 2002 and 2008 with private capital contributing between 50 to 60 per cent of the total. Rates of growth (1999-00 to 2007-08) were higher than the state average (18.31%) in mining (42.9%), construction (26.07), power and water supply (24.09%) sectors. A sharp increase in investment is recorded in 2007-08 which was the first year of the Eleventh Plan. Agriculture and manufacturing have been the slowest growing sectors. Power investment picked up after 2005-06 and in general, this has been the case in most other sectors that have recorded sharp increases after 2006-07.

The actual Tenth Plan expenditure pattern is consistent with the trends in capital formation. However, lower expenditure than planned allocation in agriculture is a matter of concern and is indicative of flawed planning processes, particularly at sectoral level. The Tenth Plan sectoral growth rates are misleading, as the first year of the Plan was a poor agricultural year with large negative performance in all major sectors. Growth rates were also lower than the medium term CAGRs. The Eleventh Plan targets at a higher share of approved outlays for irrigation and power sectors that account for 47 per cent of the total outlay. Social and community services account for 28 per cent of the total. Data for the first three years of the Plan shows significant shortfalls in the approved Plan

allocations in important sectors like power, irrigation and rural development. Actual expenditure during the three years was 47.3 per cent of the approved outlay.

The share of capital expenditure in the total was 55 per cent in the Tenth Plan and has been 50 per cent during the three years of the Eleventh Plan. CSS/CPS schemes accounted for 45 per cent of total expenditure. Finance for agriculture and the rural sector was largely roved by the banking system that exceeded the RBI mandated targets for credit to the priority sector. Credit to agriculture increased 35 per cent between 2002 and 2007 and reached Rs. 62000 crore. The Tenth Plan was proposed to be almost entirely financed by borrowings (94 per cent) and the remaining by central assistance. The actual Tenth Plan outlays were financed by borrowing (51 per cent) and central assistance (49 per cent) as a result of the restructuring of central loans. The Eleventh Plan has projected a large surplus from current revenues based on revenue surpluses shown for the last year of the Tenth Plan. But these are unlikely as the budget has once again slipped into deficits largely on account of successive bad harvests on the one hand and change in priorities in favour of social services that, inevitably, have a large component of revenue expenditure. Extra budgetary resources projected in the Eleventh Plan are largely the borrowings by electricity companies and resources of marketing boards and urban development authorities from land auctions.

Fiscal performance of the State shows many positive features. FRBM targets were achieved. Revenue growth was good. Tax to GSDP ratio increased from 7 per cent to 8 per cent between 2002 and 2008.

Agriculture

The production of major crops in Rajasthan has increased along with fluctuations associated with a rainfed and water scarce state. Some crops like bajra, jowar, guar and sesame, which had negative growth rates in production, showed a good improvement during 1999-00 to 2007-08. For this, the State has, however, drastically reduced the targets of wheat production as compared to 2008-09.

The state financing of agriculture is far from expectations. In the Ninth Plan, agriculture accounted for only 0.99 per cent of total state outlay, which was increased to 2.14 per cent in the Tenth Plan. The Sector, however, has again been given only 0.75 per cent in Eleventh Plan (2007-12). Since 2007-08 to 2009-10, there has been a gradual reduction in Plan size for agriculture from 1.10 per cent to 0.63 per cent. In the Tenth Plan, the financial achievements were short of targeted outlays in both animal husbandry (82.56 % of achievement) and fisheries (57.36 % of achievement) sectors. The outlays for the Eleventh Plan have been considerably enhanced. In the Tenth Plan, no targets were fixed for animal husbandry. For the Eleventh Plan, targets have been indicated but annual targets have not been fixed and only achievements have been shown. Agriculture is an important sector for growth and for an increase in the per capita income. It is unfortunate that the state does not fix any targets in important areas like milk production, eggs and wool.

There seems to be a good performance both in physical area coverage and expenditure in DPAP, DDP and IWDP. In NWDPRRA there were wide variations in 2007-08 and 2008-09 but the programme did well in 2009-10 (upto Sept' 09).

During the Eleventh Plan, the following major initiatives have been taken to increase the pace of growth in the sector: (1) National Food Security Mission (NFSM) on wheat and pulses, (2) National Agriculture Development Project (NADP)/Rashtriya Krishi Vikas Yojana (RKVY) based on district agriculture plan and (3) Agriculture Technology Management Agency (ATMA) for reorientation of agricultural extension in all the districts of Rajasthan.

Education

The 11th Five Year Plan envisages that the right to education becomes a universally accepted phenomenon and academic standards at all levels become comparable with the best in the world. With this perspective in view, the Plan has given prime importance to elementary education with stress on the successful implementation of Sarva Shiksha Abhiyan. At the secondary and senior secondary level, the Plan lays emphasis on lending stability to institutions to carry forward the process of universalisation at a higher level. At the higher and technical education level, the Plan envisages a higher intake of students in view of the anticipated universalisation of elementary education and expansion of secondary and senior secondary education in order to meet the growing demand for human resource.

Taking cognizance of development in the education sector during the Ninth and Tenth Five Year Plans, the Eleventh Plan had fixed targets to be realized during the Five Year Plan period in the realm of elementary education. The mid-term review has revealed that expenditure in elementary education has been 111.65% of the Plan outlay for the period ending in August 2009. In physical terms almost the targets have been realized. In terms of institutions and human resources also, there has been substantial improvement. 98.97% Plan outlay has been utilized in secondary education sector and at higher education level the utilization has been 78.05%. Similarly, in other sectors like physical education, Sanskrit education etc. too the target both in financial and physical terms have been substantially achieved.

But, there have been some disturbing developments too. At the elementary level, while there was an upward trend in enrollment, both during the Ninth and Tenth Plan, the enrollment targets during the Eleventh Plan period (upto 2009) could be realized only upto 91.43%. The girl's enrollment drastically came down to 87.42% of the target from the high of 127.75% of the target set during the Tenth Plan. It may be noted that the overall enrollment has gone up, the decline having been registered only in government schools. This is a matter of serious concern as the stress has been to develop mainstream government elementary schools as centres of quality education. At the secondary and senior secondary level, however, there has been improvement over the performance during the Tenth Plan. The same trend has been noticed in higher education sector.

In overall terms, the education in Rajasthan, despite occasional hiccups, in certain sectors, has received impetus during the Eleventh Five Year Plan, and till date the

utilization of plan outlay has been quite satisfactory, though there are shortcomings in achieving physical targets to the desired extent.

Health

Rajasthan continues to be far behind the national averages on health indicators. The family planning efforts have not succeeded to the extent required. The State remains far behind its targets in the reduction of the Crude Birth Rate and the Maternal Mortality Ratio. The Sex Ratio showed a slight improvement to 922 in 2001 from 910 in 1991. It is seen that in none of the urban areas the sex ratio is favourable to women. But in rural areas, districts like Pali, Rajsamand and Dungarpur have a favourable sex ratio. In Rajasthan, the sex ratio in 0-6 age group is 909, compared to 922 for the whole population. In rural areas it is 914 and urban 886. The reasons for the continuing adverse sex ratio are well known but not much effort is being made to improve it as it is considered as a social problem.

The Infant Mortality Rate in Rajasthan has been coming down very slowly compared to other states. Similarly, the Maternal Mortality Rate is still very high. The major causes of maternal mortality continue to be the same as ever and no specific interventions have been made by the government. Unsafe abortions, ante partum and post partum haemorrhage, anaemia, obstructed labour and post partum sepsis continue to be the main causes. Antenatal, post natal and contraceptive care is not readily available to women who are unable to access the health care facility to require the services. As safe delivery was a part of reducing the growth of population, the obstetricians thought that their only object was to persuade the women who had completed their families, to undergo surgical sterilization once a safe delivery was over. All these causes are preventable if they are taken up seriously to improve the health indicators.

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS)

The National Rural Employment Guarantee Act (NREGA), was enacted in 2006. The scheme now covers all the 33 districts of the state. By and large MGNREGS has provided employment to all those who demanded jobs. The employment generated commensurate with the physical work done by the workers. The same is true with financial achievements. The district-wise position is also very good. At the present pace of achievement, it is expected that the Eleventh Plan achievements would be higher than the target. Some issues including planning, linkages, community participation and monitoring need consideration and strengthening to make the programme more transparent and sustainable. There should be a concurrent evaluation of the scheme under a set format to take corrective measures, if needed.

Pradhan Mantri Gram Sadak Yojana (PMGSY)

The scheme is under implementation in the State since 2001-02 and upto September 2009, 34,420.45 km of new roads have been constructed and 8402.79 km of roads have been upgraded. In the Tenth Plan, 8035 habitations of 500+ population were targeted for rural roads and the achievement was 7867. In Eleventh Plan, all such habitations have been connected. Under the Eleventh Plan, 1762 habitations are to be

connected with a population of 250-499 and achievement is already 1619. The achievement for both constructions of rural roads and habitations connected is quite high. This is also reflected in the financial achievement. From 2005-06 to 2009-10 (Oct. 2009), against a target of 34,983 km roads the achievement was 32,904.6 km. 6976 habitations were to be connected and the achievement was 7607. The expenditure was of Rs. 5436.96 against a target of Rs. 5680.00 crores.

The National Quality Monitors (NQM) of NRRDA has graded 96 per cent completed works in Rajasthan as 'satisfactory', against a national average of 88 per cent. NRRDA has also observed that the quality of roads in Jodhpur, Jaisalmer and Barmer was found to be very good and the roads were in good condition even after 3 to 4 years of completion. The performance of PMGSY in Rajasthan has been rated at the top in the country on a number of criteria viz. length, habitations connected, expenditure, etc.

Indira Awas Yojana (IAY)

In Rajasthan, the achievement is over 100 per cent, indicating the need and popularity of the scheme. No comment can be made on the quality of houses, provision of sanitary latrines and smokeless Chulha, in absence of any evaluation study. It is suggested that such evaluation studies be undertaken to examine the effectiveness and quality of implementation.

National Social Assistance Programme (NSAP)

The main aim of the NSAP is to provide rural poor a modicum of dignity and support, thereby ensuring a minimum quality of care and attention from the community. The NSAP at present comprises of five schemes namely Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and the Annapurna Scheme. Rajasthan is implementing all these schemes with a modification that NFBS is called Janshree Beema Yojana (JBY). The premium amount is paid from NFBS funds given to the state.

From the number of beneficiaries as well the expenditure made it is found that all the NSAP schemes have performed well. Social audit, however, has not conducted to ascertain whether only eligible persons are getting benefits as per provisions and whether the assistance given is helping the person in sustenance. Under the Annapurana Scheme, a number of BPL beneficiaries are getting benefits since 2002-2003 and only wheat, rice, bajra or maize are provided to the beneficiaries. However, the provision of 10 kg foodgrains, means both cereals/millet and pulses. The intention of the scheme is to provide both carbohydrates and protein to a poor consumer. This should be looked into. The state government has proposed some amendments in the Rajasthan Old Age and Widow Pension Rules, 1974 and Rajasthan Disability, Physically Handicapped and Blind Persons Pension Rules 1965 to make them more useful and fill-up the gaps, if any. It is expected that after the approval of amendments, eligibility criteria will be changed to cover even more needy persons.

National Rural Health Mission (NRHM)

The National Rural Health Mission (NRHM) is a national effort at ensuring provision of effective healthcare. There has been only slight improvement in the health indicators of the state. MMR has shown an improvement from 445 (in 2004) to 388 (2006) while the IMR has dipped from 80 (1998-99) to 65 (2008), both indicators far below the national average. Some achievement is seen in the number of institutional deliveries which have increased from 21.5% (1998-99) to 45.5% (2008-09). The Janani Suraksha Yojna (JSY) has been an important factor for this increase because of its all round incentives. Full Immunization coverage has almost doubled in a span of four years. The TFR during NFHS II which was 3.8 (2.9 for urban and 4.06 for rural) has gone down to 3.2, an improvement for the urban areas, whereas the TFR for rural areas is still high at 3.62. The expenditure rose from 16.07% of the funds received in 2005-06 to almost 101.80% in 2009-10. The percentage of expenditure also raised in tune with this increase of the received funds though expenditure for strategies under child health, AFHS, immunization (including pulse polio), tribal health, infrastructure ,HR and Urban RCH is abysmally low and is a matter of concern. Regarding expenditure, it is seen that it has been over reached in those components where construction or mass procurement are involved but as far as quality health care is concerned there is still a wide gap between the targets and their achievements. The Government has lately introduced many new schemes under the mission like supporting structures for ASHA, Urban RCH, training programmes etc.

The challenges for the success of the Mission are inadequacy of human resource, strengthening of FRUs, tracking of children for immunization, adolescent friendly health services, lack of proper trainings and follow up, involvement of the community to the desired level and family planning.

Integrated Child Development Scheme (ICDS)

The ICDS is the most important programme for the improving the maternal and child health indicators. The prevalence of child with under-nutrition in Rajasthan is very high. ICDS is a very poorly implemented programme and even now has not come out of its criticism as nothing but a *Daliya* distribution programme. The budget on nutrition is not based on the number of children who are severely under nourished but on the number of children enrolled in the Anganwadi. There is hardly any distinction between the food given to a healthy child and to a child suffering from severe malnutrition or between children below 3 years of age and between 3-6 years, except for the quantity. Only Vitamin A has been provided to the children in the Anganwadis. The only successful programme under the ICDS has been the near disappearance of night blindness in the desert districts.

ICDC should have a special focus in those districts where the levels of under nutrition are high. In cases of serious illness arising out of under-nutrition there is no expertise in the Anganwadi to find whether the case has to be referred to a health facility. ICDS in Rajasthan is still not playing an important role and lacks coordination with the National Rural Health Mission.

Accelerated Rural Water Supply Programme (ARWSP)

The Government of India started the Accelerated Rural Water Supply Programme (ARWSP) in 1972-73 to augment state's efforts to accelerate coverage of drinking water supply. For the Eleventh Plan, the State has set targets of providing safe drinking water to 34183 quality affected habitations and to 30130 habitations at more than 1.6 km away and providing safe water supply to the slipped back habitations as per the norms of upto 40 LPCD. Although Bharat Nirman Programme envisaged completion of the above targets by 2008-09, it may not be possible mainly due to financial constraints and fiscal absorption capacity of the department. During the Tenth Plan under ARWSP, 84.46 per cent expenditure was made which increased to 95.21 per cent in the first three years to Eleventh Plan (upto Nov. 09). For the Eleventh Plan, the proposed outlay is Rs. 267058.00 lakh. As far as physical achievements are concerned, the original targets were fully achieved in the Tenth Plan. In the first two years of Eleventh Plan, the targets of coverage of habitations have not been achieved. This shows that in the remaining period of Eleventh Plan much more effort would be needed to provide drinking water to all the targeted habitations.

Central Rural Sanitation Programme (CRSP)/Total Sanitation Campaign (TSC)

The objectives of the TSC are to attain 100 per cent sanitation coverage in terms of household, school and Anganwadi toilets and providing hygiene education to the people. In the Tenth Plan, a total of 27 projects of TSC were sanctioned with approved amount of Rs. 662.32 crore, which included centre, state and beneficiaries shares. The releases were restricted to Rs. 109.91 crores, out of which the expenditure was Rs. 75.59 crore or 68.77 per cent. During the Eleventh Plan (upto Nov. 09) an amount of Rs. 127.55 crore was released and the expenditure has been only Rs. 96.62 crore (75.75%). The physical coverage was for IHH-BPL, IHH-APL, Sanitary Complex, School Toilets and Anganwadi Toilets. In the Tenth Plan, a total of 475194 categories were covered and in the Eleventh Plan (upto Nov. 09) there were 2024965, which is over four-times of the Tenth Plan achievement. No targets have been made available, therefore, it is difficult to comment on the physical performance but it remains to be seen that in the Tenth Plan with Rs. 75.59 crore 4,75,197 number of toilets were constructed whereas in the three years of Eleventh Plan 20,24,95 have been constructed with an expenditure of Rs. 96.62 crore.

Mid Day Meal Scheme

The MDMS is claimed to have been implemented quite successfully in Rajasthan, for which the State has received accolades from independent agencies like the UNICEF and also from the Government of India. In financial terms also, the MDMS has been bestowed with substantial funds for the 11th Five Year Plan.

Sarv Shiksha Abhiyan (SSA)

The main concerns of the SSA includes the need for community participation in school development endeavours, capacity building of teachers, decentralized planning

and focus on special groups, i.e. SCs and STs, minorities and girls' education. The overall concern, however, is to improve quality in elementary education.

There has been encouraging development in enrollment and infrastructural development as well as the structural innovations through which it is possible to reach schools with academic resources for enhancing the quality of teaching and learning in schools. The areas of concern include the capacity - building efforts, ambiguities and uncertainties as regards postings and transfers of educational functionaries and improving quality of education.

On the whole, however, one may look at SSA with a measure of satisfaction and hope for better and more credible achievements, in future.

National Horticulture Mission (NHM)

In the two years of the Tenth Plan (2005-06 to 2006-07), the average fund utilization was 52.74 per cent only. During the Eleventh Plan (upto Sept.'09), the fund utilization has been 43.83 per cent. Based on the five year performance (2005-06 to 2009-10) there seems to be a good progress in some of the activities like development of model nurseries of 4 ha and 1 ha under the public sector, creation of seed infrastructure under the public and private sectors, development of seed spices and conducting demonstrations. There are, however, a number of activities under which achievement has been below targets like the private sector model nurseries of 4 ha and 1 ha size, vegetable seed production under both public and private sector, organic farming and vermicompost, establishment of new gardens for perennial (perennial plantation). On the basis of the five-year expenditure, the financial performance has been far below the availability of funds.

There are some areas which should be looked into for better performance of NHM. These include cost-norms, ceiling of 4 ha for new orchards, credit component for small programmes, ceiling of area limit for drip irrigation, subsidy provisions under PHM, etc. The NHM could also take assistance in preparation of integrated district plans as envisaged under RKVY.

Accelerated Irrigation Benefit Programmes (AIBP)

The Government of Rajasthan received Central Loan Assistance (CLA) under the AIBP for nine irrigation projects (excluding IGNP) in the year 1996-97 to help the state government for expeditious completion of all those projects which have investment clearance by the Planning Commission and have made substantial progress. Out of the eight projects, six of them namely Jaisamand, Gambhiri, Chhapi, Chauhi, Panchana and Mahi have been completed between 2000-01 and 2006-07. The two on-going projects are Narmada Major, since 1993-94 and Gang Canal Modernization, since 2000-01. The total estimated CCA of the eight projects is 465.21 thousand ha with an estimated cost of Rs. 3388.79 crore. The upto date expenditure has been reported as Rs. 3121.99 crore, which comes to 92.12 per cent. It is expected that during the Eleventh Plan, work on the on-going projects will be completed, for which financial provisions have been made. Out of the estimated CCA of the eight projects, 323.97 thousand ha or 69.63 per cent potential has been created. Out of the total irrigation potential created, 78.24 per cent or 253.50

thousand ha have been created under AIBP. Some projects like Chhapi, Chauli and Narmada, 100 per cent irrigation potential has been created under the AIBP assistance.

The utilization of irrigation potential created needs to be looked into to assess the economic benefits of these projects. The CAD programme should be integrated with agriculture development. For each of these projects, agriculture and socio-economic aspects of irrigation should be studied for on-farm water management.

Rajiv Gandhi Grameen Vidyutikaran Yojna (RGGVY)

RGGVY envisages electrifying all villages and habitations as per new definition, provide access to electricity to all rural households and provide electricity connection to Below Poverty Line (BPL) families free of charge. The scheme is to be financed by the GoI, as grant, to the extent of 90 %. RGGVY aims at providing Rural Electricity Distribution Backbone (REDB) with 33/11 KV (or 66/11 KV) sub-station of adequate capacity and lines electrification of un-electrified villages un-electrified habitations with a population of above 100 and provision of distribution transformer of appropriate capacity in villages/habitations. Decentralized Distributed Generation (DDG) Systems for villages based on conventional or renewable or non-conventional energy sources, where grid supply is not feasible or cost-effective. RGGVY also envisages deployment of franchisees for the management of rural distribution. Progress of works sanctioned has been satisfactory.

Accelerated Power Development Programme (APDP)

The objectives of APDRP were (i) Improving financial viability of State Power Utilities (ii) Reduction of AT & C losses (iii) Improving customer satisfaction and (iv) Improved reliability & quality of power supply .The scheme consisted of two components of Investment and incentive. Investment component consists of GoI providing assistance equal to 25% of the project cost while utilities were to arrange remaining 75% of the project cost. The incentive component consists of an incentive equivalent to 50% of the actual cash loss reduction by SEB/ Utilities is provided as a grant. The scheme has been revised as Re-structured Accelerated Power Development and Reforms Programme (R-APDRP) during the XI Plan. R-APDRP covers urban areas i.e. towns and cities with a population of more than 30,000.r-APDRP consists of two parts. Part-A of scheme includes projects for establishment of baseline data and IT application in scheme areas of population more than 4 lakhs. Part-B of scheme includes regular distribution strengthening. Funding Mechanism consists of 100% GoI loan for part A projects and up to 25% Loan for Part B projects with entire loan from GoI.

1

OVERVIEW OF THE PLAN

The State Government formulated the Eleventh Five Year Plan keeping in view the national scenario and approach. The Eleventh Plan mainly emphasizes on restructuring the policies to achieve a vision of “Inclusive Growth”. The main focus is on faster reduction in poverty and helping in bridging the divides. Six priority areas were identified in 2002-03 as guiding factors to continue the process of development and growth to attain overall growth rate of 7.40 per cent against the National Growth Rate of 9.00 per cent. The priorities identified are:

- 1) Eliminating hunger, malnutrition, starvation below subsistence level of living and abject poverty.
- 2) Taking special care of disadvantaged, particularly women.
- 3) Emphasizing human resource development, social infrastructure, creating capabilities, filling up of social infrastructural gaps.
- 4) Providing gainful employment, creation of livelihood and conservation of natural and cultural heritage.
- 5) Ensuring good governance and fiscal reforms.
- 6) Creation of economic infrastructure.

Emanating from these six priority areas, a number of related goals in different sectors have been set to pursue during the XI Plan period.

The major areas of concern and their development measures are as under:

- i) To accelerate agricultural growth, particularly in rainfed/ dry land area, water and watershed management, adoption of improved production

technology, diversification into horticulture along with post-harvest management and marketing linkages for agro-processing.

- ii) To improve Animal husbandry through conservation of indigenous breed and breed improvement, health and feed management, livestock extension services and promoting livestock-based industries.
- iii) To increase per capita income, increase in employment opportunities both in rural and urban areas.
- iv) To strengthen and expand facilities to improve the quality of education at secondary, higher and technical education levels in emerging scientific and technological fields.
- v) To provide safe drinking water, better medical and sanitation facilities, both in rural and urban areas.
- vi) Special emphasis on empowerment of women, welfare of children, SCs/STs/Minorities/OBCs and other weaker sections of society, including the disabled.
- vii) To enlarge infrastructural facilities to strengthen tourism in the state.
- viii) Efforts for making the state self-sufficient in power sector.
- ix) To encourage eco-friendly industries along with the development of SEZs.
- x) To emphasize on the development of IT.
- xi) To give priority for exploration of minerals and petroleum deposits.
- xii) To encourage infrastructure sector in the urban and rural areas, through public-private partnership including the social sector.
- xiii) To achieve the proposed socio-economic monitorable targets in health, education, poverty and creation of additional employment by the end of the XI Five Year Plan.

Economic Growth Target:

To achieve overall growth rate of 7.40 per cent in the XI Plan, the following growth rates have been proposed in different core sectors:

Table-1.1
Economic Growth Targets for Different Sectors

Economic Growth Sector	Compound Annual Growth Rate %	
	2001-02 to 2004-05	Target For Eleventh Plan
Agriculture	1.76	3.50
Industries	7.43	8.00
Services	7.08	8.90
Total Growth Rate	5.68	7.40

Source: XI Five Year Plan Document, GoR.

For financing the ambitious XI Plan provisions, a plan size of Rs. 68422.16 crore (2007-12) has been proposed, which is a substantial increase from Rs.31831.75 crore of the Tenth Five Year Plan. The major head wise proposed allocation of funds is as under:-

Table-1.2
Headwise Proposed Allocation of Funds

(Rs. in Crores)

	Head of Development / Sector	Eleventh Plan Outlay (2007-12)	% to total outlay
1.	Agriculture & Allied Services	1269.07	1.85
2.	Rural Development	4348.28	6.36
3.	Special Area Programme	205.60	0.30
4.	Irrigation and Flood Control	7302.06	10.67
5.	Power	25221.75	36.86
6.	Industry & Minerals	958.65	1.40
7.	Transport	4608.98	6.74
8.	Scientific Services	29.70	0.04
9.	Social & Community Services	19381.61	28.33
10.	Economic Services	719.21	1.05
11.	General Services	4377.25	6.40
	Total	68422.16	100.00

Source: XI Five Year Plan Document, GoR.

2

STATUS OF THE ECONOMY

Rajasthan state, the largest Indian state, continues to be described as a relatively less developed state even though it has been dealing with problems arising primarily out of the lack of physical and social infrastructure that it inherited from its feudal past. Despite significant improvements in many areas, the state continues to be ranked among the low per capita income states. At the same time it possesses certain characteristics that are ostensibly paradoxical.

BOX - 1

Characteristics of the Economy of Rajasthan

- Relatively low per capita income (PCI) but a low poverty rate
- Low human development and health indicators but high population growth
- Scarcity of water, poor social and economic infrastructure indicators but fairly good

MEDIUM TERM MACRO TRENDS

- **Gross State Domestic Product (GSDP) - Growth and Structure**

The characteristic feature of the state is paucity of water – surface, ground and rainfall. The average rainfall is not only low but is highly uncertain. Two-third of the land area is in the arid and semi-arid western region. This results in large

year to year variations in agricultural production that continues to account for about one-third of the GSDP. An analysis of growth rates, therefore, depends upon the base year that is selected for estimation. From 1980 to 1987, the growth in real GSDP was the highest amongst the large Indian states. The trend decadal growth rate for 1991 and 2001 are estimated at 6.5 per cent and 6.1 per cent respectively. Between 2000 and 2006, this declined to 4.9 per cent, even though the index of agricultural production shows a growth rate of 7.1 per cent.¹

Table-2.1
Sectoral Share in GSDP

Year	Sectoral Growth (in %)			Per capita GSDP * (in Rs.)
	Primary	Secondary	Tertiary	
1995-96	35.3	24.8	39.9	11629
1996-97	38.2	22.4	39.4	12762
1997-98	35.8	24.4	39.8	13861
1998-99	34.1	24.7	41.1	14111
1999-00	29.7	28.2	42.1	13619
2000-01	28.4	27.8	43.8	12840
2001-02	32.4	25.7	41.9	13933
2002-03	23.9	30.2	45.9	12054
2003-04	33.7	26.1	40.3	15579
2004-05	29.9	27.0	43.1	14908
2005-06 P	28.5	27.4	52.8	15541
2006-07 Q	29.4	27.1	43.5	16460
2007-08 A	29.8	26.6	43.6	17334
CAGR %	2.58	5.74	5.88	2.5

*at 1999 -00 constant prices

Source: Government of Rajasthan (GoR), *Economic Review, 2008-09*, p - 23, Directorate of Economics and Statistics (DES).

The sectoral shares of GSDP of the primary, secondary and tertiary sectors from 1995-96 to 2008-09 is shown in table 2.1. The structure of the economy shows a slight shift in favour of the tertiary sector that records an increase from about 40 per cent to 44 per cent during this period. This marginal shift is a result of high

¹ Long term growth estimates are based upon results reported in DES, GoR 2008.

volatility in the agricultural sector which varied between 24 per cent in 2002-03 and 34 per cent in 2003-04. The index of agricultural output more than doubled within a year (2002-03 to 2003-04). Again, between 2007-08 and 2008-09, agricultural output declined by about 12 per cent that is reflected in the modest 5.5 per cent growth in GSDP. Per capita GSDP growth throughout the period has been modest considering an annual growth in population of about 2 per cent. The changes in per capita income follow the trend seen in agricultural output. The per capita GSDP registered a decline of more than 13 per cent in 2002-03 and of 4.4 per cent in 2004-05 (Table 2.2). This volatility is also reflected in fiscal performance of the State due to increased expenditure on relief and reduced revenue receipts.

Table-2.2
Annual Growth of GSDP, per capita income and
Agricultural Output (2001-2009)

Year	GSDP %	Per capita GSDP %	Per capita income (in Rs.)	Index of Agricultural Output
2001-02		8.5	13933	131
2002-03	-9.9	-13.5	12054	87.9
2003-04	28.7	29.2	15579	172
2004-05	-2.7	-4.4	14908	154.2
2005-06	7.6	4.2	15541	167.8
2006-07	7.8	5.9	16460	166
2007-08	7.1	5.3	17334	159.6
2008-09	5.5	3.9	18010	NA

Source: Economic Review, Various Issues, DES, GoR.

Trends in Sectoral Shares of GSDP

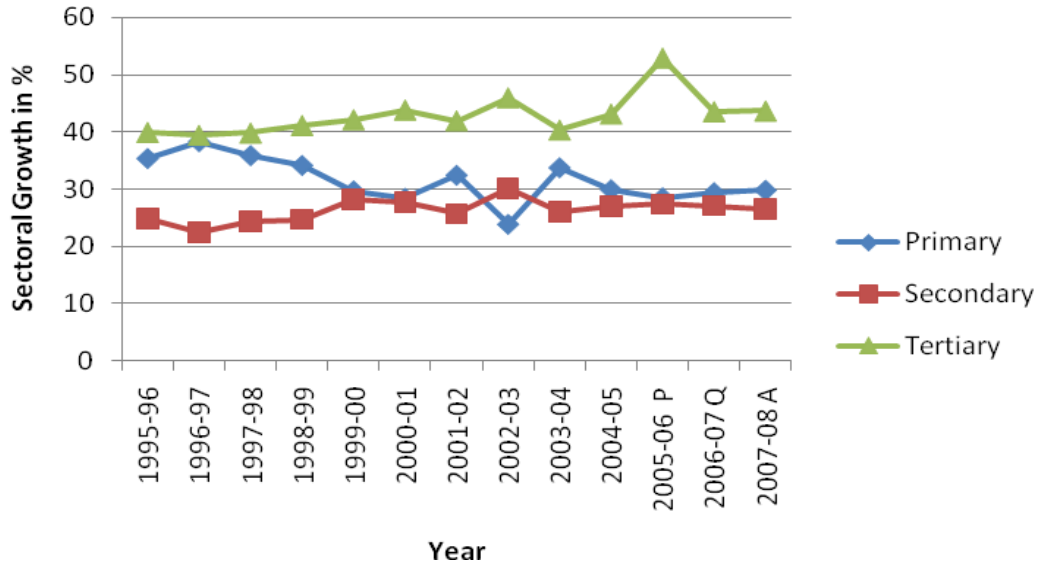


Figure 2(a)

The sectoral growth rates as shown in following table show that the fast growing sectors since 1995 have been transport & communication, construction and banking & insurance with a Compound Annual Growth Rate (CAGR) of 20.7, 17.2 and 9 per cent respectively.

Table-2.3
Sectoral Growth Rates (1995 - 96 to 2007- 08)

Sector	% CAGR 1995-96 to 2007-08
Agriculture and Allied sectors	2.55
Mining	7.49
Manufacturing (Registered)	10.1
Manufacturing (Unregistered)	8.77
Mining and Manufacturing (combined)	-0.39
Construction	17.12
Electricity, Gas and Water	6.03
Communication	7.42
Transport and Communication	20.72
Trade, Hotels & Restaurants	4.02
Banking and Insurance	9.06
Real estate, Ownership of dwellings Legal and Business services	4.67
Public Administration	4.14
Other Services	4.05
GSDP	4.58

Source: Economic Review, Various Issues, DES, GoR.

Poverty, Livelihood and Employment

Poverty rate in the state has shown an impressive decline from 50 per cent in the early seventies to 15.4 per cent (13.7 rural and 19.9 urban) in 1999-2000. The number of people below the poverty line declined by 3.1 million during this period, making Rajasthan the third best achiever in this respect after Kerala and Tamil Nadu. The latest estimates for 2004-05, however, show an increase in the poverty population from 15.4 per cent to 17.5 per cent. **A unique feature of the poverty profile in the state is that it records a higher rate for urban areas than for**

rural areas. Further, although rural poverty shows a modest increase after 1999-2000 but urban poverty has shown a sharp increase. These trends are, most likely, the result of rural to urban migration in search of higher wage jobs. This conclusion is based upon the trends shown by the Census 2001 and results of NSSO Rounds. Majority of workers continues to be engaged in agriculture although changes within rural areas suggest some positive and some not so positive trends. *First*, there was a slowing down of labour absorption in agriculture with only 27 per cent of the additional workers being absorbed in agriculture between 1991 and 2001. *Second*, the increase in the agricultural work force between 1991 and 2001 was entirely made up of female workers (male agricultural workers actually declined). *Third*, an increasing trend of agricultural real wages, both male and female, between 1991 and 2001 started to slow down after 2001-02. *Fourth*, **male** rural non-agricultural workers were engaged in more than one type of work indicating a trend towards diversification of rural opportunities.²*Fifth*, the share of the poor, dependent on agriculture increased from 56 per cent to 64 per cent during the nineties while the share of non-farm labour among the poor declined from 28 per cent to 22 per cent.³ While a larger number of young male non-agricultural workers at wages higher than agricultural wages would be positive indication, the shift out of agriculture due to distress or due to slowing of agricultural growth would be a matter of concern in the context of poverty trends. This concern arises from the finding that the gap in per worker earnings between agriculture and non-agriculture has widened from two to three times in 1991 to five times in 2001.⁴

² Vidya Sagar, 'Macroeconomics of Poverty Reduction in Rajasthan' paper submitted to UNDP-IGIDR volume on *Macroeconomics of Poverty Reduction in India 2005*

³ Radhakrishna, R and S.Ray, 'Poverty in India – Dimensions and Character', **IGIDR Reprint Series 2004**.

⁴ GoR, Human Development Report – an Update 2008. These estimates are likely to change as a result of the NSSO, Report of Suresh Tendulkar Committee (2009) reported recently.

Trends in Poverty Rate

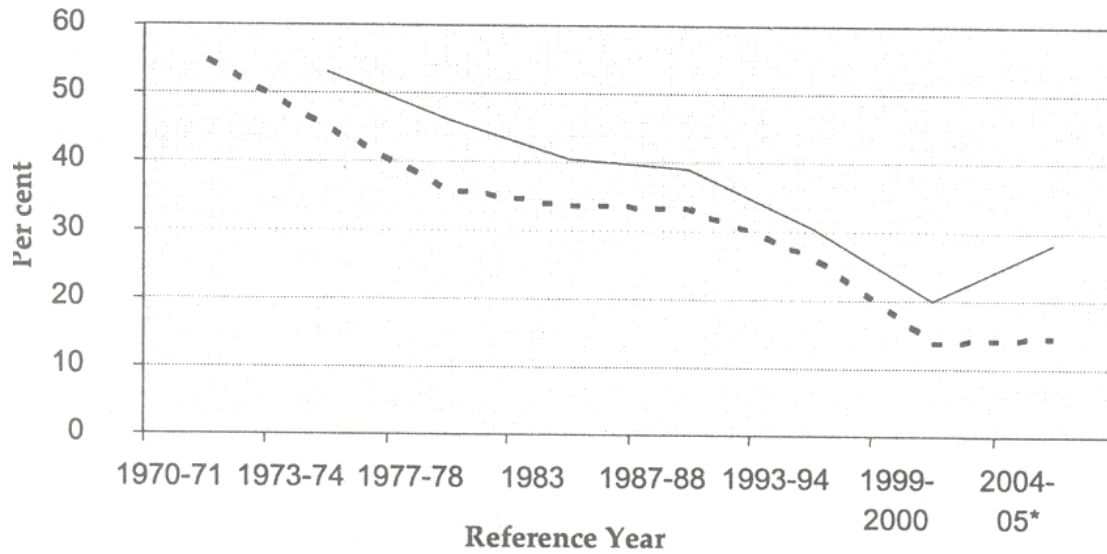


Figure 2(b)

Another positive trend of poverty profile is that the sub-regional gap in poverty rates has narrowed consistently since 1970. South Rajasthan (NSSO Region 53) that has a concentration of tribal population had a poverty rate that was almost twice the rate in North-East Rajasthan (NSSO Region 52) in 1972-73. In 1999-00 the rate was not only lower but the gap is relatively smaller. (Figure 2(c) and Table 2.4)

Table-2.4
Decline in Rural Poverty in Rajasthan by Regions

Region	1972-73*	1987-88	1993-94	1999-00
51-West:	42.2	21.83	15.42	4.59
52-N.East.	41.6	22.85	11.66	5.59
54-S.East	60.4	26.49	23.09	10.2
53-South	85.7	55.55	29.01	14.2
Rajasthan		33.21	26.46	13.4

Source: Vidya Sagar, 2004, Economic-Growth Human Development Interface: Rajasthan, Indira Gandhi Institute of Development Research, Mumbai.

Sub-regional Poverty Trends: Convergence Trend

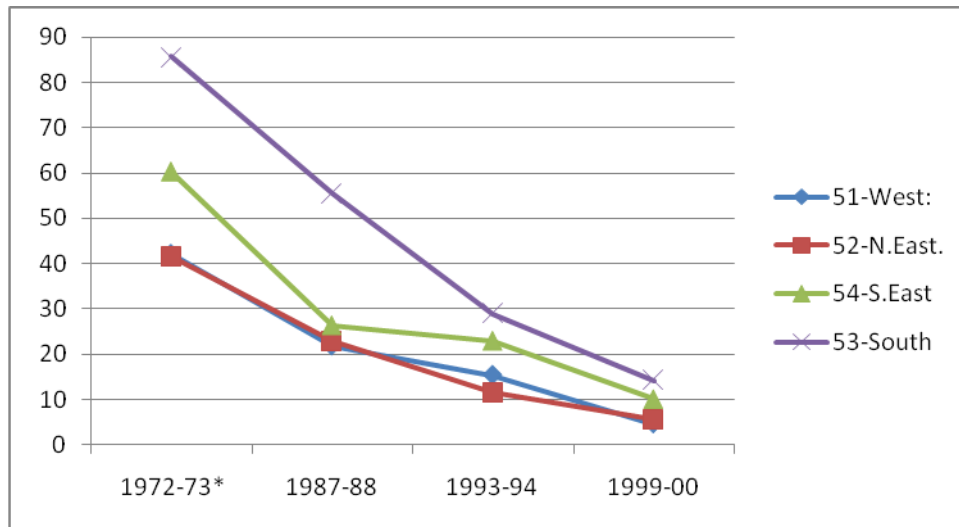


Figure 2(c)

Employment

It is difficult to assess the impact of plans on employment without any result from a comprehensive employment and unemployment survey. Data reported in government documents provide partial information. Some of this cannot be validated and may best be described as an informed guess. For example, employment in khadi and village industry units is reported to have provided an **additional** employment to 31,780 persons. More than 900,000 employed persons are reported to be in the SSI sector and the rural non-farm sector continues to be important for artisans and craftsmen. This sector has done well on account of increase in exports mainly as a result of private enterprise and skill of workers. The national export policy and a flourishing tourism sector have played an important role. Similarly, export of textile and garments had flourished in the state until the recent global recession. The estimated employment in the export sectors including gems and jewelry, carpets, textiles and a variety of crafts has been positive. On the other hand, the organized sector employment, both in the public and private sectors, has stagnated at a level of 1.2 million between 2001 and 2007.

Capital Formation

Table 2.5 shows the trends in capital formation. The growth rate of capital formation at current prices has been 23.4 per cent between 2001-02 and 2007-08. The share of Gross Fixed Capital Formation (GFCF) in GSDP has increased from 14.3 per cent in 2001-02 to 26.6 per cent in 2007-08. More than half of this increase is contributed by private capital formation whose share in total GFCF increased to above 60 per cent during the entire X Plan period. The first year of the XI Plan, however, shows a decline to 51 per cent implying a higher growth in public capital formation. The rate of capital formation i.e. capital formation to GSDP ratio also shows a sharp increase to 26.6 per cent (provisional) from the earlier year rate of 22.4 per cent.

Table-2.5
Composition of Gross Capital Formation

Year	Total	Private	Public	GFCF/ GSDP %	% Annual growth	
					Private	Public
2001-02	13141	7162	5979	14.3	-	-
%	100.0	54.5	45.5			
2002-03	13805	7955	5850	15.6	11.07	-2.20
%	100.0	57.6	42.4			
2003-04	18970	11485	7485	17	44.37	27.94
%	100.0	60.5	39.5			
2004-05	23248	14321	8927	19.8	24.69	19.26
%	100.0	61.6	38.4			
2005-06	28879	17544	11335	22.4	22.50	26.97
%	100.0	60.8	39.3			
2006-07	33412	20046	13366	22.4	14.26	17.92
%	100.0	60.0	40.0			
2007-08	45213	23048	22165	26.6	14.97	65.83
%	100.0	51.0	49.0			

Source: DES GoR, Economic Review, 2008-09.

Table 2.6 below shows sector wise capital formation along with growth rates for the same. Capital formation in agriculture throughout the period has been disappointing although a change is evident from 2005-06. Even if the provisional

estimates for the last two years are not considered, sectors that show higher rates of growth of capital formation are mining and construction. Agriculture, as stated above has been disappointing. So is the case in the manufacturing sector implying that **the promises made in different forums to bring in investment on a large scale (e.g in hotels, SEZs, IT, tele-communication and energy) have not been materialized so far**. Capital formation in the energy and power sectors has picked up after 2005-06. While revenue expenditure is a major part of expenditure in social and community services like education and health, the overall growth of the economy and its structural transformation depends largely on public capital expenditure in infrastructure and other capital expenditures. Public private partnerships in some sectors like roads, education and health have contributed to an impressive growth of private participation. It appears that even with the given favorable policy environment for private investment, the slowing of public capital formation in sectors like agriculture, industries, water and power is responsible for a slowing down of the medium to long run growth processes. Table 2.6 shows that agriculture and registered manufacturing sectors are the slowest growing sectors in capital formation although the sector classified as 'manufacturing and services' shows a higher growth rate of 16.8 per cent largely due to a sharp increase of 300 per cent between 2006-07 and 2007-08. In fact this feature of sharp increase within a year is not a characteristic of other sectors although the increase recorded for this year in other sectors is also higher than in earlier years. Even in the residential building sector that experienced almost boom conditions, the growth of investment in the state is relatively small. Explanation for this may be found in (a) a slow rate of urban growth that in itself is an indication of a slow growth process and/or (b) in policies with respect to urban development.

Table-2.6
Estimated Sector-wise Gross Fixed Capital Formation*

Industry	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	Growth Rate
Agriculture	1333	1393	1558	1422	1478	1772	2772	2662	3140	11.89
Forestry	34	16	11	5	39	91	95	75	43	23.75
Fishing	0	0	0	0	0	1	1	1	1	
Mining	40	87	62	70	187	457	126	599	876	42.92
Manufacturing (Reg.)	1601	1210	1226	1126	1681	2204	2231	2258	2286	8.99
Construction	3358	2963	2820	4108	6508	8386	11103	12973	15106	26.07
Electricity, Gas and Water Supply	1464	1567	1353	2197	1885	2238	3265	5939	8794	24.09
Railways	74	91	177	147	517	230	257	301	352	20.16
Communication	803	577	1064	667	559	836	981	1108	1274	6.66
Manufacturing, Trade & Other Services	1019	1168	1033	1075	1356	1449	1396	1925	5773	16.84
Banking & Insurance	117	133	287	160	189	306	324	389	467	17.44
Residential Building	1418	1516	1570	1549	1654	1822	1985	2197	2559	7.08
Public Administration	1041	1872	1981	1279	2916	3455	2342	2984	4541	15.45
Total	12302	12592	13141	13805	18970	23248	26879	33412	45213	18.31

*Provisional (Rs.crores at current prices 1999-00 to 2007-08).

Source: GoR, Economic Review, DES,2008.

The Tenth Plan

Plan Outlay and Expenditure

In this section, X Plan priorities in outlays – proposed, revised and actual expenditure are reviewed. Table 2.7 and Figure 2(d) shows the sector wise plan outlays and actual expenditures. Power and Social and Community services had the highest priority in actual expenditure with a share of 30 per cent in each of the two sectors. Irrigation, transport and rural development were three other sectors that had a high priority. Agriculture has lagged in actual expenditure with only a 3 per cent share even though the planned share was 6 per cent.

Table-2.7
Tenth Plan Outlay and Expenditure

(Rs. crore)

Sector	Outlay			Expenditure		
	At constant prices	At current prices	% to total outlay	Revised	Actual	% to total actual Expenditure
Agriculture & Allied Services	1644.65	1934.02	6.07	967.52	1013.70	2.99
Rural Development	2314.47	2683.69	8.43	3013.83	3004.22	8.85
Special Area Programmes	169.36	197.18	0.62	227.18	237.68	0.70
Irrigation & Flood Control	2983.84	3475.44	10.92	3887.96	3769.83	11.10
Power	7236.45	8460.43	26.58	9475.03	10699.23	31.51
Industry and Minerals	975.38	1113.56	3.50	575.93	567.40	1.67
Transport	2551.86	2950.10	9.27	3147.53	3105.47	9.15
Scientific Services	12.23	14.18	0.04	3.83	7.17	0.02
Social & Community Services	8279.21	9642.80	30.30	10927.70	10164.93	29.94
Economic Services	1060.40	1258.32	3.95	899.36	1020.19	3.00
General Services	90.15	102.03	0.32	397.57	361.28	1.06
Total	27318.00	31831.75	100.00	33528.45	33951.11	100.00

Source: GoR, Tenth Plan Review, Planning Department 2007.

X Plan Sectoral Outlays and Expenditure

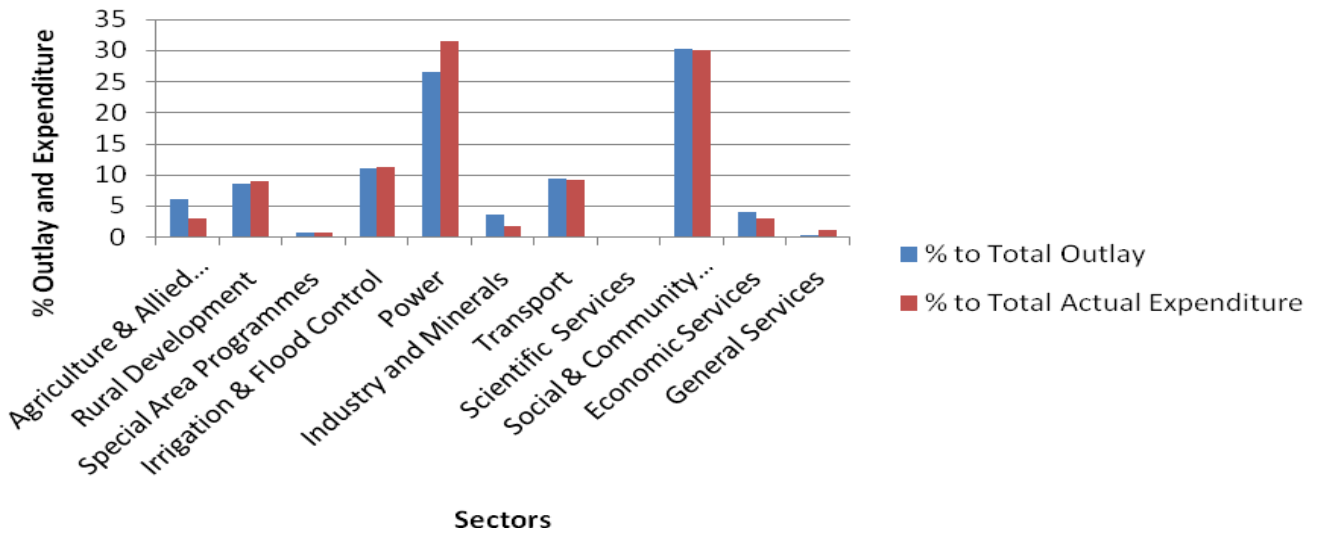


Figure 2(d)

Overall the actual expenditure during the X Plan was slightly higher than the proposed outlay (Tables 2.7). There are significant shortfalls in agriculture, manufacturing, and economic services. The mining sector however, has performed well which explains why 51 per cent of the proposed outlay in the combined mining and manufacturing sector was actually spent. Rural development, special area development and social and community services have a large component of central funding in centrally sponsored or central plan schemes. Therefore, the actual expenditure is higher than the proposed outlay. Sectors that have a greater responsibility for the state (transport, scientific services and economic services) have not performed well in this respect.

Table 2.8 shows that during the Tenth Plan, agriculture, industry, scientific services, economic and general services show a lower expenditure than was proposed. **Year wise distribution of expenditure, (Annexure 2 (I) shows that 50 per cent of planned expenditure was incurred at the end of the Plan i.e. in the last two years. However, actual achievement does not differ much from that which was envisaged in the Plan.**

Table-2.8
Tenth Plan - Proposed Outlay and Actual Expenditure

Sector	Proposed outlay at current prices	Actual expenditure at current prices	Actual as % of proposed	% CSS&CPS to actual expenditure	Plan revenue Expenditure as % of Plan expenditure
Agriculture and Allied	1934.02 (6.1)	963.41 (2.9)	49.8	17.33	75.1
Rural Development	2683.69 (8.4)	3046.84 (9.3)	113.5	10.13	49.8
Special Area Programmes	197.18 (0.6)	331.18 (1.0)	167.9	0.15	7.5
Irrigation and Flood Control	3475.44 (10.9)	3841.36 (11.7)	110.5	0.46	2.1
Energy, Water &Power	8460.43 (26.6)	9275.02 (28.2)	109.6	0.01	43.9
Industry and Minerals	1113.56 (3.5)	577.55 (1.8)	51.9	0.45	100.0
Transport	2950.10 (9.3)	3103.57 (9.4)	105.2	0.46	100.0
Scientific Services	14.18 (0.04)	8.83 (0.02)	62.3	0.08	100.0
Social & Community Services	9642.80 (30.3)	10620.23 (32.3)	110.1	67.38	100.0
Economic Services	1258.32 (3.9)	747.85 (2.3)	59.4	29.41	100.0
General Services	102.03 (0.3)	351.93 (1.1)	344.9	3.21	45.5
TOTAL	31831.75	32867.77	103.3	100.00	44.9

*Figures in brackets are percentage of total.

Source: Finance Department, GoR

Tenth Plan - Achieved Sectoral Growth Rates

Calculating Plan wise growth rate is sensitive to the performance during the last year of the earlier Plan. Growth in agriculture was as high as 9 per cent per annum as a result of the decline in the last year previous to the beginning of the Plan (2001-02). Sectors that show better performance than the longer term growth rates achieved by the state besides agriculture are mining, communication and trade, hotels and restaurants. (Table 2.9)

Table-2.9
Sectoral Growth Rates (1995 - 96 to 2007- 08)

Sector	CAGR 1995-96 to 2007-08 (%)	CAGR X Plan (%)
Agriculture and Allied sectors	2.55	9.01
Mining	7.49	5.62
Manufacturing (Registered)	10.1	6.36
Manufacturing (Unregistered)	8.77	6.74
Mining and Manufacturing (combined)	-0.39	5.84
Construction	17.12	6.33
Electricity, Gas and Water	6.03	-6.01
Communication	7.42	9.63
Transport and Communication	20.72	14.3
Trade, Hotels & Restaurants	4.02	9.04
Banking and Insurance	9.06	7.61
Real estate, Ownership of dwellings Legal and Business services	4.67	3.53
Public Administration	4.14	0.57
Other Services	4.05	2.47
GSDP	4.58	6.35

Source: Finance Department, GoR

The Eleventh Plan

The Eleventh Plan targets a growth rate of 3.5 per cent for agriculture, 8 per cent for manufacturing (including power) and 9 per cent for the services sector. The overall growth target is 7.4 per cent.

Table-2.10
Planned and Realized Sectoral Outlays X Plan and XI Plan

(Rs. crore)

Sector	X Plan share of total actual expenditure (%)	XI Plan proposed outlay (%)	Share of proposed outlay (%)	Planned outlay at current prices	Actual expenditure (2007-09)
Agriculture & Allied Services	2.99	2269.07	3.2	1693.97	1690.31
Rural Development	8.85	5332.14	7.4	3277.01	2788.06
Special Area Programmes	0.70	338.58	0.2	415.05	280.56
Irrigation & Flood Control	11.10	7302.06	10.2	2630.97	1975.27
Power	31.51	25606.75	35.8	18936.72	13784.84
Industry and Minerals	1.67	958.65	1.3	452.67	304.74
Transport	9.15	4683.06	6.5	2117.23	1683.91
Scientific Services	0.02	29.70	0.2	11.34	10.41
Social & Community Services	29.94	20103.68	28.1	13188.34	10169.45
Economic Services	3.00	731.04	1.0	342.40	976.54
General Services	1.06	4377.25	6.1	226.30	293.72
Total	33951.11	71731.98	100.0	43292.00	33957.81

Source: Finance Department, GoR.

Data for the first three years of the Eleventh Plan shows significant shortfalls in the approved plan allocations in important sectors like power, irrigation and rural development. This is also reflected in column 5 of Table 2.11 that shows shortfalls in relation to the approved annual plans for three years. Except for general and economic services that together account for less than 10 per cent of plan outlays; all other sectors show an actual expenditure which is less than the approved outlay. The exception is the rural development sector where the entire allocation for three years has actually been spent. The three year totals include budgeted expenditure for 2009-10 that may not materialize on account of reported shortfalls in revenues due to economic slowdown.

Table-2.11
XI Plan - Approved Outlay and Expenditure for 3 years

(Rs. crore)

Sectors	Approved XI Plan size	% Share	Actual expenditure to approved plan %	Actual expenditure to 3 year planned outlay %
1	2	3	4	5
Agriculture & Allied Services	2269.07	3.2	74.5	99.8
Rural Development	5332.14	7.4	52.3	85.1
Special Area Programmes	338.58	0.2	82.9	67.6
Irrigation & Flood Control	7302.06	10.2	27.1	75.1
Power	25606.75	35.8	53.8	72.8
Industry and Minerals	958.65	1.3	31.8	67.3
Transport	4683.06	6.5	45.2	79.5
Scientific Services	29.70	0.2	36.0	91.8
Social & Community Services	20103.68	28.1	54.8	77.1
Economic Services	731.04	1.0	133.6	285.2
General Services	4377.25	6.1	6.7	129.8
Total	71731.98	100.0	47.3	78.4

Source: Finance Department, GoR.

Two aspects of plan allocation (i.) the share of capital expenditure in the total and (ii.) the extent of centrally funded/supported projects in the total, are of importance and require analysis.

Share of Capital Expenditure - X Plan and XI Plan (2 years)

The share of capital expenditure in the total increased almost consistently since 2005-06 (**Annexure - 2(II)**). This contributed to the reduction in revenue deficit that turned into a surplus for two consecutive years. However, this has not been sustained in the first two years of the XI Plan. This share is important for the reason that the Plan is funded, as we shall see later, almost entirely by borrowing from different sources. Without creating productive assets, the burden of servicing

of debt is a problem. However, if increasing the share of capital results from the effort to reduce revenue deficits, there are some unintended outcomes. For example, withdrawal from agricultural extension activity or across the board budget cuts or ban on recruitments in all sectors including health, education and community services may not be in the best interest of achieving planned results.

Table-2.12
Sector wise Share of Capital Expenditure - X and XI Plans

Sector	Share of capital expenditure in total %	
	X Plan	2 years XI Plan
Agriculture & Allied	24.9	18.3
Rural Development	51.2	12.2
Special Area Programs	92.5	52.7
Irrigation & Flood Control	97.9	96.6
Power & Energy	46.1	69.3
Industries & Minerals	Nil	Nil
Transport	Nil	Nil
Scientific Services	Nil	Nil
Social & Community Services	54.5	56.3
Economic Services	56.2	46.3
General Services	54.2	29.7
Total	55.1	50.6

Source: Finance Department, GoR.

Central Funds - CSS and CPS

Central schemes dominate the social sectors viz. health and education. Sixty seven per cent of central funds were provided for these sectors during the X Plan. The next in importance are rural development and agriculture. The share of central funds in total plan expenditure is also shown in the Table 2.13.

Table-2.13
Share of CSS/CPS in X Plan

Sector	Actual expenditure as % of proposed	Share of CSS&CPS in actual expenditure %	Plan revenue expenditure as % of plan expenditure
Agriculture and Allied	49.8	17.33	75.1
Rural Development	113.5	10.13	49.8
Special Area Programmes	167.9	0.15	7.5
Irrigation and Flood Control	110.5	0.46	2.1
Energy, Water & Power	109.6	0.01	43.9
Industry and Minerals	51.9	0.45	100.0
Transport	10.5.2	0.46	100.0
Scientific Services	62.3	0.08	100.0
Social & Community Services	110.1	67.38	100.0
Economic Services	59.4	29.41	100.0
General Services	344.9	3.21	45.5
Total	103.3	100.00	44.9

**Figures in brackets are percentage of total.*

Source: Finance Department, GoR.

Agricultural Credit and Financial Inclusion

The most striking difference in planned outlay and actual expenditure is in agriculture and allied sectors where less than 50% of the proposed outlay was actually spent during the Tenth Plan. This reflects the policy shift of the state's withdrawal from the agricultural sector. Strategies that have been adopted focus more on rural and agricultural infrastructure (particularly rural connectivity, power and creation of market infrastructure) and enabling farm investments and making inputs available on time, in adequate quantities and of good quality. Improving credit to farmers, especially the marginal farmers, is a major component of this strategy. The fact that about one-third farmers in rural India do not or are not able to access organized credit institutions has resulted in the strategy of taking steps to create an inclusive banking and financial structure.⁵ Data of performance of banks shows an impressive growth in their loan portfolio from Rs. 16713 crore in 2002 to Rs.62131 crore in 2006-07. This is an increase of 371 per cent. The credit-deposit ratio also improved from 53.9 to 91.1 during the same

⁵ Reserve Bank of India, Rangarajan Committee on Financial Inclusion 2008

period. Commercial banks are fulfilling the benchmark norms for priority sector lending. The share of priority sector advances in total has gone up to 51 per cent of total and the share of agriculture to 25 per cent of total. The loan portfolio in agriculture consists of 71 per cent crop loans and 29 per cent term loans. Repayment has also improved.

The financial inclusion project to provide 100 per cent coverage to the rural sector is being implemented in six districts viz. Rajsamand, Dungarpur, Dholpur, Dausa, Jhalawar and Sri Ganganagar.

Micro Finance

Micro finance has been recognized as a preferred strategy to provide comprehensive financial services at affordable cost to all in rural areas. Currently, there are two models of micro finance operating in India. One is the SHG (Self Help Groups) Bank Linkage (SBLP) model and the other is the Micro Finance Institution (MFI) model. Between 2003 and 2007 the number of linked SHGs increased from 22,742 to 137,837 registering a growth of 600% in five years with a loan portfolio of Rs 3,895.34 crore. Women's groups have been formed through Aanganbari workers and Saathins in the Women's Development Programme (WDP) although men can also become members of such SHGs. Although the number of SHGs is impressive and many successful instances are mentioned, it is too early to judge the strategy. Capacity building at grass roots level is a major problem. The lack of awareness and clarity regarding objectives and processes to be adopted results in difference to provide funds to linked SHGs. Credit per group was Rs.24000 compared to the all India average of Rs. 62000. NABARD gave a small grant of Rs. 2 lakhs for capacity building to ICDS. ICDS and the WDP have been able to constitute more than 1.25 lakh SHGs. The NABARD grant is equivalent to less than Rs. 2 per group.

Fiscal Performance - X and XI Plans

States, in general, have relied largely on borrowing from the Centre and from the market to finance plan outlays. This results in a high interest burden on the state budgets which in turn increases revenue and fiscal deficits of the state. The focus of fiscal reforms during the last decade or so has been to restructure Central and State finances to correct this situation. Apart from Additional Resource Mobilization (ARM) and efforts that emphasized tax/revenue reforms and rationalizing expenditure (especially implicit and explicit subsidies), attention has been given to take steps to reduce the burden of the state debt. The Tenth Finance Commission made important recommendations regarding restructuring of states' indebtedness to the centre. The recommendations included a change in the 70: 30 loan-grant formula for plan assistance to the states. Centre and states have enacted Fiscal Responsibility and Budget Management (FRBM) Acts and the targets for reduction of deficits have been spelled out. Rajasthan has also enacted the FRBM legislation and has taken steps to check growth in revenue expenditure. In this Section we examine the impact of these measures on plan financing in Rajasthan.

Table 2.14 shows the projected level of financing for the X and XI Plans. As Table 2.14 shows that the Tenth Plan was entirely financed by borrowings and central assistance. Table 2.14 also shows the annual plan estimates for the first three years of the XI Plan. Except for 2007-08, for which actuals are reported the estimates for the subsequent two years are revised or budget estimates.

Table-2.14
Estimated Plan Resources for the Tenth & Eleventh Plan

(Rs. in crore at current prices)

Item		X Plan Approved	X Plan Actuals	XI Plan Proposed	XI Plan Approved	2007-08 to 2009-10 App. Annual Plans
A.	State Government					
	1. State's Own Resources (Non Loan Portion)	-9117	-6586	15953	8552	2718
	a. Balance from current Revenues	-10354	-5531	15076		891
	B Misc. Capital Receipts (Excluding deduction for repayment of loans)	-366	-1418	227		1437
	c. Plan grants under FC	827	362	650		390
	d. Additional Resource Mobilisation	776				
	2. State's Borrowings (i-ii)	31561	29246	25949	31398	17218
	(i) Gross Borrowings	38265	42026	39720	0	21096
	a. State Provident Fund & State Insurance (Net)	5965	5674	7628		3696
	b. Small Savings (Gross)	17500	18244	9340		3626
	c. Gross Market Borrowings	5667	10027	11368		10505
	d. Negotiated Loans (Gross) (by State)	1832	2289	2500		1708
	e. Bonds/ Debentures/ Other loans (Gross)		1119	48		
	f. Loan Portion of Central Assistance					
	g. Normal Central Assistance & Others	4182	3038	3846		
	h. ACA for EAPs	3119	1636	4990		1561
	(ii) Less: Repayments	6704	12780	13771		3878
	3. State's Own Resources (1+ 2)					
	4. For Central Assistance (Grants Portion)	3824	4565	5858	9602	5827
	a. Normal Central Assistance	1030	1299	2419		1302
	b. ACA for EAPs	1337	851	412		574
	c. Others	1457	2414	3027		3951
	Total A: State Government Resources (1+2+4)	26268	27225	47760	49552	25763
	B. Public Sector Enterprises (PSEs)	5564	4480	20662	22180	16120
	1. Internal Resources	873	1295	3240		-6588
	2. Extra Budgetary Resources	4691	3185	17422		22708
	C. Local Bodies	0	0	0	0	1078
	1. Internal Resources					753
	2. Extra Budgetary Resources					325
	D. Aggregate Plan Resources (A+B+C)	31832	31704	68422	71732	42961

*Negative sign indicates surplus.

Source: GoR, Planning Department

However, the positive figures for Balance from the current revenue are misleading as the Pay Commission recommendations were accepted but were implemented later in stages. Year-wise financing of the X Plan is given in **Annexure-2(III)**.

The Table 2.14 shows that of the total plan resources of Rs. 31704 crore during the Tenth Plan period, Rs. 29246 crore or 92.2 per cent was borrowing. Contribution of public enterprises was Rs. 4480 crore.

Table-2.15
Estimated Resources for XI Plan and for 2007-08 to 2009-10

Item		XI Plan	XI Plan	2007-08 to 2009-10
		Proposed	Approved	App. Annual Plan
A.	State Government			
1.	State's Own Resources (Non Loan Portion)	15953	8552	2718
a.	Balance from current Revenues	15076		891
b.	Misc. Capital Receipts (Excluding deduction for repayment of loans)	227		1437
c.	Plan grants under FC	650		390
d.	Additional Resource Mobilisation			
2.	State's Borrowings (i-ii)	25949	31398	17218
	(i) Gross Borrowings	39720	0	21096
a.	State Provident Fund & State Insurance (Net)	7628		3696
b.	Small Savings (Gross)	9340		3626
c.	Net Market Borrowings	11368		10505
d.	Negotiated Loans (Gross)	2500		1708
e.	Bonds/ Debentures/ Other loans (Gross)	48		
f.	Loan Portion of Central Assistance			
g.	Normal Central Assistance & Others	3846		
h.	ACA for EAPs	4990		1561
	(ii) Less: Repayments	13771		3878
3.	State's Own Resources (1+ 2)			
4.	For Central Assistance (Grants Portion)	5858	9602	5827
a.	Normal Central Assistance	2419		1302
b.	ACA for EAPs	412		574
c.	Others	3027		3951
	Total A: State Government Resources (1+2+4)	47760	49552	25763
B	Public Sector Enterprises (PSEs)	20662	22180	16120
1.	Internal Resources	3240		-6588
2.	Extra Budgetary Resources	17422		22708
C	Local Bodies	0	0	1078
1.	Internal Resources			753
2.	Extra Budgetary Resources			325
D	Aggregate Plan Resources (A+B+C)	68422	71732	42961

Source: GoR, Planning Department

The main changes projected in the XI Plan are:

- (i.) Instead of a large deficit in the balance from current revenues, a large surplus is expected to contribute to plan resources.
- (ii.) The state's net borrowing is expected to be smaller, mainly on account of reduction in small savings.

- (iii.) Market borrowings and resources from Externally Assisted Projects (EAP) increase their contribution to Plan resources.
- (iv.) Public enterprises are expected to contribute substantially to the plan resources. Extra budgetary resources are made up of borrowing of the power companies and resources of urban development authorities and marketing boards.
- (v) Share of extra budgetary resources in plan resources is expected to be 25 % of total. It may be noted that the increase in annual plan size after 2006-07 is entirely due to the projected extra budgetary resources.

FISCAL PERFORMANCE

Fiscal performance of the State in relation to the planned estimates shows the following positive features:

1. Revenue Receipts

Table 2.16 shows revenue receipts from different sources. Briefly, the following may be noted:

- Growth in own tax revenue was 16.7% per annum during the Tenth Plan.
- Share in central taxes increased at the annual rate of 22 per cent.
- Own tax revenue to GDP ratio increased from 7 per cent to 8 per cent between 2002 and 2008. If share in central taxes is considered part of own revenue the tax to GDP rate would be 20 per cent instead of 11 per cent. (Table 2.17)
- Own non tax revenue also increased at the annual rate of 20 per cent. Main contributor to this was fees and royalties from the mineral sector.

Table-2.16
Total Revenue Receipts

(Rs. in crore)

Year	State Own Revenue			Transfers from the centre	Share in Central taxes	Grants from Centre	Total Revenue Receipts	Non Plan Revenue under FC
	Total Tax Revenue	Total Non Tax	Total					
2002-03	6223	1569	7822	2559	3063	2196	13081	330
2003-04	7246	2072	9318	6106	3602	2504	15424	184
2004-05	8415	2146	10561	7203	4306	2897	17764	633
2005-06	9880	2738	12618	8221	5300	2921	20839	773
2006-07	11608	3431	15039	10553	6760	3793	25592	1058
2007-08	13275	4054	17329	13452	8528	4924	30781	980
2008-09 RE	15134	3840	18974	15409	8997	6412	34383	1302
2009-10 BE	16742	5283	22025	16243	9618	6625	38268	1197
X Plan CAGR %	16.85	20.24	17.48	36.77	21.77	13.28	17.86	45.72
XI Plan % 2 years	14	-5.27	9.49	14.55	5.50	30.22	11.70	32.86
CAGR (2002-10)	15.55	17.74	15.99	26.41	19.38	18.54	17.26	27.53

Source: Finance Department, GoR.

Table-2.17
Tax Revenue to SDP Ratio

Rs.crore at current prices

Year	Own Tax Revenue	Share in Total Taxes	Total Tax Revenue	SDP (Rs. in crore)	Total tax revenue/SDP	Own Tax Revenue/SDP
2002-03	6253	3063	9316	88550	0.11	0.07
2003-04	7246	3602	10848	111606	0.10	0.06
2004-05	8415	4306	12721	117274	0.11	0.07
2005-06	9880	5300	15180	128621	0.12	0.08
2006-07	11608	6760	18368	148849	0.12	0.08
X Plan	43402	23031	66433	594900	0.11	0.07
2007-08	13275	8528	21803	169919	0.13	0.08
2008-09 RE	15134	8997	24131	191990	0.13	0.08

Source: Finance Department, GoR.

2. Grants from the Centre

- Table 2.18 shows Plan and Non-plan grants from the Centre. Share of Plan grants in total grants increased from less than 70 per cent in 2002-03 to nearly 79 per cent in 2008-09 and 2009-10.

Table-2.18
Grants from the Centre

Year	Non-plan under FC	Other non-plan	Plan grants	Total grants
2002-03	330	483	1383	2196
2003-04	184	565	1755	2504
2004-05	633	297	1967	2897
2005-06	773	82	2066	2921
2006-07	1058	150	2584	3792
2007-08	980	71	3873	4924
2008-09 RE	1302	66	5044	6412
2009-10 BE	1197	41	5387	6625

Source: Finance Department, GoR

3. Capital receipts, borrowing and interest payments

- Borrowing continues to be a major source of Plan finance and for financing the revenue deficits of the State despite the reduction in loans from the Centre. The change in the structure of borrowing had an impact on interest expenditure (Table 2.19). During the first three years of the Tenth Plan, revenue deficit exceeded internal borrowing. This has changed after 2006-07. For two years there was no revenue deficit although deficit has reappeared in the current year's budget.
- Interest payments are now growing more slowly mainly due to the reduction in central loans that are only 25 per cent of the amount at the beginning of the Tenth Plan.

Table-2.19
Capital Receipts, Revenue and Fiscal Deficit

(Rs. crore)

Year	Internal Debt (Net)	Central Loans (Net)	Recoveries of loans & advances	Outstanding Ways & Means advances (Net)	Other Capital Receipts	Public Account (Net)	Revenue deficit**	Fiscal Deficit
2002-03	2420	3046	125	-836	-	1277	3934	6114
2003-04	2855	3255	159	-236	5	1437	3424	7367
2004-05	2118	2991	125	0	-	911	2143	6146
2005-06	4503	4303*	238	0	1	853	660	5150
2006-07	2677	-294	514	59	-	1800	-638	3970
2007-08	3230	46	1781	-59	1	-730	-1653	3408
2008-09 RE	5480	59	94	0	-	1185	283	6714
2009-10 BE	6301	151	102	0	-	2007	1409	8420
X Plan CAGR	6.80		38.14			1.66		-11.50
CAGR (2002-10)	13.59		5.74					-0.30

*After adjusting for debt restructuring under FC recommendation Internal Debt was Rs. 23515 crore & repayment to centre was Rs. 19012 crores giving a balance of Rs. 4503 crore.

**Minus sign indicates surplus

Source: Finance Department, GoR.

Table-2.20
Interest Payment and Servicing of Debt

(Rs. Crore)

Year	2002-03	2003-04	2004-05	2005-06	2006-07	Total of X Plan	2007-08	2008-09 RE
Total Interest Payment	4300	4777	5172	5210	5702	25161	5943	6242
Of which Interest on internal Debt	1185	1412	1476	3508	3875	11456	4031	4190
On Market Loans	916	1083	1199	1287	1324	5809	1384	1602
On small savings	866	843	945	1046	1163	4863	1264	1386
On Central Govt. loans	2205	2487	2703	626	631	8652	613	622

Source: Finance Department, GoR.

4. Interest and fiscal liabilities

- Interest liability decreased from 32.9 per cent of revenue receipts and 25.3 per cent of revenue expenditure in 2002-03 to 19.3 per cent of receipts and from 25.3 per cent of expenditure in 2003-04 to 20.4 per cent in 2007-08 (Table 2.21). Fiscal liabilities increased by 68 per cent between 2002-03 and 2007-08 but the ratio of liabilities to GSDP was reduced from 51.8 per cent to 45.4 per cent in 2007-08 and annual additional liabilities were reduced from Rs.7490 crore to Rs.5992 crore.

Table-2.21
Interest and Fiscal Liability

Year	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09 RE
Expenditure on Interest Payment Rs. Crore	4300	4777	5172	5210	5702	5943	6242
As percent of Revenue Receipts	32.90	31.00	29.10	25.00	22.30	19.30	18.20
As percent of Revenue Expenditure	25.30	25.30	26.00	24.20	22.90	20.40	18.00
Fiscal Liabilities	45871	53361	60134	66407	71146*	77138	-
As percent to GSDP	51.80	47.80	51.30	51.60	47.80	45.40	-
Additional Annual Liabilities Rs. Crore		7490	6773	6273	4739	5992	-

*Note: Rs.307.70 crores writes off of central debt during 2007-08 as per TFC recommendation

Source: Finance Department, GoR.

4. Revenue deficit

- Revenue deficit has reduced from Rs.3934 crore in 2002-03 to a surplus of Rs.638 crore in 2006-07 that was sustained during the next year as well. Fiscal deficit, however, does not show a consistent trend. (Table 2.22)

Table-2.22
Revenue and Fiscal Deficits

Year	Revenue Deficit	Fiscal Deficit
2002-03	3933.92	6114.02
2003-04	3424.44	7367.12
2004-05	2142.6	6145.98
2005-06	660.01	5150.27
2006-07	-638.38	3969.73
X Plan Total	9522.59	28747.12
2007-08	-1652.98	3408.37
2008-09 RE	283.02	6714.18
2009-10 BE	1408.64	8419.88

Revenue Deficit = Total Revenue Expenditure – Revenue receipts

Fiscal Deficit = Revenue Deficit + Net Borrowings by the state – Misc. Capital Receipts

Surplus indicated by a negative sign

Source: Finance Department, GoR

Capital Expenditure

- The share of capital outlay in Plan expenditure has increased and the total capital outlay now exceeds net borrowings.

Features that continue to be a matter of concern are the continued increase in fiscal liabilities although the debt to GDP ratio shows a declining trend. This may not be sustained over time in view of the fact that the revenue expenditure has increased due to pay and DA revision and revenue receipts might decline because of drought and a slowing of growth, especially during the current year. Current estimates indicate a decline in the share of central taxes.

Planning Process and Fiscal Performance

Revenue deficit was wiped out in 2006-07 when the budget reported a revenue surplus of Rs. 638 crore but fiscal liabilities increased by Rs.4739 crore. Capital expenditure during the year was Rs.4809 crore. Deficits are once again

quite large. Expenditure that was announced earlier (e.g. Implementation of Pay Commission and UGC recommendations) are being implemented in stages. Additional expenditure on this count was Rs. 3966 crore in 2008-09 and Rs. 6358 crore in 2009-10. Drought and bad harvests required more expenditure on ensuring drinking water supply and on drought relief measures.

Borrowing by state governments is a serious problem. Some aspects such as a check on ways and means advances from the RBI and reduction in central debt liabilities have been resolved, yet the debt position remains unsatisfactory. Rs.307.70 crore of central debts were written off during 2007-08 as per TFC recommendation. Market borrowing and internal debt increased sharply after 2005-06 and data shows that the Tenth Plan was entirely financed by borrowing and central assistance.

Impact of Economic Slowdown:

Employment is likely to have suffered most due to:-

- a. Slowdown in private construction/housing/commercial real estate sector
- b. Export sector – textiles, gems and jewelery, handicrafts
- c. Growth of tax revenue including share in central taxes is likely to be adversely affected resulting in greater fiscal stress. A review of Plan expenditures by the State Government reported the following figures for the actual shortfall in the state's budgetary resources. (Table 2.23). Data shows that the share in central taxes has fallen by Rs. 258 crores and grants by Rs 457 crores. Debt and liabilities have increased by more than Rs.5000 crores, and the estimated revenue surplus of Rs 1228 crores has turned into a deficit of Rs. 4184 crores. This means that the budget estimates are off course by more than Rs. 5400 crores.

Table-2.23
Revenue Receipts and Budget Deficit
(April to September 2009)

Year	2008-09	2009-10
Share in Central taxes	4303.45	4045.17
Tax revenue	6876.16	7056.23
Non-tax revenue	1177.40	1180.79
Grants	2408.19	1951.64
Total	14765.20	14233.83
Borrowings and other liabilities (Net)	2611.21	7303.89
Revenue deficit	1228.36	-4184.52

Source: Finance Department, GoR.

Agriculture

Out of the total population of 56.5 million, 77 per cent live for their livelihood in the rural areas in Rajasthan. Agriculture is essentially rainfed. The gross irrigated area to gross cropped area is 33.67 per cent whereas the net irrigated area to net sown area comes to almost the same (35.53%) (2004-05). The consumption of fertilizer comes to 44.21 kg/ha (2005-06). The average yield of foodgrains is 1050 kg/ha, oilseeds 992 kg, and cotton (lint) 219 kg. per hectare based on a 5 year average ending 2004-05.

Agriculture and animal husbandry sector contribute about 25 per cent of the Gross State Domestic Product (GSDP), and provides employment to nearly two-third of the labour force. The share of the sector in the GSDP in 1993-94 was 32.07 per cent but came down to 23.88 per cent in 2005-06 (at 1980-81 constant prices). As per 1993-94 constant prices, it was 26.16 per cent in 2006-07. In 1999-2000, the share in the GSDP was 29.67 per cent. At current prices, the share with GSDP was 25.25 per cent in 2007-08. At constant prices (1999-2000), the percentage share in GSDP was 27.83. The GSDP in 1980-81 for agriculture and animal husbandry was 47.83 per cent, out of which animal husbandry accounted for 7.89 per cent. In 1990-91, it was 42.75 per cent for agriculture and animal husbandry and was 7.36 per cent for animal husbandry. In 2000-01, it was 25.60 per cent for agriculture and animal husbandry of which animal husbandry was 10.73 per cent.

Table-2.24
Gross State Domestic Product (GSDP) and Net State Domestic Product (NSDP)
for Agriculture including Animal Husbandry

(In %)

Year	At constant price (1993-1994)		At constant price (1999-2000)		At current price	
	GSDP	NSDP	GSDP	NSDP	GSDP	NSDP
2002-03	20.66	21.53	21.99	23.66	21.57	23.24
2003-04	26.15	28.09	32.10	34.72	28.60	31.03
2004-05	24.77	25.29	27.92	30.11	25.05	27.08
2005-06	23.88	24.29	25.83	27.87	22.79	24.66
2006-07	-	-	25.84	27.80	23.62	25.47
2007-08	-	-	26.16	28.07	23.42	25.20

Source: 1. Economic Review of Rajasthan, Various Issues.
2. SDP of Rajasthan 1999-2000 to 2007-08, Dtc. of Eco. & Stat. Jaipur

Physical Achievements in X and XI Plans in Agriculture

Crop - wise physical achievements for X Plan and targets for XI Plan are given in Table - 2.25:

Table-2.25
Area, Production and Yield Targets for Major Crops
in X and XI Five Year Plans of Rajasthan

(Area in Lakh ha, Yield in kg./ha, Production in Lakh Tonnes)

Crop	X Plan Achievement			XI Five Year Plan (Targets)		
	Area	Yield	Production	Area	Yield	Production
Bajra	47.13	679	32.00	45.00	800	36.00
Maize	10.35	1241	12.84	12.50	1800	18.75
Total Kharif Cereals	88.01	1294	113.88	94.25	1727	162.75
Moong	7.42	312	2.31	10.25	390	3.99
Moth	11.48	233	2.67	13.50	307	4.14
Total Kharif Pulses	22.07	275	6.06	27.25	354	9.64
Ground nut	2.74	1345	3.68	3.50	1700	5.95
Soyabean	5.95	1157	6.88	8.00	1600	12.80
Total Kharif Oilseeds	12.81	961	12.31	17.50	1323	23.15
Cotton	3.98	286	1.18	5.00	451	2.25
Gaur seed	20.06	277	5.54	27.00	400	10.80
Total Kharif Cropped Area	129.45	-	-	148.55	-	-
Wheat	21.21	2837	60.17	25.00	3500	87.50
Barley	1.97	2362	4.65	4.50	3200	14.40
Gram	9.39	676	6.34	13.00	1000	13.00
Mustard	24.40	1203	29.35	30.00	1500	45.00
Total Cropped Area Rabi	69.17	-	-	85.05	-	-

Source: Department of Agriculture, Govt. of Rajasthan

Due to failure of rains, Kharif production in 2009 has been adversely affected. Assessment of prospects against targets is given for perusal (Table 2.26).

Table-2.26
Production Assessment of Kharif Crops 2009 in Rajasthan

(in Lakh tonnes)

Crops	Achievement in 2008	Target for 2009 Kharif	Likely Achievement as per 1st estimates	Percentage of Target	As per cent production of Kharif-2008
Cereals	66.87	64.54	21.28	32.97	31.82
Pulses	8.81	13.39	1.58	11.79	19.32
Total Kharif Foodgrains	75.05	77.93	22.86	29.33	38.45
Oilseeds	16.72	23.14	14.14	61.10	84.57
Cotton	7.27	7.00	3.13	44.71	43.05
Guarseed	12.61	10.03	2.41	24.02	19.11

Source: Department of Agriculture, Govt. of Rajasthan.

The grim situation is quite clear from these data. The first estimates for Kharif 2009 compare very well with production in Kharif 2008. Only oilseeds performed somewhat better than all other major crops in Kharif 2009. In view of Kharif failure, State Government has prepared an ambitious plan to meet, as far as possible, Rabi 2009-10 targets, keeping in view the availability of water.

Wheat, barley, gram and mustard are the most important Rabi crops of Rajasthan. In view of Kharif crops failure, the state Government has planned to maximise the production of Rabi crops by meeting critical inputs at maximum levels, as far as possible. The area, productivity and production levels planned for 2009-10 are as under:

Table-2.27
Area, Yield and Production Targets of Major Rabi Crops 2009-10

Crop	Area (Lakh ha)		Yield (Kg/ha)		Production (Lakh tonnes)	
	2008-09	2009-10 Target	2008-09	2009-10 Target	2008-09	2009-10 Target
Wheat	22.96	12.00	3175	2500	72.90	30.00
Barley	2.87	4.00	3059	2500	8.78	10.00
Gram	12.60	13.00	778	700	9.80	9.10
Mustard	27.38	25.50	1266	1200	34.66	30.60
Total Including Others	74.50	59.00	-	-	-	-

Source: Department of Agriculture, Govt. of Rajasthan.

The state has drastically reduced targets of wheat, which is also reflected in reduced area coverage and lower yield targets in 2009-10 as compared to area coverage and yield levels in 2008-09.

Financing Agriculture Development

Agriculture has always been considered by the State Government as a core sector and back bone of the State's economy. It, however, seems that state financing is far from expectations and this could be the reason for lack of investment in agriculture. The out lays and expenditure from IX to XI Five Year Plans are given below in Table 2.28 to emphasize this point.

Table-2.28
Outlays and Expenditure on Agriculture in Rajasthan

(Rs. in Crore)

Plan/Year	Approved Outlay		% outlay for Agriculture	Total Expenditure		% outlay for Agriculture
	Total	Agriculture		Total	Agriculture	
IX	27650.00	274.64	0.99	19566.82	110.16	40.11
X	31831.75	680.58	2.14	33744.71	328.26	48.33
XI (2007-12)	68422.16	513.50	0.75	-	-	-
2007-08	13002.51	143.14	1.10	-	135.28	94.45
2008-09	13832.85	134.60	0.97	-	131.54	97.72
2009-10 (upto sept.' 09)	18634.79	117.50	0.63	-	78.73	67.00

Source: Department of Agriculture, Govt. of Rajasthan

Animal Husbandry, Dairy & Fisheries

The animal husbandry sector comprises of animal husbandry, dairy development and fisheries.

Physical Achievements in X and XI Plans

The physical achievements for animal husbandry and fisheries for X and XI plans are given in table 2.29.

Table-2.29
Physical Achievements in X and XI Plans for Animal Husbandry
and Fisheries in Rajasthan

S. N.	Item	Tenth Five Year Plan		Eleventh Five Year Plan						
		Target	Achievement	Eleventh Plan (2007-12) Target	2007-08		2008-09		2009-10	
					T	A	T	A	T	A
1	Milk (Lakh Litres)	NA	93750	99230	NA	95100	NA	94890	NA	NA
2	Eggs (Lakh No.)	NA	6630	8250	NA	6711	NA	6452	NA	NA
3	Wool (Th. Tonnes)	NA	15.68	16.80	NA	15.45	NA	12.68	NA	NA
4	Meat (Lakh Tonnes)	NA	0.69	1.18	NA	0.70	NA	NA	NA	NA
5	Fish Production (000' Tonens)	22.00 (revised 20.00)	22.00	33.00	22.00	22.95	24.00	23.34	26.00	5.30 upto Oct.'09
6	Fish Seed Production (Lakh No.)	3500.00 (Revised 3000.00)	3420.00	4000.00	3200.00	3623.40	3400.00	3407.90	3600.00	2530.60 (upto Oct.'09)

Source: Department of Animal Husbandry & Fisheries, Govt. of Rajasthan.

Under animal husbandry, physical targets are not fixed and achievement can, therefore, be taken as production. For XI Plan, production targets have been shown but yearly targets are not fixed. There has been a very good performance in case of milk production and egg production. In wool production there are wide fluctuations. Rajasthan is a major state producing wool but both productivity and quality are far below desired levels. Fisheries are a very small sector as water level in lakes and ponds depend on rainfall. Still there is a good scope to develop sweet water fish for expanding domestic supply and markets in big cities like Kolkata, Mumbai, etc. This is an important sector for growth and for increase in per capita income. It is unfortunate that the state does not fix any targets in important areas like milk products, eggs and wool. It is for this reason that the department continues to be weak and lacks the required professionalization.

Financial Achievement in X and XI Five Year Plan

The financial achievement for animal husbandry and fisheries for X and XI plan are summarized in Table 2.30.

Table-2.30
Financial Achievements in X and XI Plans for Animal Husbandry and Fisheries in Rajasthan

(Rs. in Lakh)

Major head	Tenth Five Year Plan		Eleventh Five Year Plan							
	Outlay	Exp.	Outlay (2007-12)	2007-08		2008-09		2009-10		Expenditure
				Outlay	Exp.	Outlay	Exp.	Outlay	Exp.	
Animal Husbandry	5333.88 (5489.89)	4403.58 (4677.36)	17500.00	2264.97 (2254.81)	2298.42 (2260.52)	1340.00 (1440.18)	1298.90 (1399.08)	1800.01 (1873.46)	461.67 (498.39)	4058.99 (23.19) (upto Aug. 09)
Fisheries	351.56	201.66	615.00	71.89	59.63	24.50	22.25	55.65	6.95	88.83 (14.44) upto Oct. 09)

Source: Department of Agriculture, Govt. of Rajasthan

Figures in bracket in Animal Husbandry are of Planning Department and other are from Animal Husbandry Department

In the Tenth Plan the financial achievements were short of targets in Animal Husbandry (82.56% ach.) and Fisheries (57.36 % ach.). The outlays for Eleventh Plan have been considerably enhanced. In Animal Husbandry upto August 2009, Rs. 4058.99 Lakh have been spent which comes to 23.19 per cent of plan outlay. In the remaining months of 2009-10, much more efforts would be needed to increase the pace of work. Some set-back could be due to the 2009 drought.

In case of fisheries, expenditure up to October comes to only 14.44 per cent, which could be largely due to severe drought condition in 2009 where water bodies did not get sufficient water. The condition is likely to continue till next monsoon season.

Watershed Development in Rajasthan

In Rajasthan, soil conservation and watershed development are of paramount importance for sustainable agriculture production. About 31 per cent of the State area is under wastelands of different categories. Only one fourth of cultivated area is irrigated of which nearly two third is dependent on ground water sources like wells, tube-wells, etc. Thus, over 90 per cent of State's cultivated area is dependent on rainfall. To ensure sustainable rural livelihood in rainfed

areas through growth as well as stability in agriculture, fuel and fodder production and alternative income generation activities, the State is implementing various programmes like NWDpra, DPAP, DDP, CDP, IWDP, etc. with financial assistance from Government of India since 1974-75.

As per the present land use pattern of the state, out of 342 lakh ha (Geographical area) about 263 lakh ha land requires watershed development and actual treatable area comes to 245.4 lakh ha. Area already treated and sanctioned for treatment comes to 61.81 lakh ha or 25.18 per cent. The state proposes to treat about 4 to 5 lakh ha per year.

Physical and Financial Achievements under Watershed Programmes

Physical and financial achievement from 1974 to September, 2009 show that under all the watershed development programmes, a total of 46.86 lakh ha area has been treated with a cost of Rs. 261778 lakh (or Rs. 2617.78 Crore). The area coverage comes to 19.09 per cent of treatable land. The per ha cost of development is between Rs. 5000 Rs. 6000, as per cost norms.

Achievement in X and XI Plan

Physical and financial achievement under all watershed programmes are summarised below in Table 2.31.

Table-2.31
Physical and Financial Achievement under Watershed Programmes in X and XI Five Year Plans in Rajasthan

Plan	Area Coverage (ha)	Expenditure (Rs. in lakh)
X	14,68,842	101,685.70
XI		
2007-08	418361	40244.99
2008-09	372686	27960.25
2009-10	184124	32863.92
(upto Sept'.09)		
Total for XI Plan	9,75,171	101069.16

Source: Department of Watershed Development & Soil Conservation, Govt. of Rajasthan.

This clearly shows that cost per ha has been more in the XI Plan period as compared to X Plan. In both the cases, cost per ha seems to be higher than provided in guidelines. Scheme-wise performance in the XI Plan is given in Table 2.32 below:

Table-2.32
Scheme-wise Performance in Watershed Development during XI Five Year Plan
 (Per cent achievements)

Year	NWDPRRA		DPAP		DDP		CDP		IWDP	
	Physical	Financial	Physical	Financial	Physical	Financial	Physical	Financial	Physical	Financial
200708	48.41	98.71	29.98	30.58	26.27	27.96	33.04	15.95	48.03	48.85
2008-09	0.00	28.39	35.83	38.07	24.15	27.90	35.79	23.65	55.03	57.37
2009-10 (Sept.'09)	22.63	27.60	12.97	15.36	12.58	14.40	28.74	9.16	30.77	32.08

Source: Department of Watershed Development & Soil Conservation, Govt. of Rajasthan.

There seems to be very good match in physical area coverage and expenditure in DPAP, DDP, and IWDP, vis-a-vis targets. In NWDPRRA there were wide variations in 2007-08 and 2008-09 which matched well in 2009-10 (upto Sept'.09) In case of CDP, in all the three year physical achievement were more than expenditure. These variations should be looked into to stream line the physical and financial achievement as per hectare costs have been fixed, within reasonable variation under different watershed development programmes, implemented by different departments. If we look into the total availability of funds and expenditure, in 2007-08, expenditure was 73.73 per cent and in 2008-09, it came down to 51.62 per cent.

Major Initiatives in XI Plan

Besides on-going development programmes of Department of Agriculture, Rural Development, Watershed and Soil Conservation, with assistance from Government of India, the State Government has formulated holistic and integrated district plans and revamped some like Extension to achieve the Eleventh Plan targets. These are summarised as under:

National Food Security Mission (NFSM) in Rajasthan

In Rajasthan, National Food Security Mission (NFSM), on Wheat and Pulses, is in operation from 2007-08. The wheat component is being implemented in 15 districts viz. Ajmer, Banswara, Bhilwara, Bikaner, Jaipur, Jalore, Jhalawar, Kota, Nagaur, Pali, Sawai Madhopur, Sikar, Sirohi, Tonk and Udaipur. A number

of items have been identified by the State Government, as interventions, to fill the gaps in production programmes in wheat and pulses and to accelerate the production development mainly through productivity enhancement/ farm level profitability. Financial achievements are given in Table 2.33.

Table-2.33
Financial Achievement in XI Plan under NFSM in Rajasthan

(Rs. in Lakh)

S. N.	Component	2007-08		2008-09		2009-10 (upto Aug.'09)	
		Allotment	Expenditure	Allotment	Expenditure	Unspent Balance (as on 1.4.09)	Expenditure
1	NFSH- Wheat	1401.180	311.272 (22.214)	2285.940	1853.110 (81.06)	432.832	63.99 (14.78)
2	NFSM - Pulses	853.000	64.587 (7.57)	1499.410	747.890 (49.87)	751.526	281.99 (37.52)
3	NFSM-Media & Publicity	105.00	32.144 (30.61)	147.860	121.680 (82.29)	26.175	12.42 (47.48)
	Total	2359.180	480.003 (17.29)	3933.210	2722.680 (69.22)	1210.533	358.41 (29.60)

Figures in parentheses are percentage expenditure.

Source: Department of Agriculture, Govt. of Rajasthan.

It is quite clear that the tempo of work has been slow from the beginning. In the second year the expenditure did go up, but was less than 50 per cent in case of pulses where greater efforts are needed than the already 'advanced' crop like wheat. The slow pace in the first two years resulted in a huge unspent balance. Of the unspent balance, expenditure in the first four months of 2009-10 was about 30 per cent and at this rate this balance may be sufficient for the remaining part of 2009-10.

Table-2.34
Major Interventions under NFSM in 2009-10

S.No.	Major Interventions/Component	Financial Target (Rs. in lakh)
1	Production/Distribution of Certified/seeds	2039.98
2	Gypsum	649.00
3	Micro-nutrients	850.00
4	Agricultural Implements	1143.75
5	Demonstration	93.00
6	PP Equipments & IPM	210.00
7	Training	36.00
8	Project Management Team & Other Misc.	197.37
9	Media & Publicity	197.00
	Total	5416.10

Source: Department of Agriculture, Govt. of Rajasthan.

Keeping with the pace of programme implementation and availability of unspent balance, the Govt. of India have not released any funds till now for 2009-10. However, as per report, activities under seed distribution, gypsum, and agricultural implements are under progress and major expenditure is expected to be incurred in the next few months. It is expected that more concerted efforts would be needed to achieve the desired target results in 2009-10. For the remaining period of XI Plan, it seems that the plan provisions have not yet been finalized.

National Agriculture Development Project (NADP)/Rashtriya Krishi Vikas Yojana (RKVY)

Rajasthan having 70 per cent rainfed area recorded Agriculture growth rate of 5.52 per cent during 1984-85 to 1995-96, which dropped by 0.30 per cent in 1995-96 and dropped further by 0.30 per cent during 1995-96 to 2004-05. This was mainly due to severe droughts from 2000 to 2004. Thereafter, there was some improvement and now the target is to achieve a 4 per cent growth. Based on Region-Specific Factors causing low productivity under agro-climatic condition of Rajasthan, the following constraints have been identified:

- i) Ground water depletion.
- ii) Decreasing total factor productivity.
- iii) Micro-nutrient deficiency.
- iv) Non-availability of electricity.
- v) High population diversity, even in desert areas.
- vi) 70 per cent rainfed area.

Under this scheme, District Agriculture Plans (DAPs) are to be prepared taking into consideration location specific problems and solutions. Thus, assistance under RKVY is available in two categories to the State - one for New Interventions, proposed by the district on project basis and second for meeting the additional requirement of districts for on-going approved activities. Both, New Interventions

and On-going activities, are fully covered under this programme to provide a necessary push to agriculture sector development.

Financial Performance

Till date a provision of Rs. 486.67 crore has been approved by the state government. In 2007-08 to 2008-09, the Government of India released Rs. 289.52 crores against which the expenditure in two years was Rs. 175.78 crore. Along with the previous years' balance and a release of Rs. 73.36 crore by GoI for 2009-10, the total availability of funds is Rs. 187.10 crore in 2009-10, the expenditure reported is Rs.137.00 crore, which includes the already spent money and booked for various activities This is quite encouraging but it is not clear how much was actually spent and how much is for booked activities. Sector-wise releases in 2007-08 and 2008-09 are given in **Annexure - 2(IV)**

The total cost of projects has been shown in **Annexure-2(IV)** as Rs. 503.25 crore. In 2007-08 and 2008-09 a total of Rs. 248.53 crore were released. For 2009-10, the amount sanctioned by SLSC is Rs. 150.49 crore and releases are Rs. 95.19 crore. The status of funds released and utilised under RKVY for 2009-10 (upto 31-08-09) is as under:

1. Amount Released from revalidated amount in 2009-10: Rs. 105.37 Crore.
2. Amount Released from 2008-09 releases received from GOI Rs. 67.04 Crore.
3. Total Amount Released in 2009-10: Rs. 172.42 Crore.
4. Total Expenditure incurred/booked: Rs. 137.34 Crore.

At this rate, the anticipated expenditure upto 31-8-2009 comes to 79.65 per cent as against 60.71 per cent for two years of 2007-08 and 2008-09. As actual physical achievements are not available, it is difficult to assess the performance. It seems that major funds have gone for infrastructural development which takes time for completion.

Agriculture Extension

The major reorientation in agriculture extension is the establishment of ATMA (Agriculture Technology Management Agency) in all the districts of Rajasthan since 2007-08 under the Eleventh Plan. It is envisaged that ATMA would revitalize the defunct extension system in the state and meet the expectations of farmers in agriculture sector.

Industrial and Service sectors

Rajasthan, being primarily agricultural, is not an industrial economy. The share of the manufacturing sector, especially registered manufacturing is relatively small and the growth rate recorded during the last two decades or so is far from impressive even though the state produces 15% of the country's cement and is the second largest producer of polyester. The state also produces a large share of the country's spun yarn production. Industries based upon the state's minerals are important for the state as well as for India. These include copper and zinc production. Production, although in relatively small quantities, of ball bearings, automobile lights and a few sophisticated electronic products has been a part of the industrial sector for many years now. Some new industries have emerged as major producers and/or exporters. These include bone china and ceramic products of good quality and white metal products. An industry that has grown is the building stone industry. The state is well known for its marble, granite, sandstone and other dimensional stones. The industry has not only grown but has improved technologically by use of sophisticated equipment for cutting and polishing. With the boom in construction - residential and commercial - in many parts of India, the state has emerged as a major supplier of building stones especially in north and north west India. Centre for Development of Stones (CDOS) established in 1999 by the State is playing an important role in the growth of the industry.

Indices of Industrial Production (IIP)

Production indices in three different groups of industrial sector viz. manufacturing, mining and electricity are given in the following table:

Table - 2.35
Indices of Industrial Production

Group/ Year	2003	2004	2005	2006	2007*	2008*
Manufacturing	199.84	227.69	233.46	250.51	254.02	261.78
Mining	155.70	171.59	192.88	212.00	248.30	248.01
Electricity	236.00	271.07	281.23	281.12	276.83	290.79
General	200.93	228.88	235.51	251.39	255.47	263.40

* Provisional

* Source: Economic Review 2008-09, DES, GoR

The index of industrial production increased from 200 in 2003 to 262 in 2008. This implies a growth of about 30% in five years. The share of registered manufacturing sector is GSDP remains low at about 4%. Unregistered manufacturing accounts for a somewhat larger share.

The role of the state in industrial development has been supportive by creating mechanisms for providing the necessary clearances for land, water and power supply without undue delays. The Industries Department and the Bureau of Industrial promotion has been active participants in this effort. The recent approach of hosting a major event titled Resurgent Rajasthan attracted wide participation and generated interest among industry representatives for investing in Rajasthan. Over 300 companies suggested proposals for an investment of Rs.1,62000 crores but the timeline for such investment was not indicated. The second main feature of industrial policy has been to provide incentives by way of tax concessions and the third approach has been to develop industrial areas/estates in different districts that aim to provide the necessary industrial infrastructure in a coordinated manner. Currently the Rajasthan State Industrial and Investment Corporation (RIICO) has developed 300 industrial areas. During

the last decade, improvements in road infrastructure (especially national highways) and broad gauging of the railway network has improved and opened new avenues for industrial development. The Delhi-Mumbai Railway Freight Corridor would provide further scope. Despite these developments the state continues to be a slow performer in the industrial sector. Industry associations have highlighted factors that are obstacles to industrial growth.⁶ CII Report points out that creation of an investor friendly environment is the major need of the state. The Report illustrates this by pointing out that besides 10 common compliances for all sectors, there are additional 51 compliances for commissioning a project in the tourism sector. Further there are 20 different agencies involved for getting the clearances. Similarly, in agro-processing there are 22 clearances required for starting an industry. Procedural formalities are complex and not transparent. Establishing an effective and efficient Single Window System (SWS) is suggested to improve the situation. This need has been identified for long but the existing SWS is neither efficient nor effective. Planning of integrated industrial townships along the Freight Corridor could be taken up and maintenance of existing industrial areas needs to be improved. The state is now hoping that an oil refinery in west Rajasthan and gas pipeline links would enhance the attractiveness of the state for industrial investments.

Tourism Sector

Tourism sector is of special importance to the state. It is estimated to contribute 12% of GSDP. The state's share in foreign tourists visiting India is more than 11 per cent and of domestic tourists it is 3.3 per cent. In 2008, 1.3 million foreign tourists and 23 million domestic tourists visited the state. The state has played a pro active role in promoting tourism. The Palace on Wheels is one of the successful initiatives of the state government. Tourism policy has laid emphasis on

⁶ Confederation of Indian Industry (CII), *Industrial Growth in Rajasthan: Impediments and Way Forward*. Jaipur, 2008.

encouraging investment in hotels, development of tourist sites, improving the organization of fairs and festivals and publicity activities in and outside the state. Infrastructure improvements such as improving airports and highways are the result of central government policies. At present a major need is to increase hotel capacity. There are an estimated 39000 hotel rooms and an additional 20000 rooms are required by the end of 2012. Hotels have been given the status of an industry and the policy for land allotments for tourist units has been put in place since 2007. However, as the CII report cited above points out, the tourism sector faces the maximum hurdles in setting up a unit as clearances required are many times more than are required in other sectors.

Annexure 2 (I)

Year wise outlays and expenditure

Sector	Outlay (at constant prices)	Outlay (at current prices)	Revised Outlay						Expenditure	
			2002-03	2003-04	2004-05	2005-06	2006-07	Total X Plan	Actual	% to total actual Expenditure
Agriculture & Allied Services	1644.65	1934.02	76.33	70.63	174.24	388.18	254.03	963.41	1013.70	3.0
Rural Development	2314.47	2683.69	522.01	495.75	631.24	694.59	703.25	3046.84	3004.22	8.9
Special Area Programmes	169.36	197.18	32.82	61.73	67.87	69.62	99.14	331.18	237.68	0.7
Irrigation & Flood Control	2983.84	3475.44	354.06	916.84	830.82	980.46	759.18	3841.36	3769.83	11.1
Power	7236.45	8460.43	1304.16	1667.78	1887.82	2222.68	2192.58	9275.02	10699.24	31.5
Industry and Minerals	975.38	1113.56	84.25	76.75	66.14	139.15	211.26	577.55	567.41	1.7
Transport	2551.86	2950.10	480.24	435.81	548.42	670.61	968.49	3103.57	3105.47	9.2
Scientific Services	12.23	14.18	0.77	0.89	2.02	2.89	2.26	8.83	7.17	0.02
Social & Community Services	8279.21	9642.80	1447.27	56.09	2213.62	2502.30	2800.95	10620.23	10164.93	29.9
Economic Services	1060.40	1258.32	28.72	68.63	260.33	203.85	186.32	747.85	1020.19	3.0
General Services	90.15	102.03	40.15	53.62	59.95	125.67	72.54	351.93	361.28	1.1
Total	27318.00	31831.75	4370.78	5504.52	6742.47	8000.00	8250.00	32867.77	33951.12	100.0

Source: DES, GoR.

Annexure 2 (II)
Sectoral Plan Revenue and Capital Expenditure year wise
(Rs. In Crore)

	2002-03	2003-04	2004-05	2005-06	2006-07	X Plan	2007-08	2008-09(LE)	Total of 2 years	2009-10(BE)
Agriculture & Allied										
Revenue	101	123	162	355	364	1105	420	524	944	543
Capital	12	48	89	113	105	367	103	108	211	109
Total	113	171	251	468	469	1472	523	632	1155	652
Rural Development										
Revenue	320	326	495	513	590	2244	1067	1893	2960	1962
Capital	172	227	229	247	276	1151	235	176	411	197
Total	492	553	724	760	866	3395	1302	2069	3371	2159
Special Area Programs										
Revenue	35	59	51	56	67	268	64	76	140	79
Capital	37	38	46	54	73	248	94	62	156	69
Total	72	97	97	110	140	516	158	138	296	148
Irrigation & Flood Control										
Revenue	15	20	19	19	19	92	19	49	68	51
Capital	381	891	1720	991	756	4739	998	926	1924	1034
Total	396	911	1739	1010	775	4831	1017	975	1992	1085
Power & Energy										
Revenue	395	607	705	403	544	2654	438	503	941	520
Capital	334	283	350	631	669	2267	1063	1064	2127	1192
Total	729	890	1055	1034	1213	4921	1501	1567	3068	1712
Industries & Minerals										
Revenue	16	24	5	29	33	107	38	29	67	30
Capital	-	-	-	-	-	0	-	-	0	-
Total	16	24	5	29	33	107	38	29	67	30
Transport										
Revenue	410	632	710	432	578	2762	476	532	1008	550
Capital	-	-	-	-	-	0	-	-	0	-
Total	410	632	710	432	578	2762	476	532	1008	550
Scientific Services										
Revenue	1	1	2	2	1	7	3	4	7	4
Capital	-	-	-	-	-	0	-	-	0	-
Total	1	1	2	2	1	7	3	4	7	4
Social & Community Services										
Revenue	1225	960	1143	1346	1602	6276	2092	2592	4684	2688
Capital	690	1283	1506	1708	2342	7529	3175	2862	6037	3117
Total	1915	2243	2649	3054	3944	13805	5267	5454	10721	5805
Economic Services										
Revenue	994	1232	1563	1743	2118	7650	3013	3534	6547	3659
Capital	1235	1794	1858	2440	2244	9571	2983	2662	5645	2972
Total	2229	3026	3421	4183	4362	17221	5996	6196	12192	6631
General Services										
Revenue	52	39	35	42	80	248	148	160	308	165
Capital	31	40	56	85	81	293	71	59	130	65
Total	83	79	91	127	161	541	219	219	438	230
Grand Total										
Revenue	2272	2231	2742	3131	3800	14176	5253	6286	11539	6512
Capital	1956	3117	3420	4233	4667	17393	6229	5583	11812	6154
Total	4228	5348	6162	7364	8467	31569	11482	11869	23351	12666

Source: Finance Department, GoR.

Annexure 2 (III)
Financing of Annual Plans 2002-03 to 2009-10

(Rs. crore at current prices)

Item		2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
A.	State Government								
	1. State's Own Resources (Non Loan Portion)	-3939.20	-1929.71	2659.90	485.36	-278.13	1068.21	2124.41	-474.50
a.	Balance from current Revenues	-3246.00	-3169.23	-1488.70	-1219.00	-457.47	902.46	1941.39	-1952.65
b.	Misc. Capital Receipts (Excluding deduction for repayment of loans)	-871.57	1180.87	3970.00	1656.39	49.34	35.75	53.02	1348.15
c.	Plan grants under FC	178.37	58.65	78.60	47.97	130.00	130.00	130.00	130.00
d.	Additional Resource Mobilization			100.00					
	2. State's Borrowings (i-ii)	7283.05	4564.59	2466.13	5989.12	6025.06	4739.56	4814.82	7663.15
	(i) Gross Borrowings	7283.05	6589.63	7052.33	8572.41	6991.46	5782.91	6091.68	9220.88
a.	State Provident Fund & State Insurance (Net)	1114.07	1081.25	932.40	1656.84	1177.37	1303.01	1110.97	1281.82
b.	Small Savings (Gross)	3500.00	2682.00	3120.00	3320.00	2330.84	1870.00	1755.51	0.00
c.	Net Market Borrowings	839.37	839.37	903.90	968.46	1065.30	1542.50	2246.40	700
d.	Negotiated Loans (Gross)	451.30	310.72	295.00	500.00	50.00	500.00	500.00	500.00
e.	Bonds/Debtentures/Other loans (Gross)								
f.	Loan Portion of Central Assistance	1378.31	1676.29	1801.03	2127.11	1917.98	559.30	478.80	523.00
a.	Normal Central Assistance	480.79	543.45	631.19	727.76	840.46			
b.	ACA for EAPs	515.19	629.87	674.03	744.10	708.54	559.30	478.80	523.00
c.	Others	382.33	502.97	495.81	655.25	368.98			
	(ii) Less: Repayments		2025.04	4586.20	2583.29	966.40	1043.35	1276.86	1557.73
	3. State's Own Resources (1+ 2)	3343.85	2634.88	5126.03	6474.48	5746.93	58077.77	6939.23	7188.68
	4. For Central Assistance (Grants Portion)	768.65	832.96	849.67	967.12	1304.29	1550.59	1827.92	2448.66
a.	Normal Central Assistance	206.05	232.91	270.51	311.89	360.20	388.84	428.57	484.42
b.	ACA for EAPs	220.80	269.95	288.87	318.90	303.66	239.70	205.20	129.50
c.	Others	341.80	330.10	290.29	336.33	640.43	922.05	1194.15	1834.74
	Total A: State Government Resources (1+2+4)	4112.50	3467.84	5975.70	7441.60	7051.22	7358.36	8767.15	9637.31
B.	Public Sector Enterprises (PSEs)	1047.50	790.16	821.80	908.59	1450.20	4280.50	5232.85	6606.50
1.	Internal Resources	182.40	151.20	200.40	190.09	188.50	-1426.10	-1523.12	-3638.73
2.	Extra Budgetary Resources	865.10	638.96	621.40	718.50	1260.70	5706.60	6755.97	10245.23
C.	Local Bodies	0.00	0.00	0.00	0.00	0.00	0.00	0.00	1078.19
	(i) Urban Local Bodies								753.19
1.	Internal Resources								325.00
2.	Extra Budgetary Resources								0.00
	(ii) Rural Local Bodies								
1.	Internal Resources								
2.	Extra Budgetary Resources								
	Total : Local Bodies (i + ii)								
D	Aggregate Plan Resources (A+B+C)	5160.00	4258.00	6797.50	8350.19	8501.42	11638.86	14000.00	17322.00

*Sub-totals under different categories are shown only for items where the categories for X and XI Plans are comparable.

Source:: GoR, Planning Department.

Annexure 2 (IV)

Sector wise Releases in 2007-08 and 2008-09 under RKVY in Rajasthan
(Rs. in Lakh)

Sector	Total Project Cost	Approval 2007-08	Approval 2008-09	Total Approval	Releases Total
Agriculture	3485.41	1878.00	1598.47	3476.47	3875.17
Horticulture	15379.19	2329.25	4370.475	6699.725	6699.73
Fisheries	1525.00	222.50	-	222.50	222.50
RCDF	5669.00	607.00	4162.00	4769.00	2407.00
RAU (Bikaner)	1846.00	96.00	950.00	1046.00	1046.00
MPUA & T (Udaipur)	2798.17	875.00	1376.62	2251.62	2251.00
Animal Husbandry	3217.81	0.00	1409.87	1409.87	600.00
Cooperation	2074.12	0.00	2074.12	2074.12	2351.84
Higher Education- College Education (New Agri. College at Uniara, Tonk)	400.00	0.00	400.00	400.00	100.00
Water Resource Department (Irrigation Department)	13131.00	0.00	7188.00	7188.00	5100.00
NM Sadguru Water & Development Foundation Community managed Development of Water Resources in Jhalawar	800.00	200.00	0.00	200.00	200.00
Grand Total	50325.70	6007.75	23729.56	29736.83	24853.20

Source: Department of Agriculture, Govt. of Rajasthan.

The 11th Five Year Plan in Rajasthan has described education as “the most critical element in empowering people with skills and knowledge and giving them access to productive employment in future.” The 11th Five Year Plan takes into account the achievements and shortfalls of the 10th Five Year Plan and focuses on the tasks still unrealized, or partially realized, in order to formulate strategies to carry forward the unfinished tasks and take new initiatives to realize the objective of such an educational environment wherein the right to education becomes a universally accepted phenomenon and academic standards at all levels become comparable with the best in the world. It is with this perspective in view that the 11th plan in the context of Rajasthan, has laid down the following tasks: –

1. Elementary Education

- i. Improvement in infra-structural requirements, the target being 100% availability of facilities in schools.
- ii. Ensuring community participation in school development programmes.
- iii. All primary schools to be raised upto upper primary level.
- iv. Dropout to be brought down to the minimal level (Less than 10%).
- v. Stress on quality education.
- vi. Classroom process to be improved.
- vii. Evaluation system to be made child-friendly.
- viii. Trained and motivated teachers.

- ix. Teaching Learning Material (TLM) to be developed with intent to quality education.
- x. State level resource centres viz. SIERT, SIEMAT and DIET etc to be strengthened.
- xi. Information technology, computer education to be a regular feature of elementary education.
- xii. Regional disparities in the realm of education to be eliminated with expansion of educational facilities in hitherto neglected areas.
- xiii. Providing access to girls to bridge the gap in gender disparity.
- xiv. Consolidating and improving existing educational facilities.
- xv. Ensuring 100% enrolment.
- xvi. Child-teacher ratio, at 1:40.
- xvii. Competency level to be at least 80% children getting more than 60% marks.
- xviii. Bridging the gap between rural and urban educational facilities and academic standards.

The elementary education sector has been given the prime importance in the 11th Five Year Plan document with stress on the successful implementation of Sarva Shiksha Abhiyan, the flagship programme for universalizing quality elementary education which has been discussed separately.

2. Secondary and Senior Secondary Education

Secondary and senior secondary education is a step to strengthen the foundation of learning and skill development. The 11th plan lays emphasis on lending stability to institutions at this level, so that the process of universalisation at elementary level continues at this level too. The Plan envisages further expansion of facilities, particularly in rural areas, welcoming private sector also to play a meaningful role. Children completing class VIII should have an easy transition to secondary education and hence the facilities at this level should be so expanded as to facilitate their absorption to the maximum extent.

3. Higher Education

For higher education, the 11th Five Year Plan envisages a higher intake of students in view of the anticipated universalisation of elementary education and expansion of Secondary and Senior Secondary Education. Hence the emphasis is on strengthening and consolidating existing institutions, both in terms of physical and academic assets. The concern for improving the quality of education imparted at this level has been stressed along with the need to eliminate whatever infrastructural weaknesses are still afflicting the system. The Plan's objective is to create such an educational environment in higher learning that students studying therein are able to get access to institutions of repute for advanced education and training for future career development.

4. Technical Education

Scientific and technological advancements demand increasing human resource, thus requiring corresponding institutional development to meet the challenge at this level. The 11th Five Year Plan has, therefore, laid down the following parameters: -

- (i) Building sound infra-structure for Engineering Colleges and the Universities in terms of constituting competent facility.
- (ii) Increased intake in Engineering Colleges, well equipped with IT infra-structure and e-learning, linked with new courses.
- (iii) Creation of facilities for advanced research and development.
- (iv) Promotion of institution-industry interaction and students activities and training.
- (v) Expansion, strengthening and qualitative improvement, including modernization of laboratories in Polytechnic Colleges.
- (vi) Expansion/strengthening/up gradation of ITIs.

It is obvious that the targets stated above under different stages of education, have been fixed taking into account the foundation laid down during the 10th Five Year Plan. It is, therefore, necessary to look at the achievements as against the targets recorded at the end of the 10th Plan. The following are the main points in this context.

1. Elementary Education

In Rajasthan there has been considerable progress in elementary education, particularly under the Sarva Shiksha Abhiyan (SSA). Even before the launching of SSA, such programmes as the Lok Jumbish and Shiksha Karmi Projects, along with innovations in teaching, learning processes under the Janshala scheme and emphasis on result-oriented training of teachers in the wake of quantitative expansion of infrastructural and institutional facilities, had created a favorable environment to give a boost to universalisation of elementary education.

(i) Literacy Level

Rajasthan had a literacy rate of 38.55% in 1991 which rose to 61.03% in 2001. Presently it should be around 64%. Among girls, the literacy rate was at 20.44% which rose to 44.34% by the year 2001. It has further risen during subsequent years and by the end of 10th Five Year Plan.

(ii) Expansion of Schools, Enrolment and Teachers

The factors responsible for improving the literacy rate in the state are increase in the number of both primary and upper primary schools; increase in children's enrolment and in the number of teachers.

Table-3.1
Change in the Schools, Enrolment and Teachers

Categories	Year 1990-91	Year 2005	Increase in number and percentage
Primary schools (in nos)	29,817	61,545	31728 (106.40%)
Upper primary schools (in nos)	9,230	35,659	2642 (28.6%)
Teachers (PS) (in nos)	75,500	1,65,812	90312 (119.6%)
Teachers (UPS) (in nos)	71,900	1,94,059	122159 (170%)
Enrolment (PS+UPS)	60,000.00	1,18,00000	58,00000 (96.66%)
Gender gap	23.9% (in 2001)	10.7% (in 2005)	Drop by 13.2%

Source: Eleventh Five Year Plan 2007-12 Govt. of Rajasthan.

Percentage Change in Schools, Enrolment and Teachers

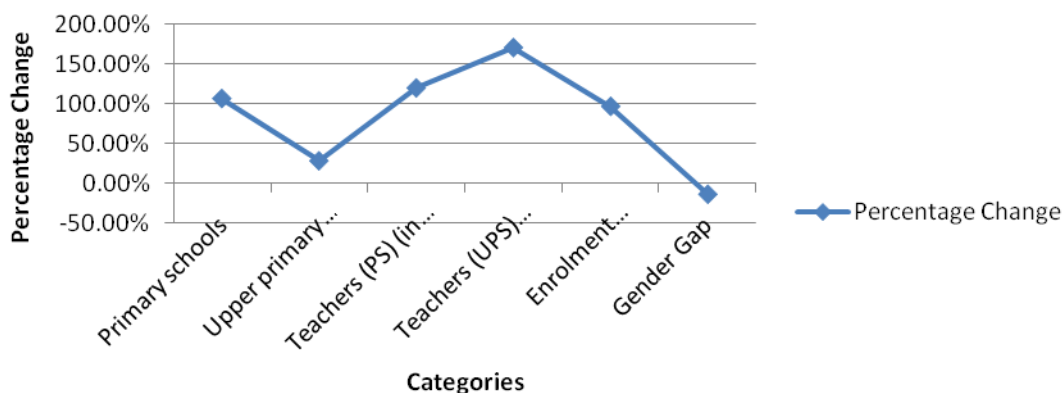


Figure 3(a)

Particular stress has been on providing increasing access to girls. Shiksha Sambal Maha Abhiyan was launched in the year 2006 for achieving the target set by the Education Department for the overall development of elementary education by providing not only educational wherewithal but also in terms, of health care and providing essential facilities in schools.

The budget outlay under the 10th Five Year Plan and the actual utilization of these budgetary allocations in the elementary education during the Plan period are given in the following table 3.2: -

Table-3.2
Budget Outlay & Expenditure under 10th Five Year Plan (Elementary Education)
(in lakhs)

Tenth Plan Outlay	Anticipated/Actual Expenditure	Difference (+ and -)
1,31,476.95	1,46,793.32	+15,316.37

Source: 11th Five Year Plan 2007-12, GoR Planning Deptt.

The expenditure on elementary education was Rs.15,316.37 more than the Tenth Plan outlay. This is reflected in the achievements under different categories as shown in the table (3.3).

Table-3.3
Achievements of Elementary Education
(Numbers in '000)

Subject	Target			Achievement			Percentage of achievement		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Overall %
Enrolment class 1-5 (Total)	7128	3877	11025	5205	4723	9928	73.02	121.20	90.04
Enrolment class 1-5 (SC)	1346	554	1900	1034	875	1909	76.82	157.94	100.47
Enrolment class 1-5 (ST)	863	347	1210	746	631	1377	86.44	181.84	113.80
Enrolment class 6-8 (Total)	2391	907	3298	2176	1389	3565	91.00	153.14	108.09
Enrolment class 6-8 (SC)	373	115	488	381	224	605	102.14	194.78	123.97
Enrolment class 6-8 (ST)	226	66	292	267	157	424	118.14	237.87	145.20

Source: - 10th Five Year Plan 2002-07. Annual Plan Document - Rajasthan

The figures given in the above Table give an overview of enrolment status at the elementary education level at the end of the 10th Five Year Plan 2002-2007. The targets were fixed in accordance with the availability of resources. As has been stated earlier, the expenditure on the expansion of elementary education exceeded

the plan out lay by more than 153 crores. The achievement in enrolment was 90.04%, a little short of the target at the primary level. But as far as the enrolment of girls was concerned, it far exceeded the target at the primary level. It was 121.20% against the enrolment of boys which was only 73.02%. At the upper primary level also the boys enrolment was only 91% of the target while for girls it was 153.14%. A distinguishing feature was the increasing interest shown by both the SCs and STs in the education of girls. In case of SCs the girls' enrolment at the upper primary school level was 194.78% against the target, while among the STs the achievement was 237.87% of the target. At the primary level, the achievement was 157.94% of the target in the enrolment of girls in case of SCs while 181.84% was the achievement for ST girls. As for the enrolment of boys both at the primary and upper primary level, the SCs and STs did remarkably well. The percentage of achievement among the SCs, for the enrolment of boys at primary level was 76.82% and the STs accounted for 86.44%. At upper primary level the SCs and STs had 102.14% and 118.14% respectively in case of boy's enrolment. In totality, therefore, the 10th Five Year Plan came very close to the targets and even crossed the target in the enrolment of girls in the case of SCs and STs.

Meeting the Structural Requirements

The following Table 3.4 gives a statistical account of the expansion of schools for elementary education.

Table-3.4
Expansion of Elementary Schools during 10th Five Year Plan

(in numbers)				
S. N.	Schools	Targets	Achievements	% of achievement
1.	Raising new PS	3331	2922	87.72%
2.	Conversion of Rajiv Gandhi Pathshala to PS	19303	19495	100.99%
3.	Up gradation of PS to UPS	9036	7884	87.25%

Source: 10th Five Year Plan 2002-07, Government of Rajasthan.

New schools, opened as against the target, could meet the educational needs of newly enrolled children. The target of 3331 new schools could not be attained, and only 2922 new schools were established. School facilities were made available to a majority of children very close to their habitations. In total 22417 new primary schools came into being though the 10th Plan had the target of setting up 22624 primary schools. 7884 new upper primary schools came up by upgradation of as many primary schools, against a target of 9036 primary schools.

Speaking holistically, the 10th Five Year Plan achieved substantial success in the field of elementary education. In terms of essential facilities like drinking water, toilets etc. the situation, though improved considerably, left much to be desired. According to data given in the Rajasthan DISE 2006, drinking water facility did not exist in 13531 primary schools and 2610 upper primary schools. Toilets were not available in 22902 primary schools and 3884 upper primary schools. Toilets, exclusively for girls, remained a far cry in as many as 44600 primary schools and 13944 upper primary schools.

Building upon the achievements of the 10th Five Year Plan and the budgetary outlay and actual expenditure therein, the 11th Five Year Plan laid down the aims and objectives and made budgetary allocations in conformity with them. The following Table 3.5 gives an account of the Plan outlay, revised out lay and expenditure from 2007 to August 2009.

Table-3.5
Budgetary Allocations and Expenditure for Elementary Education
From 2007 to August 2009

(in lakhs)

Plan period	Plan outlay	Rev. outlay	Expenditure	% of Expenditure
2007-2012	224492.01	-	-	
2007-008	31827.01	47110.65	46332.24	- 98.34
2008-009	64180.99	66658.33	66711.05	+100.07
2009-2010 upto August 2009	60400.00	20105.00 (upto Aug. 09)	36436.24	+ 181.23
Total	1,56,408.00	1,33,873.98	1,49,479.53	+111.65

Source: Annual Plan Reviews 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

As is evident from the Table 3.5 above, 66% of the total budgetary allocation for the entire plan period has been utilized till August 2009. The plan outlay for the years 2007-10 was 1,56,408.00 (lakhs) which was revised to 1,33,873.98 (lakhs). But the expenditure during this period came to 1,49,479.53 (lakhs) i.e. 111.65% of the revised outlay. The expenditure was less than the plan outlay for this period.

It is obvious that elementary education, particularly with the launching of SSA has received adequate financial support. SSA is a centrally sponsored scheme and gets direct financial support. It is discussed in a later section. The following table 3.6 gives an account of the targets fixed under the 11th Five Year Plan on yearly basis upto August 2009, for enrolment at elementary level.

Table-3.6
Showing Annual Targets and Achievements under 11th Five Year Plan
in Elementary Education Enrollments

(Numbers in '000)

Year	Class & Categories	Targets			Achievements			% of achievements		
		B	G	T	B	G	T	B	G	T
2007-08	1-5 (Total)	6008	5655	11663	5234	4479	9713	87.11	79.20	83.28
	SC	1269	1123	2392	1011	838	1849	79.67	74.62	77.38
	ST	1031	865	1896	734	604	1338	71.19	69.82	70.57
	6-8 (Total)	1828	1767	3595	1870	1313	3183	102.29	74.30	88.54
	SC	400	242	642	345	281	626	86.25	116.11	97.50
	ST	269	176	445	294	198	492	100	112.5	110.56
2008-09	1-5 (Total)	4690	4051	8741	4690	4051	8741	100	100	100
	SC	958	793	1751	941	809	1750	98.22	101.76	99.94
	ST	764	629	1393	754	639	1393	98.69	101.59	100
	6-8 (Total)	2075	1488	3563	2075	1488	3563	100	100	100
	SC	398	242	640	378	263	641	94.97	108.67	100.15
	ST	279	183	462	274	188	462	98.20	102.73	100

Source: Annual Plan Review 2007-08 and 2008-09, Government of Rajasthan.

As per the figures given in the above Table, the enrolment in the first year of the 11th Five Year Plan stood at 9713 lakhs as against the target of 11663 lakhs at the primary level i.e. 83.28 % of the target could be realized. The enrolment of girls

(79.20% of the target) was lower than that of the boys (87.11% of the target). This, in fact, was a slow down over the achievements of the 10th Five Year Plan (**See Table 3.3**). Among the SCs and STs, the enrolment position was even worse as compared to the 10th Plan at this level. There was a remarkable upsurge in girls enrolment during the 10th Plan which came down to below 80% during the first year of the 11th Five Year Plan from the high of more than 100% achievement during the 10th Plan period.

At the upper primary level, the enrolment position did register an improvement wherein the targets could be achieved between 88 and 110%. The girl's enrolment among the SC and ST showed considerable upward trend viz. 116.11 and 112.5% achievement of the target.

During the second year of the 11th Plan (2008-09) the target of enrollment at the primary level was 87.41 lakhs which was fully realized. Girl's enrolment across all categories showed an upward trend, which continued at the upper primary level also. At the upper primary level, the enrolment registered 100% achievement of the target. Still, as per the data available in Rajasthan DISE 2008-09, there were 26,424 out of school children and the drop out constituted of 65,302 children.

Institutional Scenario

The 11th Five Year Plan laid down the targets for institutional development in terms of raising the number of primary schools and up-gradation of primary schools to upper primary level.

During the first year of the 11th Five Year Plan, 6800 primary schools were upgraded to upper primary level. The 11th Plan aims at 100% upgradation of primary schools in order to provide continuity in elementary education at one place. Thus, the objective of providing elementary education within reasonable distance from habitations is being realized. The number of teachers in the elementary education centre at the end of 2008-09 was 279001. There was an increase of 37320 teachers over the number in the year 2007-08.

2. Secondary & Senior Secondary Education

During the 10th Five Year Plan, the status of secondary education in Rajasthan was as under.

1. No. of Secondary Schools : 7068
2. No. of Senior Secondary Schools : 3683

Out of 7068 secondary schools, 458 were exclusively for girls. Similarly there were 539 girl's senior secondary schools out of 3683. The number of students studying in these schools was 18.66 lakhs including 5.67 lakh girls. Private parties evinced considerable interest in school education at this level. Thus, 4746 private schools including 230 government-aided ones were functioning by the end of the 10th Five Year Plan. Training of teachers was given due importance and hence 30 DIETs, 129 teachers training colleges, 25 teachers' training schools besides 2 institutions of Advanced Studies Education and eight Colleges for teachers education had been functioning in the state during this period. Substantial finances were provided by NABARD for infra-structural development in schools. The overall Plan out lay and expenditure during the 10th plan is given in the following Table:-

Table-3.7
10th Five Year Plan Outlay and Expenditure for Secondary and Senior Secondary Education

(Rs. in lakhs)		
Tenth Plan Outlay	Anticipated/Actual Expenditure	Difference (+ and -)
30134.30	23509.47 (78%)	- 6624.83

Source: 11th Five Year Plan 2007-12, GoR Planning Deptt.

It is clear that, despite efforts for the expansion of secondary and senior secondary education, the entire budgetary allocation could not be utilized. The following Table gives details about educational facilities provided during the 10th Five Year Plan for secondary and senior secondary sector.

Table-3.8
Targets and Achievements under Different Categories during
10th Five Year Plan

(in numbers)

S. N.	Subject (categories)	Target		Achievement	% of achievement
		Original	Revised		
1.	Incentives to monitoring students	25000	38135	43979	115.32
2.	Insurance of Students	275 Lakhs	295 Lacs	295	100:00
3.	Up-gradation of UPS to Sec. Schools	500	1105	1303	117.92
4.	Up-gradation of Sec. Schools to Sr. Sc. Schools	200	899	1280	142.38
5.	Add. Subjects in Sr. Sc. Schools	60	32	3	9.3
6.	Vocational training camps	948	948	1041	109.81
7.	Special literacy camps for women	21207	16007	16949	105.88

Source: 10th Five Year Plan 2002-07, Government of Rajasthan.

Evidently, the achievement at the secondary and Sr. Secondary level, during the 10th Plan period was satisfactory but in case of starting additional subjects in Sr. Secondary schools, wherein the revised target was 32 schools, only 3 schools could be covered. The following Table gives an year-wise account of outlay and expenditure upto August 2009 as provided for in the 11th Five Year Plan.

Table-3.9
Budgetary Provisions and Expenditure
Since 2007 to August 2009 under 11th Five Year Plan for Secondary Education
(in lakhs)

Plan Period	Plan Outlay	Rev. out lay	Expenditure	% of Expedition
2007-2012	66070.00	-	-	-
2007-2008	5760.00	6219.98	5181.77	83.33
2008-2009	20101.72	6919.55	7073.87	102.23
2009-2010 (upto March 2009)	16859.40	2600.00 (upto August 09)	3322.44 (upto August 09)	127.79
Total	42721.12	15739.53	15578.08 (36.46% of the total plan out lay)	98.97 (of revised out lay)

Source:- Annual Plan Reviews 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

The Table above shows that 98.97% of the revised Plan outlay upto August 2009 has been spent on the Secondary Education sector under the 11th Five Year Plan. A look at the assets raised during this period is relevant here.

Table-3.10
Targets and Achievements in the Realm of Secondary Education under 11th Five Year Plan upto August 2009

S. N.	Subject	Target			Achievement			(in numbers) % of achievement		
		07-08	08-09	Upto Aug. 09	07-08	08-09	Upto Aug. 09	07-08	08-09	Upto Aug. 09
1	Incentive to meritorious students (girls)	13000	14720	-	12856	14302	-	98.89	97.16	-
2	Adl. Faculty	10	-	-	4	-	-	40.00	-	-
3	Up-gradation UPS to Sec. Schools	1847	3108	1900	00	3108	-	00	100:00	00
4	Up-gradation of Sec. to Sr. Sec.	794	-	-	579	577	-	72.92	-	-
5	Computer centres for Sr. Sec.	32	-	-	32	-	-	100:00	-	-
6	Pre-Cargill Scholarship	-	91	-	-	91	-	-	100:00	-
7	Transport vouchers for girls	-	24500	-	-	24319	-	-	99.26	-
8	Cycle for girls	-	31000	-	-	25655	-	-	82.75	-

Source: Annual Plan Reviews 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

Up-gradation of UPS to secondary schools, however, has been a consistent phenomenon but there were no substantial achievements in terms of institutional and academic progress. The process of up-gradation of UPS to secondary education schools during the year 2009-10 (upto Aug. 09) seems likely to be achieved.

An interesting and hence progressive feature of development during the year 2008-09 has been the transport facility provided to girl students in terms of transport vouchers and cycles. Incentives to meritorious girls were given during 2007-08 and 2008-09.

Higher Education

A steady increase in the number of colleges, enrolment and the number of teachers can be seen during the 10th Five Year Plan as given in the following Table.

Table-3.11
Status of Higher Education during the 10th Five Year Plan by
Schools, Students and Teachers

(in numbers)

Year	Colleges			Students			Teachers		
	Boys	Girls	Total	B	G	T	M	F	T
2002-03	196	138	334	165739	95752	261491	3849	2743	6592
2003-04	312	197	509	182394	103553	285947	4300	3011	7311
2004-05	470	259	729	198637	113611	312248	4471	3045	7516
2005-06	480	271	751	201085	126199	327284	2208	1493	3701*
2006-07	561	325	886	223336	142100	365436	2236	1522	3758*

Source: Statistical abstract: Rajasthan 2009.

* Only govt. school teachers.

The Table above shows the targets achieved during the 10th Five Year Plan. Thus 334 new colleges came up during the first year of the plan period with a total strength of 261491 students and a staff of 6592 teachers. The overall status in this realm on the eve of the launching of 11th Five Year Plan included 886 colleges. There was one college available for 63000 people as against the national average of one college for 77000 populations. Rajasthan's record in the context of higher education was, therefore, better than the national average on higher education, Rs. 2567.59 lakhs were spent during the 10th Plan period. The 11th Five Year Plan, thus had a favorable situation for further expansion of higher education, both in quantitative and qualitative terms. The following Table gives the total Plan out lay and expenditure upto 2008-09.

Table-3.12
Outlay and Expenditure under Different Sectors of Higher Education during
11th Plan (upto 2008-09)

(in lakhs)

Total outlay (2007-12)	Annual Plan				Expenditure	
	2007-08		2008-09		2007-08	2008-09
	Original	Revised	Original	Revised		
18051.00	2031.00	3336.44	1213.49	1711.38	3100.55 (92.92%)	1688.88 (98.68%)

Source: Annual Plan Reviews 2007-08 and 2008-09, Government of Rajasthan.

Table-3.13
11th Five Year Plan Outlay and Expenditure - 2009-10 (upto August 2009)
For Higher Education (Universities/Colleges)

(in lakhs)

Year	Annual Plan outlay		Expenditure Upto August 09	% of Expenditure	
	Original	Revised upto August 09		Outlay	Outlay upto August 09
2009-2010	2447.53	443.00	345.75	14.13	78.05

Source: Annual Plan Review, 2009-10, Government of Rajasthan.

In addition to the Plan outlay as given in the 11th Five Year Plan document (draft) and Annual Plans, higher education also received grants under centrally sponsored schemes. The amount received upto August 2009 was 196.00 lakhs (Central share) and 140.00 lakhs (State share). Thus in total an amount of Rs. 336.00 lakhs was made available for the development of higher education in the state. It may be added that Rajasthan has been given one central university and a world class university. The central university has become functional while preparatory work is going on for the establishment of the world class university.

Literacy and Continuing Education

During the 10th Five Year Plan the total outlay and actual/ anticipated expenditure for continuing education are given in the following Table 3.14:

Table-3.14
Outlay and Expenditure under 10th Five Year Plan
On Literacy and Continuing Education

(in lakhs)

Tenth Plan outlay	Expenditure	% of Expenditure
2052.00	3129.54	+1077.54 (152.51%)

Source: Annual Plan Review 2007-08, 2008-09, 2009-10, Government of Rajasthan.

It is a matter of satisfaction that the Plan outlay was overspent by 152.51% on literacy and continuing education. During the Plan period, special literacy camps for women were held benefiting 16949 women, thus crossing the revised target of 16007. The achievement in this realm was 105.88%. Total literacy campaign (TLC) was launched targeting 85 lakh illiterates. 94.78% of the target was achieved in this regard. The continuing education programme received due attention during the 11th Five Year Plan also. The outlay and expenditure for literacy and continuing education during the plan upto August 2009 are given in the following Table.

Table-3.15
Total Plan Outlay and Outlay till 2009-10 Along with
the Expenditure during this Period on Continuing Education

(in lakhs)

Years	Plan Outlay	Revised Outlay	Expenditure	Percentage of Expenditure
2007-2012	6199:00	-	-	-
2007-2008	1221:00	956.49	921.78	96.37%
2008-2009	1059:67	963.16	932.52	96.81%
2009-2010	600:00	48.00 (upto Aug. 09)	94.68 (upto Aug. 09)	197.25% (of the revised outlay and 15.78% of the total Annual outlay)
Total of the annual outlays and expenditure	2680.67 (43.24% of total outlay)	1967.65 (upto Aug.09) 31.74% of the total outlay)	1948.98	99.05% of the revised outlay

Source: Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

As per the Table above, the utilization of revised outlay has been to the extent of 99.05%. The expenditure during the year 2009-10 (upto Aug. 09) has been more than the revised outlay to the extent of 197.25. An important feature of the programme for continuing education has been the holding of vocational training camps and special literacy camps for illiterate women.

Table-3.16
Programmes Organized for Continuing Education during
11th Five Year Plan upto August 09

(in numbers)				
Year	Activities	Target	Achievement	% of achievement
2007-08	(i) Vocational training camps	474	474	100%
	(ii) Special literacy camps for illiterate women	5000	5000	100%
2008-09	(i) Vocational training camps	474	474	100%
	(ii) Special literacy camps for illiterate women	5000	5000	100%
2009-10*	-	-	-	-

Source: Annual Plan Review 2007-08, 2008-09, Government of Rajasthan.

* Information not available

For the first two years of the 11th Five Year Plan, the targets set under designated activities were achieved to the extent of 100%. The trend, therefore, was encouraging enough to assume that there would have been 100% success in achieving the targets during the year 2009-10 (upto August'09).

Physical Education

Physical Education is an important segment of educational process right from elementary to higher education. During the 10th Five Year Plan the budgetary outlay and expenditure were as per the details given in Table 3.17: -

Table-3.17
Outlay and Expenditure on Physical Education
under 10th Five Year Plan (2002-2007)

(in lakhs)

Tenth Plan outlay	Expenditure	% of Expenditure
38.50	38.67	100.44%

Source: Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

The Plan outlay for physical education under 11th Five Year Plan and expenditure upto August 09 are given in table 3.18:-

Table-3.18
Showing Plan Outlay and Expenditure during 11th Five Year Plan
Up to August 09 on Physical Education

(in lakhs)

Year	Plan outlay		Expenditure		% of Expenditure	
	Original	Modified				
2007-12	110.00	-	-	-	-	-
2007-08	15.00	13.00	12.29	-	94.53	-
2008-09	15.00	3.50	5.27	-	150.57	-
2009-10 upto Aug. 09	10.00	1.00 (upto August 09)	00	-	00	-

Source: Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

The targets set under the programme of Physical Education were as under:-

During the year 2007-08, 68 state level scholarships were instituted for national/international runner /winner, and all were awarded. Before that, under the 10th Plan also 335 scholarships were instituted and 331 were awarded. There is no other information with regard to the kinds of activities that might have been taken up during the 10th and 11th Plan periods. Be it as it may, Physical Education seems to be a neglected area under the sector of general education.

Sanskrit Education

Efforts have been made under the Plans for promoting the study of Sanskrit. Budgetary provisions have been made in this respect in the 10th as well as

the 11th Plan. The following are details of Plan outlays and expenditure on the study of Sanskrit.

Table-3.19
Plan Outlays and Expenditure during
10th and 11th Five Year Plan on the Study of Sanskrit

(in lakhs)

Plan Period	Outlays		Expenditure	% of Expenditure
	Original	Revised		
2002-2007 (10 th Plan)	600:00	-	357.27	59.54%
2007-2012 (11 th Plan)	1750:00	-	-	-
2007-2008	110:00	110:00	107.28	97.52%
2008-2009	595.50	17.50	17.34	99.08%
2009-2010 (upto Aug. 09)	63.00	25:00 (upto Aug. 09)	31.56	126.24 (of the outlay upto Aug. 09)

Source: Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

As per the figures given in the Table above, Rs. 595.50 lakhs were allotted for the year 2008-09 for Sanskrit study, but the outlay was drastically revised and only 17.50 lakhs were budgeted for the year 2008-09, out of which 99.08% were utilized. Information is not available about the items on which the expenditure was made. During the 10th Five Year Plan, there was an upsurge in raising new schools or up-grading the existing ones, and though the target was 280, the achievement was 405.71% since 1136 schools were either up-graded or raised as new ones. It may be stated here that 126.24% utilization of the allotted funds in the year 2009-2010 (upto August 2009) has been effective.

9th, 10th and 11th Five Year Plans: A Trend analysis

At least three Five Year Plans are taken into consideration with a comparative perspective in order to have a comprehensive view of the progress made.

(i) Elementary Education

The following Table gives a comparative picture about Plan outlays and expenditure across the three Plans viz. 9th, 10th and 11th Five Year Plans, for the advancement in elementary education.

Table-3.20
Comparative Picture of Outlays, Expenditure under 9th, 10th and 11th Five Year Plans - Elementary Education

(in lakhs)

Five Year Plan	Total outlays		Expenditure	% of Expenditure
	Planned	Revised		
9 th Five Year Plan (1997-2002)	175346.34	115485.04	113282.91	98.09%
10 th Five Year Plan (2002-2007)	131476.95	-	146793.32	111.64%
11 th Five Year Plan (2007-2012)	224492.01	-	-	-
11 th Five Year Plan upto August 2009	1,56,408.00	133873.98	149479.53	111.65 66.58% of the total outlays

Source: Five year Plans, Government of Rajasthan.

It is evident that as far as the availability of funds for the advancement of elementary education was concerned, the trend was positively upward, though the outlay for 10th Five Year Plan was short by 87607.56 lakhs as against the outlay for 9th Five Year Plan. However, the expenditure more than compensated this shortfall. It was 111.64% of the Plan outlay. The total outlay for 11th Five Year Plan is Rs. 224492.01 lakhs, which is in conformity with the upward trend in the availability of funds. Interestingly 66.58% of this outlay has already been utilized till August 2009.

There was no SSA during the 9th Plan period. But during the 10th Plan an additional financial support to the tune of Rs. 157753 lakhs was available under the SSA out of which 66.90% was utilized. The elementary education sector has received financial support under the SSA for the 11th Five Year Plan also and the total outlay upto August 2009 comes to 468546.24 lakhs. The expenditure comes to 312100.64 (68.96%). In overall terms, the utilization of total available funds (inclusive of SSA) is around 67.77%. It is, however, a fact that the state has not

been able to utilize the entire available funds under the Center's sponsored scheme viz. the SSA, both during the 10th and 11th Five Year Plans.

Utilization of funds (or planned outlays) is one side of the coin. The other side is related to the achievements of targets set under the three plans for the realization of the objective of elementary education for all. In this context the following table contains useful information.

Table-3.21
Showing Enrolment Status under 9th, 10th and 11th Plans
in Elementary Education Sector

(in number)

Plan	Class/ Category	Targets			Achievements			% of achievements		
		B	G	T	B	G	T	B	G	T
9 th Plan (1997-02)	Class 1-8 All	7491	5481	12972	6637	4345	10982	88.59	79.27	84.65
	SC (1-8)	1234	685	1919	1216	744	1960	98.54	108.61	102.13
	ST (1-8)	848	435	1283	860	504	1364	101.41	115.86	106.31
10 th Plan (2002-07)	Class 1-8 All	9519	4784	14303	7381	6112	13493	77.53	127.75	94.33
	SC (1-8)	1719	669	2388	1415	1099	2514	82.31	164.27	105.27
	ST (1-8)	1089	413	1502	1013	788	1801	93.02	190.79	119.90
11 th Plan (2007-2012) upto 2009	Class 1-8 All	14601	12961	27562	13869	11331	25200	94.98	87.42	91.43
	SC (1-8)	3025	2400	5425	2675	2191	4866	88.43	91.29	89.69
	ST (1-8)	2343	1853	4196	2056	1629	3685	87.75	87.91	87.82

Source: 9th and 10th Five Year Plans, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

If the targets and achievements during the three Plans viz. 9th, 10th and 11th upto (2008-09) are looked at with a comparative perspective, a mixed picture emerges. While there was an upward trend in enrolment, both during the 9th and 10th Plans, the enrolment targets during the 11th plan (upto 2009) could be realized only upto 91.43%. The girls' enrolment drastically came down to 87.42% of the target from the high of 127.75% of the target set during the 10th plan. The achievement was 84.65% during the 9th Plan which registered a jump to 94.33% during the 10th Plan, and came down to 91.43% during the 11th Five Year Plan. Girls' enrolment was 79.27% of the target during the 9th Plan which rose to 127.75% during the 10th Plan and, as stated earlier, came down to mere 87.42% of the target during the 11th Plan. The situation was more or less the same as regards

the enrolment status among the SCs and STs. The only redeeming aspect is that even during the dismal scenario during the 11th Plan, the enrolment of girls among the SCs and STs was slightly better than that of the boys in these categories.

One does not know as to why this down fall in enrollment occurred during the 11th plan period as compared to the status during the 10th plan. Be it as it may, the total enrolment at the end of the year 2008-09 (as per the DISE-Rajasthan 2008-09) stood at 1,27,99,884 with 91726 children still remaining out of school. Drop out continued to be as high as 65302 children despite concerted efforts. The enrolment in government-managed elementary schools at the end of the year 2008-09 was 75,90,493 (59.30% of the total enrolment). It may be stated that at the end of the 10th Plan, the total enrolment was 12473410 out of which the government-managed elementary schools accounted for 8489639 children. This dropped to 75,90493 by the end of the year 2009 (of the 11th Plan), a decline in enrolment in government-managed elementary schools by 899146 (a 10.59% decrease in percentage terms). The overall enrolment has gone up which means that the share of govt. elementary schools has gone down.

The fluctuations in the enrolment status during the 9th, 10th and 11th Five Year Plans, notwithstanding, institutional development during this period, did play a significant role. It is with this aspect in view, that a look at the number of schools and teachers across the three Plans becomes relevant. The following Table gives information about the targets fixed for raising/up-gradation of elementary education schools and the achievements in this field during the three Five Year Plans.

Table-3.22
Expansion of Elementary Schools during 9th, 10th and 11th Five Year Plans
(in numbers)

Plan	Schools		Targets	Achievements	% of Achievements
	New	Up-gradation			
9th Five Year Plan (1997-02)	New PS	-	1100	1046	95.09
	-	PS to UPS	985	624	63.22
10th Five Year Plan (2002-07)	New PS	-	3331	2922	87.72
	-	Rajeev Pathshala to PS	19303	19495	100.99
11th Five Year Plan (2007-12)	-	PS to UPS	9036	7884	87.25
	-	PS to UPS	-	6800	-

Source: 9th and 10th Five Year Plan, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

During the 9th and 10th Plans, 4431 new primary schools were raised and 19303 Rajeev Pathshalas were given primary school status. The total no. of primary and upper primary schools at the end of 10th Five Year Plan was 89580 (Basic statistics - Rajasthan-2009). The no. of teachers working in Government Primary and Upper Primary Schools at the end of 10th Plan was 3,18,681 out of whom 96459 were female (30.26%). During 11th Plan, 6800 PS were upgraded to upper primary level. Thus, under the 11th Plan, the stress was on up-gradation of PS to UPS in view of the Plan target to upgrade all PS to UPS. The number of teachers in govt. PS/UPS, however, came down to 279001 from 318681, a drop of 39680 which indeed was substantial, and must have had a negative impact on teaching-learning processes in govt. PS and UPS.

Sr. Sec. & Secondary Education

Trend analysis in Secondary education across 9th, 10th and 11th Plan takes into consideration the improvement in academic facilities in Sr. secondary and Secondary schools. The following table gives information about the number of

schools, teachers and students involved in the processes of Sr. secondary and secondary education.

Table-3.23
Secondary and Sr. Secondary Education Status by Schools

(Unit: numbers)

Plan	Categories	Targets	Achievements	% of achievements
9 th Plan (1997-2000)	Up-gradation of UPS to Sec. Schools	625	1002	160.32%
	Up-gradation of SS to Sr. Secondary	400	612	153%
10 th Plan (2002-2007)	Up-gradation of UPS to SS	1105 (revised)	1303	117.92%
	Up-gradation of SS to Sec. Schools	899 (revised)	1280	142.38%
11 th Plan 2007-2012 (upto 2009)	Up-gradation of UPS to SS	3108	3108	100%
	Up-gradation of SS to Sr. SS	794	579	72.92%

Source: 9th and 10th Five Year Plan, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

The number of Secondary and Senior Secondary Schools at the end of the 10th Five Year Plan was 12691 (as per Basic Statistics Rajasthan – 2009) which rose to 13667 during the first year of the 11th Five Year Plan. For the year 2008-09 (upto August 2009) the target was to upgrade 1900 UPS to SS. The target must have been achieved, though exact figures in this regard are not available. There has been a gradual increase in the number of Secondary and Sr. secondary schools under the three Plans. The no. of students studying in these schools stood, at the end of the 10th Plan, at 34,53,726 (as per Basic Statistics – Rajasthan – 2009) which rose to 37,44,826 during the first year of the 11th Plan. Thus, there has been an upward trend in the number of students at the Secondary and Sr. secondary level. It is indicative of a positive trend in transition from elementary to secondary level of education. The number of teachers in Secondary and Sr. secondary schools also increased. There were 1,39,560 teachers including 38418 lady teachers at the end of

the 10th Plan. The number rose to 150057 by the end of the first year of 11th plan. This was in conformity with the expansion of Secondary and Sr. secondary schools in terms of enrolment and other facilities.

The above stated developments in Secondary and Sr. secondary education have to be seen in the context of financial support received during the three plans. The following Table gives Plan outlays and utilization of available funds for the expansion of Secondary and Sr. secondary education.

Table-3.24
Plan Outlays and Utilization during
9th, 10th and 11th Five Year Plans (Secondary Education)

(in lakhs)

Plans	Plan outlays		Utilization	% of utilization
	Original	Revised		
9 th Plan (1997-2002)	77026.42	40727.55	40456.30	99.33
10 th Plan (2002-2007)	30134.30	-	23509.47	78.01
11 th Plan (2007-2012)	66070.00	-	-	-
11 th Plan (2009-2010)	16859.40	2600:00 (upto August 09)	3322.44	127.78

Source: 9th and 10th Five Year Plan, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

It is evident that during the 9th Plan the Secondary and Sr. secondary education received substantial financial support which was reduced during the 10th Plan, but went up in the 11th Plan by nearly 100%. It is distressing to note that during the 10th Plan, the utilization of financial support too was much less than both the 9th and 11th Plans.

Higher Education

The expansion of higher education is reflective of the increase in the number of colleges in the state over the three Plan periods. The number of students also increased as shown in the following Table 3.25 though there was some decline in the number of teachers:-

Table-3.25
Status of Higher Education during 9th, 10th and 11th Plans
(in numbers)

Categories	9 th (last year)	10 th (last year)	11 th First Year
Colleges	36 (new)	886	996
Teachers (only govt. college teachers)	-	3758	3630
Students	-	365436	379448

Source: 9th and 10th Five Year Plans, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

With the opening of new colleges (36), the number of colleges at the end of the 10th Plan was 886 which increased further to 996 at the end of the first year of the 11th Plan. This expansion is to be looked at, in the context of Plan outlays and utilization of funds during the three Plans. The following Table gives details about outlays, utilization and percentage of utilization during the three Plans for the expansion of higher education.

Table-3.26
Plan Outlays, Utilization and Percentage of Utilization during
9th, 10th and 11th Five Year Plans for the Expansion of Higher Education
(in lakhs)

Plan	Plan outlay		Utilization	% of utilization
	Original	Revised	Original/revised	
9 th Plan (1997-2002)	11350.00	8676.28	8265.12	95.26
10 th Plan (2002-2007)	5807.00	-	6111.85	105.24
11 th Plan (2007-2012)	18051.00	-	-	-
11 th Plan (2009-2010)	2447.53	443 (upto Aug. 09)	345.75	78.05

Source: 9th and 10th Five Year Plan, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

The trend witnessed in the case of Secondary and Sr. secondary education continued, as seen in the Table above. In this case also the Plan outlay for the 10th Plan was much less than the outlay under the 9th Plan. However, this loss was compensated under the 11th plan with a higher Plan outlay. The funds made available for the first half of the year 2009-10, have been utilized to the extent of 78.05%.

Literacy and Continuing Education

The Plan outlays and utilization of funds during the 9th, 10th and 11th Plans are as under: -

Table-3.27
The Plan Outlays and Utilization of Funds during IX, X and XI Five Year Plans
(in lakhs)

Plan	Plan outlay		Utilization	% of utilization
	Original	Revised	Original/revised	
9 th Plan (1997-2002)	4250:00	1684.29	1644.50	97.63
10 th Plan (2002-2007)	2052:00	-	3129.00	152.48
11 th Plan (2007-2012)	6199:00	-	-	-
11 th Plan (2007-2008)	1021.00	956.49	921.78	96.37
2008-2009	1059.67	963.16	932.52	96.81
2009-2010	600:00	48.00 (upto Aug. 09)	94.68	197.25

Source: 9th and 10th Five Year Plan, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

Though the funds made available for literacy and continuing education during the 10th Plan was less than the provisions made under the 9th Plan, but the 9th Plan outlay was drastically revised and yet the utilization of the revised outlay was only 97.63%, whereas during the 10th Plan, the utilization of the revised outlay was 152.48%. Year wise, the utilization of funds has been around 97%, though in the year 2009-10 (upto August 09) the funds available for this period have been utilized to the extent of 197.25%.

Physical Education

The following Table gives the Plan outlays, expenditure etc. under the 9th, 10th and 11th Five Year Plans.

Table-3.28
Plan Outlays, Expenditure on Physical Education under 9th, 10th and 11th Plans

Plan	Plan outlays		Expenditure	% of Expenditure
	Original	Revised		
9 th Plan (1997-2002)	305.36	70.70	43.22	61.13
10 th Plan (2002-2007)	38.50	-	38.67	100.44
11 th Plan (2007-2012)	110.00	-	-	-
11 th Plan (2007-2008)	15.00	13.00	12.29	94.53
11 th Plan (2008-2009)	15.00	3.50	5.27	150.57
11 th Plan (2009-2010)	10.00	1.00 (upto Aug. 09)	0.00	0.00

Source: 9th and 10th Five Year Plans, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

The Plan outlays for physical education have been gradually reduced over the three Plans. While the revised outlay for the 9th Plan was 70.70 lakhs, it came down to 10 lakhs in the year 2009-10, although the outlay for the entire plan period has been fixed at 110 lakhs. It is, however, a fact that the utilization of the revised outlay in the year 2008-09 was maximum (150.57%) though in the year 2009-10 (upto August 09) no utilization of the revised outlay for the period has been reported.

Sanskrit Education

The Plan outlays for Sanskrit Education for the three Plans along with the utilization are as under:

Table-3.29
Showing Plan Outlays and Expenditure during 9th, 10th and 11th Plan for Sanskrit Education

Plan	Plan outlays		Expenditure	(in lakhs) % of Expenditure
	Original	Revised		
9 th Plan (1997-2002)	1200:00	1005.25	1066.16	106.05
10 th Plan (2002-2007)	600:00	-	357.27	59.54
11 th Plan (2007-2012)	1750:00	-	-	-
11 th Plan (2007-2008)	110.00	110:00	107.28	97.52
11 th Plan 2008-2009	595.50	17.50	17.34	99.08
2009-2010	63.00	25.00 (upto Aug. 09)	31.56	126.24

Source: 9th and 10th Five Year Plans, Government of Rajasthan and Annual Plan Review 2007-08, 2008-09 and 2009-10, Government of Rajasthan.

Except for the 10th Plan, Sanskrit Education has been given due importance in terms of the allotment of funds. The utilization percentage too has been quite satisfactory though during the 10th Plan, even the meager amount of 600:00 lakhs could not be utilized. 59.54% utilization was quite disappointing.

4

HEALTH SCENARIO IN RAJASTHAN

Rajasthan is the 8th most populous State in the Union with the population of over 56 millions characterized by regional disparities, adverse geographical conditions and scarcity of water. The special challenges posed by the geographical conditions make it difficult to provide accessible health care to the people owing to dispersed population and little private investment in primary and secondary health care. The majority of the State's social and economically disadvantaged population depends on the public health care system.

Health Profile of Rajasthan

A broad overview of the health profile can be made by looking at comprehensive health indicators and comparing them with national averages for the same, which is as follows:

Table 4.1
Demographic and the Health Profile of the State

Indicator	Source	Rajasthan	India
Total population	Census 2001	56.51 million	1028.61 million
Decadal Growth (%) Rate	Census 2001	28.41	21.54
Crude Birth Rate	SRS 2008	27.5	23.1
Crude Death Rate	SRS 2008	6.8	7.4
Total Fertility Rate	NFHS III	3.2	2.7
Infant Mortality Rate	SRS 2008	63	55
Maternal Mortality Ratio	SRS 2004 - 2006	388	254
Sex Ratio	Census 2001	921	933
Child Sex Ratio (0-6)	Census 2001	909	927

Public Health Facilities in Rajasthan

The preventive, promotive and curative health services in Rajasthan are provided through an infrastructure of 127 hospitals which include the 25 hospitals attached to the Medical Colleges and 32 district hospitals, 368 community health centres, 1521 rural primary health centres, 118 MCH centres, 199 dispensaries and 10791 sub-centres and 43,779 beds. There is also a large network of private sector clinics and hospitals.

The number of health institutions as on the facility register of the D.M. & H.S. of Rajasthan in June 2009 are given below:-

Table - 4.2
Public Health Facilities in Rajasthan

Health Institutions	Number
Medical Colleges	8
Hospitals	127
Sub-centres	10791
Primary Health Centres	1521
Urban PHCs	37
Community Health Centres	368
Dispensaries	199
Ayurvedic Dispensaries	3539
Unani Hospitals	3
Unani Dispensaries	102
Homeopathic Hospitals	9
Homeopathic Dispensary	178

Source: DM & HS, GoR, Jaipur, 2009.

Population Policy in Rajasthan

Rajasthan framed its population policy in 1999. According to the estimates available at that time, it was premised that the rate at which the population was increasing, the state would be able to achieve the reproductive rate of 2.1 only by 2048 and the population by 2051 would be more than 10 crores. The high infant mortality rate of 86, high child mortality rate of 40 and the maternal mortality ratio of 677 were the main reasons for the high growth rate of population in Rajasthan. Therefore, to be in line with the goals of the country, a policy was needed which

aimed at reaching the reproductive rate of 2.1 between 2011 and 2016 for which, it was necessary to reduce the unmet need for family planning services from the then 30% to zero by the year 2006. As it was an uphill task, Rajasthan aimed for a short term goal of reaching only the targets meant for the country for year 2000. It aimed to have the figures which Kerala had which were far better than the targets for the country for the year 2000, ultimately. The target, therefore, was divided year wise as follows:

Table 4.3
Year wise Targets of the State Population Policy

Indicator	1997	2001	2004	2007	2011	2013	2016
Total Fertility Rate	4.11	3.74	3.41	3.09	2.65	2.43	2.1
Birth Rate	32.1	29.2	27.5	25.6	22.6	20.9	18.4
Couple Protection Rate	38.5	42.2	48.2	52.7	58.8	61.8	68.0
Death Rate	8.9	8.7	8.4	7.9	7.5	7.2	7.0
Infant Mortality Rate	85.0	77.4	72.7	68.1	62.2	60.1	56.8

Source: Population Policy for Rajasthan, Department of Family Welfare, GoR, pg.13, 1999.

At the time of the policy making there was a wide variation in these important indicators concerning the population within the state. The infant mortality rate varied from 54 in Ganganagar to 133 in Tonk. Birth rate varied from 25 in Sikar to 41.3 at Dhaulpur, the Couple Protection Rate varied from 20.4 at Barmer to 62.9 at Ganganagar and the Unmet Need for Contraception from 10.5% at Hanumangarh to 42% at Jaisalmer. Similarly, full immunization varied from 11.5% at Barmer to 59.9% at Kota.

However, it was very clear from the very beginning that Rajasthan was going to be far behind its targets framed under its population policy. The following calculations were made on the basis of information obtained from SRS bulletins and NFHS-2 1998-99:

Table 4.4
Rajasthan: Population Policy Goals and Expected Trends in Crude Birth Rate (CBR) and Infant Mortality Rate (IMR)

Year	Population Policy Goals		Expected Trends Based on Performance During 1994-99		Expected Trends Based on Performance During 1997-99	
	CBR	IMR	CBR	IMR	CBR	IMR
2001	29.2	77.4	30.1	79.8	30.2	79.8
2007	25.6	68.1	27.4	76.3	27.7	76.4
2011	22.6	62.2	28.8	74.1	26.2	74.2
2016	18.4	56.8	2.9	71.4	24.4	71.6

Source: Population Policy for Rajasthan, Department of Family Welfare, GoR 1999.

The government launched a number of innovative programmes to achieve the targets with programmes like Janmangal, Swasthya Karmi, Decentralized Participatory Planning, Vikalp etc. At the same time the government also framed a **State Policy for Women** which laid emphasis on women getting a greater control over their reproductive health as per the Plan of Action adopted at the ICPD in Cairo in 1994. With the two inter-related policies, the State ventured into the 21st century to meet the goals which looked impossible.

However, not very happy with the progress in family welfare but armed with funds from NRHM, the government again reset its targets for the 11th Plan:

Table 4.5
Targets for XI Five Year Plan

	Indicators	Target for 11 th Plan	Present
1	Crude Birth Rate	21	27.9
2	Crude Death Rate	7	6.8
3	Infant Mortality Rate	32	65
4	Maternal Mortality Ratio	148	388
5	Couple Protection Rate	65%	47
6	Annual Growth Rate of Population	1.2%	2.5
7	Total Fertility Rate	2.1%	3.2
8	Institutional Deliveries	100%	61.54

Source: DM & HS, GoR, Rajasthan.

Year wise, they were divided as follows:

Indicator	2007-08	2008-09	2009-10	2010-11	2011-12
MMR	285	248	213	180	148
IMR	51	46	41	37	32
TFR	2.6	2.4	2.3	2.2	2.1
Institutional Deliveries	60.87	70.65	80.43	90.22	100
CBR	25.6	24.4	23.3	22.1	21

Source: DM & HS, GoR, Rajasthan.

That Rajasthan continues to be far behind the national averages on health indicators is a serious concern. Its family planning efforts have not succeeded to the extent required and although it had framed a State Population Policy in 1999, it has not been able to do much at the ground level. The State remains far behind its targets in the reduction of the crude birth rate and the maternal mortality ratio. A detailed analysis has been included in the chapter on NRHM later. It did spend more than the outlay under the Minimum Needs Programme, which basically covered its physical and infrastructural needs, in other words, items that were needed to be purchased or built, in the Tenth Plan, but its expenditure for other than Minimum Needs Programme was abysmally low as may be seen in the Table below:

Table 4.6
Outlay and Expenditure under the Minimum Needs Program
(Rs. in lakhs)

	Head of Development	Outlay	Likely exp.
1	Minimum Needs Programme	13746.12	13814.80
2	Other than Minimum Need Programme	24531.06	10258.77

Source: Annual reports, DM & HS, GoR, Rajasthan.

As against a provision of Rs.245.31 crores, the expenditure was less than half at Rs. 102.86 crore. In physical achievement terms the opening of sub centers, PHCs, construction of building of sub centers exceeded targets but in the purchase of ambulances against a target of 51 only 26 could be purchased. The target for increasing the number of beds in institutions other than the CHCs was over reached. Against a target of 190 beds, 592 were purchased. There is no explanation why the target was exceeded by so many times.

The 11th Plan document for the state has kept the improving access and availability of services, improving quality of services, demand generation, human resource development, management information system and public private partnership as the operational strategies to reduce the growth of population. The likely expenditure on population control and family welfare in Rajasthan was only half of what was the outlay in the Tenth Plan. Against an outlay of Rs 87.16 crores only Rs 46.04 crores were spent. In view of this shortfall, the proposed outlay in the 11th Plan has been reduced to Rs 62.5 crores only. The provision for 2007-08 was only Rs 11.7 crores.

OUTLAYS FOR HEALTH AND FAMILY WELFARE IN THE XI PLAN

An outlay of Rs 1477.62 crores has been proposed for the Medical and Health sector during the 11th Five Year Plan. The outlay and expenditure analysis for NRHM has been separately dealt in the concerned section. The following are some major outlays proposed:

Table 4-7
Outlays for Health and Family Welfare in the XI Plan

(Rs. in lakhs)

	Sector	Proposed Outlay Eleventh Plan (2007-12)
1	Minimum Needs Programme	47327.00
2	Other than Minimum Needs Programme	25000.00
3	Rajasthan Health Systems Development Project	32700.02
4	Population Control & Family Welfare	6250.00

Source: XI Five Year Plan document, Department of Planning, GoR, 2007.

It was decided that Vector borne diseases like Malaria would be given prime emphasis. As the health care facilities in Rajasthan were also far short of the requirement for the population increase shown by the census 2001, it was proposed to add 138 CHCs, 255 PHCs and 947 Sub Centres. It was also decided to increase the number of beds by 1000 in those areas where the occupancies were high. It was also proposed that 323 rural health institutions, with less staff than the norms, would be strengthened under the NRHM to ensure 24- hour availability of

maternity and other facilities. 43 PHCs also needed an additional post of a multipurpose worker for the timely availability of the health facility. It was also decided to create posts for lab technicians in 42 PHCs, 20 posts of assistant radiographers for those institutions that had X-Ray machines but where operators were not available.

Rajasthan Health Systems Development Project

In July 2004, the Health Systems Development Project was started in all the districts of Rajasthan with a total cost of Rs. 472.58 crores, with the World Bank share of Rs. 396.85 crores and Rs. 75.73 crores from the State. The project was to end in September 2009. 28 district hospitals, 23 sub divisional hospitals, 113 CHCs at sub divisional head quarters, 72 other CHCs and 2 block PHCs were identified as requiring additional facilities. The project envisaged to contribute to the health sector in Rajasthan and in particular to the vulnerable groups by enhancing the effectiveness and quality of health services at the primary and secondary level through policy and institutional development. For the 11th Plan, a sum of Rs. 327 crores has been provided. The project had spent Rs.68.74 crores by March 2009 and for the project duration 2004-09 it has spent Rs.275.7 crores against the provision of Rs.472.58 crores. This is an extremely poor performance. The total project size is Rs. 472.58 crores of which Rs. 75.53 crores (16.02%) is the State share. Except for construction work, there has been a major shortfall in equipment, purchase of medicines, etc., and for the training programmes. The important Critical Care training, both for specialists and Medical Officers, has been far short of the targets. The project has been extended by two years till 2011.

Monitorable Indicators

SEX RATIO

According to the Census of India 2001, the population of Rajasthan went up to 5.65 crores from 4.4 crores in 1991 showing a **decadal growth rate** of 28.33% between 1991 and 2001, a slight improvement from 28.44% in 1981-91. The **sex ratio** showed a slight improvement to 922 from 910 in 1991. It shows that whereas the decadal growth rate decreased for men, it increased for women resulting in a slightly better sex ratio.

Table 4.8
Decadal Growth Rate

(Per cent)

Decade	Total	Male	Female
1981-91	28.44	29.06	27.76
1991-2001	28.33	28.10	29.34

Source: Census of India. Provisional Population Totals: Paper 1 of 2001

The district wise break up is given in **Annexure Table 4(I)**. It may be seen that in none of the urban areas, the sex ratio is favourable to women. But in rural areas, districts like Pali, Rajsamand and Dungarpur have a favourable sex ratio.

Child Sex Ratio (0-6 Years): The Declining Trend

The Census 2001 has drawn the attention of the country to the dismal picture of a very adverse sex ratio in the age group 0 to 6 years., which is worse than the sex-ratio of All Ages. In Rajasthan, the sex ratio in this age group is 909, compared to 922 for the population. In rural areas it is 914 and urban 886. The district wise break up is given in the **Annexure Table 4(II)**. It may be seen that the worst five districts in the rural 0-6 age group sex ratio are Ganganagar, Dholpur, Jaisalmer, Jhunjhunu and Karauli. Except for Jhunjhunu all the districts are notorious for female infanticide. In the urban areas the worst five are Ganganagar, Alwar, Dholpur, Sirohi and Jaisalmer.

Table 4.9
Decadal Growth Rate: 0-6 Years

Total/Rural/Urban	Total Population	0-6 Age Group		
		Total	Male	Female
Total	28.33	17.97	18.44	17.45
Rural	27.49	20.49	20.76	20.20
Urban	31.17	8.36	9.65	6.95

Source: Census of India. Provisional Population Totals: Paper 1 of 2001.

The Table shows the difference in the overall decadal growth rate and the decadal growth rate in the 0-6 age group population in 1991-2001. From the point of sex wise break up, a serious picture emerges for the growth rate of girls. None of the districts in Rajasthan has shown a favourable sex ratio for girls. Out of the 33 districts, 17 districts have shown more adverse sex ratio in this age group than in the total population. The reasons for the continuing adverse sex ratio are well known but not much effort is being made to improve it as it is considered as a social problem.

Female Foeticide

With the advent of the sex selection techniques which are now widely available and have not been stopped under the PCPNDT Act seriously, **female foeticide** is increasing.

Status of Implantation of PCPNDT Act in Rajasthan

Government of Rajasthan has constituted a PCPNDT Cell at the state level and PCPNDT Coordinators at district level. 1571 centres have been registered under PCPNDT Act 1994 including 102 public health institutions. Directorate of Health & Family Welfare has constituted teams for regular inspection of the centres registered under the PCPNDT Act 1994 & MTP Act 1971 & State Appropriate Authority has appointed a district inspection team under the supervision of the district collector. Targets of inspection for appropriate Authorities, Nodal officers etc have been fixed. From 1st January to 30th Sep 09, 648 inspections have been done during the year by the Appropriate Authorities.

During these inspections, 5 seal & seizures have been done and 47 registrations have been suspended/ cancelled.

State PCPNDT Cell is working in collaboration with IMA, Rajasthan. Rupees 40000/- per workshop on the subject “Stop sex-selection: - Doctors can make a difference” per district have been given to Indian Medical Association to organize workshops with the medical community. State PCPNDT Cell is also working with the National Law University, Jodhpur on the issues related to Gender, Reproductive Rights, Sex Selection and Gender Based Violence through the training of young lawyers, judicial officers, Districts PCPNDT Coordinator, Bar Council and Bar Association focusing on the PCPNDT Act as well as other Acts related with violence against women. State PCPNDT cell is also working in collaboration & networking with NGOs through their FNGOs on implementation of PCPNDT Act and awareness in the society.

Adverse Infant Mortality Rate and Child Mortality Rate

If a female foetus is able to survive, she faces the possibility of death after birth. The female IMR in Rajasthan has always been worse for girls. If we look at the child mortality, owing to lack of care and under nutrition, more girls die before they reach their fifth birthday.

Table 4.10
Infant and Child Mortality Rates in Rajasthan

	1991			2001		
	Total	Male	Female	Total	Male	Female
Infant Mortality Rate	81	79	83	79	78	81
Child Mortality Rate	109	101	118	88	85	92

Source: Census of India.

With a high Maternal Mortality ratio, more women than men are dying in the reproductive age group 15-45 years, affecting the sex ratio. It is only after the age of 45 years that the sex ratio is favourable to women.

TOTAL FERTILITY RATE

The Total Fertility Rate (TFR) was 3.2 in 2005-06 as per the NFHS III but as per the SRS 2007, it was 3.4. According to the NFHS III, the following were the results of the efforts of the state government to reduce the fertility rate by popularizing contraceptive methods:

Table 4.11
Use of any Family Planning Methods

(in percentage)

	Total	Urban	Rural
Any Method	47.2	65.7	40.5
Any modern method	44.4	62.0	38.0
Female Sterilization	34.2	39.6	32.2
Male sterilization	0.8	1.7	0.5
IUD	1.6	2.4	1.3
Pill	2.0	4.9	1.0
Condoms	5.8	13.3	3.1
Total Unmet Need	14.7	9.8	16.5

Source: National Family Health Survey-II, India 1998-99. Rajasthan

The Desired and the Actual Fertility Rates in Rajasthan

It is not true that women in Rajasthan do not want to limit their family size. The survey by the National Family Health Survey India 1998-99 had looked into the wanted and the actual fertility rates in Rajasthan. They are given in the Table 7 below:

Table 4.12
Desired and Actual Fertility Rates in Rajasthan

Background	Wanted Rate	Actual Rate
<i>Residence</i>		
Urban	2.11	2.98
Rural	2.74	4.06

Source: National Family Health Survey-II, India 1998-99. Rajasthan

INFANT AND CHILD MORTALITY

According to the NFHS-3 survey in 2005-06, the Infant Mortality Rate in Rajasthan was 66- the Rural Rate at 65 and the Urban at 46. But as per the SRS Bulletin for 2007, it was 65 in all but 72 for Rural and 40 for urban. As may be seen from the **Annexure Table 4(II)**, the highest total infant mortality rate in Rajasthan was 104 in the tribal district of Banswara. The highest male infant mortality rate was 108 again in Banswara. The highest total female infant mortality rate was 106 in Pali. In rural Rajasthan the highest total infant mortality rate was 107 in Pali. The highest male infant mortality rate was in Chittorgarh whereas the highest female infant mortality rate was 110 in Pali.

The infant mortality rate in Rajasthan has been climbing down very slowly compared to other states. Similarly, the maternal mortality ratio is still very high. These indicators on health can be reduced only if the Medical and Health Department of Rajasthan effectively deals with the causes. For example, for IMR how quickly the health system reacts to the main reason for mortality like respiratory infections and diarrhoea is going to affect the IMR and how quickly the system is able to reduce anaemia in women and girl children and also increase institutional child births will impact on the maternal mortality ratio. At the moment these two basic indicators have been left primarily to the Department of Women and Child Development and there also to ICDS. Practically, the Department of Medical and Health does not own any preventive responsibility for them. Clinically also they come into the picture only when the woman or the child has been taken to the health care centre.

Immunization again, as the figures show, has been very poorly implemented in Rajasthan, even after the work had been assigned to the ICDS and a weekly day fixed for these interventions. The infant mortality rate as stated earlier was also to be tackled by the ICDS but the number of children in the age group 0-1 covered under the system is very small and also because there is no

special food available for this age group in the Anganbadi. The other factors impacting on infant mortality like antenatal care, institutional care during delivery, infant care after birth are not a focus of the health care system as shown by figures for Rajasthan.

MATERNAL MORTALITY RATIO

During the 9th Plan, the number of new MCW centers was only 26 out of which 15 were opened in 1997-98 and 11 in 1998-99. No centers were opened after that. In the 10th plan a sum of only Rs. 27.50 crores was kept for population control and family welfare. Maternal Mortality Ratio or any other serious concerns about women's health were considered under family welfare only. This proved again that women's health was being looked at only through the lens of reproduction. At the end of 2000-01, the entire state had only 118 Mother and Child Welfare centers, out of them 92 were in the urban areas and only 27 in the rural areas.

At the beginning of the 10th Five Year Plan, India's share in the global maternal deaths was 20%. The 10th Plan again aimed at programmes for reduction in IMR and MMR through reduction for fertility levels. The country aimed at reduction in the Maternal Mortality Ratio of 200 by 2007 and 100 by 2012. The Plan also aimed at effective implementation of the Reproductive and Child Health programmes in order to reduce maternal mortality substantially. The policy makers depended on the ICDS programme for inter sector coordination for improving health and nutritional status of pregnant and lactating mothers, especially those coming from vulnerable groups. It also aimed at providing a wider spectrum of services to meet the needs of women for their gynaecological problems and RTI / STD management. The biggest problem with Rajasthan was that there was an acute shortage of lady doctors in the rural areas to advise women that conception should not be too early in life and too close to each other, too many and too late. This was made worse by lack of access to antenatal care to detect and

treat problems during pregnancy itself to avoid high mother and infant mortality rates.

Antenatal, post natal and contraceptive care is not readily available to women who are unable to access the health care facility to require the services. As safe delivery was a part of reducing the growth of population, the obstetricians thought that their only object was to persuade the women who had completed their families, to undergo surgical sterilization once a safe delivery was over.

The major causes of maternal mortality continue to be the same as ever and no specific interventions have been made by the government. Unsafe abortions, ante partum and post partum haemorrhage, anaemia, obstructed labour and post partum sepsis continue to be the main causes. All these causes are preventable if they are taken up seriously. The percentages of deaths due to these causes are as follows:

Table 4.13
Causes of Maternal Deaths

S. N.	Causes	Severity
1.	Haemorrhage	30%
2.	Anaemia	19%
3.	Sepsis	16%
4.	Obstructed labour	10%
5.	Abortions	08%
6.	Toxemia	08%
7.	Others	08%

The 10th Plan pledged to ensure 100% registration of pregnancies, deaths and births so that reliable estimates of MMR were available and also to improve ascertainment of causes of death through SRS and hospital records. The figures

for Rajasthan as per the DLHS-3 for 2007-08 continue to be alarming as may be seen from the Table 4.14 below:

Table 4.14
Maternal Health Indicators of DLHS III

Antenatal care (based on women whose last pregnancy outcome was live/still birth during the reference period)	DLHS-3 (2007-08)		
	Total	Rural	Urban
Mothers who received any antenatal check-up (%)	56.6	53.0	73.5
Mothers who had antenatal check-up in first trimester (%)	32.7	28.6	51.8
Mothers who had three or more ANC (%)	28.2	23.7	48.9
Mothers who had at least one tetanus toxoid injection (%)	55.0	51.4	72.4
Mothers who consumed 100 IFA Tablets (%)	53.5	55.6	43.7
Mothers who had full antenatal check-up (%)	6.5	5.0	13.7

Similarly the following Table 4.15 gives details of the delivery care:

Table 4.15
Status of Delivery care in Rajasthan

Delivery care (based on women whose last pregnancy outcome was live/still birth during reference period)	DLHS-3 (2007-08)		
	Total	Rural	Urban
Institutional delivery (%)	45.5	40.7	67.7
Delivery at home (%)	53.7	58.4	31.8
Delivery at home conducted by skilled health personnel (%)	13.4	12.8	18.9
Safe Delivery (%)	52.7	48.2	73.7
Mothers who received post-natal care within two weeks of delivery (%)	38.2	34.0	57.8
Mothers who received financial assistance for delivery under JSY (%)	31.9	32.2	29.0

Rajasthan government has taken the following steps to reduce maternal mortality:-

1. A maternal and child health and nutrition day has been institutionalized
2. ANM's presence is ensured at the Anganwadi center to provide necessary services relating to immunization to pregnant women and children
3. The ANM should conduct antenatal care and necessary tests for each pregnant woman in the area.

ANEMIA

In Rajasthan, 80 percent of adult women and 27 percent of the adult men have hemoglobin levels below 12 grams per deciliters. 5 percent of adult women

and 1 percent of adult men have hemoglobin levels below 8 grams per deciliters. Strikingly, using a standard cutoff for anemia (11 g/dl for women, and 13 g/dl for men), men are almost as likely (51%) to be anemic as women (56%) and older women are not less anemic than younger ones, suggesting that diet is a key factor. As per NFHS-3, 53.1% women in the state are anemic of which 2% are severely anemic. The figure goes up to 61.2% for pregnant women. However, the figures for children are far worse. 82% children are anemic with 10% being severely anemic.

As per the findings of NFHS III following is the status of anemia among women & children of Rajasthan:-

Table 4.16
Anemia among Women and Children

Ever Married women age 15-49 who are anemic (%)	53.1
Pregnant women age 15-49 who are anemic (%)	61.2
Children age 6-35 months who are anemic (%)	79.6

Source: National Family Health Survey-III, Rajasthan.

Following are the reasons of such high rate of anemia among women & children:-

- Gender discrimination in nutrition
- Early marriage and early pregnancy resulting in low birth weight babies and health hazards to mothers.
- Low rate of consumption of IFA by adolescent girls and pregnant women.
- Micronutrient deficiencies from childhood to adulthood.
- Consumption of low nutritional value diet by all.
- Lack of awareness.

Looking to the above reasons following steps are suggested to combat the problem of anemia among women & children:-

- Gender sensitization of community, especially mothers to provide micronutrient diet to both boys and girls.
- Increase in age at marriage so that pregnancy takes place at the right age.

- Creation of awareness among the community regarding anemia and its ill effects and what measures to be taken to combat this problem.
- Appropriate measures to ensure the consumption of IFA tablets by children, adolescent girls and pregnant women.
- Regular health checkup in school and at Anganwari Centres.
- Creation of awareness and capacity building for consumption of locally available iron rich diets.
- Micronutrient supplementation in Mid day Meal Programme and Supplementary Nutrition provided at Anganwari Centres.

The situation is not better for urban women either. The following figures based on NFHS 3 provide the picture;

Table 4.17
Anemia in Women

Urban Poor	54.6
Urban Non-poor	46.8
Urban Total	48.0
Rural Total	55.2

Under-nutrition is also very high in Rajasthan. The strategy decided by the state government for the 11th plan includes efforts to move from food supplementation to continuous growth monitoring and to check under nutrition as soon as it is noticed.

Human Resource Availability in Rajasthan

In status of important health position is given below:-

Table 4.18
Availability of Manpower

Particulars	Sanctioned	In Position	Shortfall
FHW (ANM) at Sub-centres & PHC	15130	14202	928
MPW (M)	2433	2427	6
LHV	1980	1300	680
Rural Medical Officers*	2477	2241	236
Total Specialists	2099	1499	600
Radiographers	337	269	68
Laboratory Technicians	2571	2179	392
Nurse Grade II	11529	11256	273
Nurse Grade I	2227	1673	554

* A separate cadre carved out from the positions of the Medical Officers

Source: DM & HS, GoR, Jaipur, June 2009.

In 2008 the induction posts have been divided in two groups and now there are 1265 posts of Medical Officers and 2477 positions of Rural Medical Officers. Currently 600 positions of specialists are lying vacant. There are 816 positions of SMOs out of which 154 were lying vacant in June 2009. This calls for a serious look at ensuring the availability of manpower in the health sector for which the following suggestions are recommended:-

- Creating a strong Human Resource Cell in the Directorate of Health Services for facilitating the development of the policy for the state.
- A good PMIS can go a long way in enhancing the capacity of health system.
- Formulating detailed set of guidelines for promotion, posting and transfers.
- Strengthening the Medical Colleges and Nursing schools.

District-wise Sex Ratio

DISTRICT	SEX RATIO 2001		0-6 Years SEX RATIO	
	Rural	Urban	Rural	Urban
Ganganagar	881	848	863	815
Hanumangarh	895	899	875	862
Bikaner	896	878	917	909
Churu	953	936	915	905
Jhunjhunu	958	902	871	850
Alwar	896	838	895	838
Bharatpur	854	867	878	861
Dholpur	821	857	863	840
Karauli	855	876	873	894
S. Madhopur	890	886	901	895
Dausa	900	888	903	872
Jaipur	915	878	908	881
Sikar	959	924	880	891
Nagaur	958	920	920	919
Jodhpur	922	883	925	906
Jaisalmer	832	764	869	847
Barmer	899	858	924	892
Jalore	975	890	925	908
Sirohi	962	868	930	844
Pali	1003	914	930	916
Ajmer	952	902	930	907
Tonk	933	945	926	906
Bundi	909	905	914	874
Bhilwara	982	899	960	912
Rajsamand	1013	927	937	916
Udaipur	988	903	954	877
Dungarpur	1035	935	967	885
Banswara	982	930	978	852
Chittorgarh	974	923	934	890
Kota	909	884	904	899
Baran	907	915	921	901
Jhalawar	931	906	935	996

Source: Provisional Population Totals Rajasthan, Paper 2 of 2001. Rural-Urban Distribution of Population.

Annexure - 4(II)

District wise Infant Mortality Rate - 1991 and 2001

State/District	IMR 1991									IMR 2001								
	Total			Rural			Urban			Total			Rural			Urban		
	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F
Rajasthan																		
Ganganager	55	53	58	57	54	61	44	47	40	53	51	56	55	53	58	42	46	39
Hanumangarh	-	-	-	-	-	-	-	-	-	61	59	63	62	60	64	51	52	50
Bikaner	59	58	59	71	72	70	39	37	42	56	56	56	58	57	59	38	36	40
Churu	65	61	72	68	62	74	62	58	67	63	59	65	67	60	71	57	55	60
Jhunjhunun	61	62	60	60	57	64	65	81	40	55	56	55	58	55	60	52	62	32
Alwar	82	85	80	86	88	82	63	54	57	74	71	77	74	72	77	55	53	56
Bharatpur	83	75	93	87	79	97	63	54	72	76	71	81	76	72	82	60	53	65
Dhaulpur	100	89-	112	-	-	-	65	60	71	85	74	96	88	75	101	60	53	66
Karauli	-	-	-	-	-	-	-	-	-	85	76	95	87	77	97	61	54	69
Sawai Madhopur	84	76	92	89	82	97	54	43	63	82	75	87	85	80	91	50	40	59
Dausa	-	-	-	-	-	-	-	-	-	83	79	87	83	79	87	67	62	72
Jaipur	69	68	70	81	78	84	46	49	43	68	67	69	80	76	83	45	47	42
Sikar	60	55	65	63	58	68	47	42	53	58	54	61	59	57	60	45	40	51
Nagaur	74	69	80	78	71	84	54	55	53	72	68	75	74	70	77	52	53	50
Jodhpur	72	67	78	83	79	86	54	45	63	70	66	74	72	67	76	53	44	60
Jaisalmer	80	65	95	91	76	109	42	32	51	70	64	76	79	68	91	39	30	48
Barmer	94	99	89	98	102	93	72	83	59	78	82	76	83	85	80	62	66	57
Jalor	92	85	98	97	90	103	49	43	53	88	84	92	91	87	94	47	42	51
Sirohi	101	102	101	110	106	115	42	54	39	87	87	86	92	88	96	40	44	38
Pali	102	98	106	112	107	117	70	69	72	102	96	106	107	104	110	64	59	68
Ajmer	85	83	87	100	96	105	60	64	56	81	81	81	92	91	92	57	58	55

PART - II

PERFORMANCE OF FLAGSHIP PROGRAMMES

5

MAHATMA GANDHI NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME (MGNREGS)

During the Ninth Plan, from September 2001, Jawahar Gram Samridhi Yojana (JGSY), Employment Assurance Scheme (EAS) and Food for Work Programme were revamped and merged under the new Sampoorna Gramin Rozgar Yojana (SGRY). The basic aim of the scheme was generation of wage employment, creation of durable economic infrastructure in rural areas and provision of food and nutrition security to the poor.

During the Tenth Plan, National Rural Employment Guarantee Act (NREGA), 2005 was enacted which came into effect from 2nd February, 2006. The scheme has been renamed in 2009 as Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS). The National Rural Employment Guarantee Scheme was initially launched in six districts of Rajasthan viz. Banswara, Dungarpur, Sirohi, Karauli, Udaipur and Jhalawar. Of these, 5 districts were already covered under the National Food for Work Programme (NFFWP), while Jhalawar, which was covered under Sam Vikas Area Development Scheme was included as a new district under NREGS.

Performance of MGNREGA

Physical Activities Admissible under MGNREGA

In Rajasthan the following Works/Activities are being monitored on monthly basis for each district and compiled at State-level:

1. Water conservation and water harvesting (number of cubic mt. well, digging of new tanks/ponds/percolation tank, small check dams, etc. to be indicated separately).
2. Drought proofing (in nos. and hectares as well), afforestation and tree plantation and other activities to be indicated separately.
3. Micro-irrigation works (in nos. and length km), minor irrigation canals and other activities to be indicated separately.
4. Provision of irrigation facility to land owned by (in nos.) scheduled castes and scheduled tribes, beneficiaries of land reforms and beneficiaries of Indira Awas Yojana, etc. to be indicated separately.
5. Renovation of traditional water bodies (in nos. and cubic mt. as well) desilting of tanks/ponds, desilting of old canals, desilting of traditional open wells etc. to be indicated separately.
6. Land development (in nos. and hectares as well), Plantation, land leveling, other activities to be indicated separately.
7. Flood control and protection (in nos. and length in km) (drainage in water-logged areas, construction and repair of embankment to be indicated separately).
8. Rural Connectivity (in nos. and length in km).
9. Any other activity (approved by MRD).

These activities were identified for monitoring from 2006-07 on-wards. The number of districts also varied and now the scheme is operational in all the 33 districts.

Year-wise Performance of MGNREGA in Rajasthan

2005-06- There were 1296113 registered households at the beginning of the scheme in the MGNREGA districts. No. of applications received for works were

373194 and on an average 203976 persons were at work in a month. Thus, all were not given employment. A total of 42.2 Lakh man days employment was generated out of which women accounted for 55 percent.

The works under taken were related to water conservation, drought proofing and plantation, flood control, road connectivity and other programmes. A total of 3477 works were completed.

Rs. 2227.03 Lakh were spent on the works. Out of this 83.66% on unskilled labour, 2.72% on semi-skilled labour, 5.41% on material and 8.20% on contingency were spent.

2006-07: During the year 2006-07, a total of 1508223 households were issued job cards and out of this 1175172 households were provided employment. A total of 998.87 Lakh person days employment was generated, out of which women accounted for 67.14 per cent. They were beneficiaries of land reforms, Indira Awas Yojana and disabled persons.

An expenditure of Rs.693.06 crore was incurred against an outlay of Rs.864.50 crore. The major expenditure was on the unskilled wage component. On various works of soil and water conservation, flood control, rural connectivity etc. 8771 works were completed on which Rs. 289.20 crore were spent and Rs. 389.04 crore were spent on 12659 on-going units.

2007-08: In the year 2007-08, MGNREGA was implemented in 12 districts. A total of 2870898 households were issued job cards and 2173122 were given employment. Out of this 2170460 were provided employment. Thus, there was a short fall of 2662 only. The cumulative number of households which were provided 100 days of employment were 911248. This shows that a large number of people completed 100 days period, as stipulated in the Scheme. During the year, 1678.38 Lakh mandays work was generated which included women (68.99%) and disabled beneficiaries were 15266 out of a total 2170460 households. The total

availability of funds was Rs. 146648.58 Lakh and expenditure was Rs. 151164.65 Lakh. The expenditure on unskilled wage component was 66.54% and on material 28.05%.

Identified activities were taken up to create durable assets for sustainability. A total of 34028 works were completed with a cost of Rs.45153.54 Lakhs and on on-going works Rs.102778.75 Lakh were spent. The total expenditure came to Rs.47932.30 Lakh.

2008-09: In the year, 9087730 persons were issued job cards and the cumulative number of households demanding work was 6431560. Except for 9849, all were provided work in MGNREGA. The mandays generated were 380952167, out of which women's share was 60.87%. The number of households which completed 100 days work was 949083 and beside beneficiaries of land reforms and Indira Awas Yojana, 5394 number of disabled workers were also employed. The expenditure against the total availability of funds was slightly short as against Rs.695324.98 lakh, the expenditure was Rs. 616439.75 lakh only.

2009-10: Reports available upto November 5, 2009 show that during 2009-10, a total of 8468704 households were issued job cards and 6375314 demanded work. Out of this, 6373093 were provided wage employment. There was a small short fall only. The programme created 4830 Lakh mandays employment out of which women accounted for 67.10 per cent. Persons who completed 100 days work were 2631892 and 18362 disabled were also provided wage employment.

During the year, the total availability of funds for various works programme is Rs. 439901.35 Lakh and expenditure so far is Rs. 349295.56 Lakh. Most of the expenditure is on wages as required under the Scheme.

A Summary of X and XI Plans, financial and physical achievements are given as under:

Table-5.1
Financial and Physical Achievements in MGNREGS-Rajasthan
Tenth Plan (2005-06- 2006-07)

(Rs. in lacs)			Employment Physical Generated (Lakh mandays)	
Outlay (RE)	Expenditure		Target	Achievement
8000.00	8442.45		NF	998.87

Table- 5.2
MGNREGA Cumulative Progress Report
XI Plan

	Outlay Budgeted (Rs. In Lakh)	Budgeted Revised (Rs. In Lakh)	Expenditure (Rs. In Lakh)	Target	Achievement (Lakh Mandays)
2007-08	8000.00	10000.00	11677.79 (116.77%)	NF	1678.38
2008-09	40000.00	44000.00	46327.19 (105.25%)	NF	4829.38
2009-10	79980.00 (Modified Outlay)	21662.50 outlay upto the month of August'09	10357.76 (R) (12.95%) (upto August' 12.95% of modified Outlay)	NF	540749 upto Feb. 2010

Performance of MGNREGA

From Physical and financial achievements it is evident that MGNREGA programme is doing very well and all those who are demanding work are being given work. The district-wise position is also excellent. The Plan is prepared on yearly basis based on requirement of labour and material. For 2010-11 the state has prepared a plan of Rs.996057.00 lakhs.

Observations of State Government

'Implementation of MGNREGA - the Rajasthan Experience' was outlined by the Principal Secretary, Rural Development & Panchayati Raj Department, Government of Rajasthan. He compared performance of Rajasthan for 2006-07 to 2008-09. In fact this State ranked first for MGNREGA implementation during 2007-08. Major **areas of concern** were stated as under:

- Making the poor demand work as a right-lack of knowledge about the scheme and collective strength to demand work.
- Enforcing Guarantee of work-Commitment and providing 100 days employment to maximum households.
- Ensuring payment of minimum wage, about 75% did not get the minimum wage.

Strengthening the Implementation of MGNREGA

- Expanding coverage and providing 100 days employment to maximum households by addressing demand and supply side issues.
- Enforcing the guarantee part of the work.
- Capacity building of PRIs and officials.
- Ensuring minimum wage payment.
- Selection and quality of assets.
- Community participation-Activating Gram Sabhas.
- Involving NGOs and other agencies.
- Social Audit.

In order to improve the overall implementation of MGNREGA and get desired goals, a number of observations were made as :-

- Social mobilisation at the bottom.
- Political commitment at the top.
- Bureaucratic commitment.
- Decentralised participatory planning.
- Sound technical support to Panchayats.
- Capacity building.
- Transparency and accountability at all levels.
- Active involvement of civil society organisations.

A Study

Recently, a study was made by Khera and Nayak (2009)⁷ regarding Women Workers and Perceptions of the MGNREGA. The study was based on field work in six states of Bihar, Chhatisgarh, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh in 2008. In Rajasthan, Dungarpur and Sirohi districts were included. **The share of women in MGNREGA employment was highest (71%) in Rajasthan and in other five states were between 5 % (U.P.) and 44 % (M.P.) the official data (based on all districts of State) and survey (Sample basis) had only 2 per cent variation showing that official data of MGNREGA on women's participation are**

⁷ Khera, Reetika and Nandini Nayak (2009). Women Workers and Perceptions of the National Rural Employment Guarantee Act, Economic & Political Weekly, October 24, 2009, Vol. XLIV No.43.

quite reliable. The performance of Rajasthan was very satisfactory as compared to other states. Some of the main findings for Rajasthan are summarised below:-

1. 46 days of MGNREGA employment in the past 12 months was highest for Rajasthan and the average was 30 only.
2. 100 per cent women workers collected their own wages and the average was 78 per cent.
3. 73 per cent women kept their own wages earned from MGNREGA.
4. 64 per cent women preferred payments through banks.
5. 69 per cent of women MGNREGA workers in Rajasthan said that MGNREGA helped them in hunger, 26% in migration, 56% to avoid illness, 30% to avoid hazardous works, 29% to pay debts and 39% to help with child' schooling.
6. Delays in payment was reported by 7% female workers.

The study concluded that in MGNREGA, for female, work is available at the statutory minimum wage, allowing workers to get work in their villages, as a result of which migration and hazardous work can now be avoided by many. These benefits should be adequately recognised and efforts should be made to strengthen these gains. Ensuring the establishment of creches for women workers, abolition of contractors, effective implementation of transparency mechanism and the establishment of a schedule of rates more favorable to women will go a long way in removing the short-term barriers to women's participation in MGNREGA. For the longer term goals of gender equality to be realised, attention also needs to be paid for ensuring greater participation of women at all levels (eg. as laborers, in MGNREGA worksite management and staff appointment) and in all spheres (e.g. participatory planning through participation in Gram Sabhas, social audit). These measures can simultaneously impact gender relations and improve the implementation of MGNREGA.

Recently, the impact of MGNREGA has been studied on rural livelihoods and the nature of soil and water conservation (SWC) by Kareemulla, et al (2009)⁸. According to them Rajasthan, Andhra Pradesh and Madhya Pradesh are the three

⁸ Kareemulla, K.K. Srinivas Reddy, C.A. Rama Rao, Shalender Kumar and B. Venkateswarlu (2009), Soil and Water Conservation Works through NREGS in Andhra Pradesh - An Analysis of Livelihood Impact. Agricultural Economics Research Review, Vol. 22 (conference number) 2009, p.p. 443-450.

states leading in scheme implementation with a large number of works, expenditure and employment. In respect of completed works, Rajasthan was second only to Madhya Pradesh whereas it was third for investment per unit agricultural area (2006-09). In expenditure, Rajasthan stood number one. In case of employment status also in MGNREGS (commutative till March 2009), it stood number one with 58 average days of employment provided.

Discussion with Commissioner (MGNREGA), Govt. of Rajasthan

Discussions were held with the state officials on the performance of this Flagship programme in the State. The major points/observations emerged as under:-

1. Providing employment in rural areas is the first priority.
2. The second objective is creation of assets.
3. The Third priority is completion of all works before opening new areas.
4. Creation of water resources is priority of villagers. MGNREGA also gives priority to rain water harvesting.
5. Works for individuals now allowed.
6. Community building works not permissible under MGNREGA.
7. State is planning to expand scope of MGNREGA so as to increase earning capacity of people working in this programme. The state has proposed to undertake some kuchha works in Sri Ganganagar and Hanumangarh where there is no scope for permitted works. Similarly in desert areas also there is no possibility for kuchha works, where pucca works cannot be done in 60:40 ratio. It is proposed to be changed.
8. For rapid payment to workers on-line master roll and online payment system has been planned. This will be operational from 01.04.2010. For this on every Gram Panchayat, a Data Operator along with machine will be available so that payment can be monitored without delay.

With regard to planning, implementation and administration following points were made:

- 1) Perspective plans have not yet been prepared. Detailed exercise is not done to undertake only appropriate works.
- 2) Annual Plan of a district is prepared at Panchayat levels and approved by Zila Parishad.
- 3) At present Panchayat level capabilities are poor for proper planning. Panchayati Raj is the implementing agency.
- 4) Earlier Government thought of creating a parallel structure other than Panchayat to implement MGNREGA but changed its mind.
- 5) Out of the total expenditure in MGNREGA, 70 per cent accounts for labour wage component, upto 3% on establishment and rest on material etc. There is no corruption in payment of wages.
- 6) At Bhilwara Social Audit, 5-7 per cent corruption has been found. Efforts are done to bring it to Zero corruption level. Generally corruption creeps in the purchase of material which is a 30-40 per cent component. State Government has introduced systemic changes in the purchase of material to eliminate chances of mis-use of money or corruption in implementation.
- 7) For grievance redressal, no system exists. State Government is in the process of Ombudsman appointment to strengthen and bring transparency in this regard. The selected person will be paid Rs. 500 per day.
- 8) Constitution of Lok Adalat is also in the process.
- 9) A Social Audit Forum in each Panchayat will be formed with a team of 5-members who will be retired persons from different spheres of life.
- 10) B.D.O. will be Project Officer and a MBA will be appointed for assistance in MGNREGA.
- 11) A provision is being made to appoint 50 per cent women as mates in NREGA to increase their involvement in the programme.
- 12) Government has already appointed 60 State level observers, who are retired personnel for enquiries and to do random checking. They are being paid Rs. 1000/- per day.
- 13) For asset creation, an Assets Register with unique code has been prepared to avoid duplication of the same work.
- 14) District Collector is over all in-charge and responsible for proper implementation of MGNREGA, as per the Act. There are instances where District Collector removed some workers in the system, not found suitable for the job, due to one or the other reasons.

Bhilwara Social Audit is cited as a milestone in MGNREGA monitoring. This has been appreciated as well as criticised by people involved in the scheme including PRIs and people's representatives. In this report, only some of very relevant issues/suggestions are highlighted in the interest of the monitoring of this scheme. These are summarised as under:-

1. Functions and responsibilities of Gram Panchayat members, including the Secretary, should be clearly spelt out. Further, all financial responsibilities should be with the Secretary and the Sarpanch should have all the powers and the overall responsibility.
2. Details regarding job cards and materials should be displayed in every Panchayat.
3. Under no circumstances, cash payment be made either for wages or material.
4. Only civil engineers should be appointed in MGNREGA and those in service should be given training.
5. All construction works should be inspected by engineers from other departments of the district.
6. There should be a strict procedure for the purchase of material like tender, tax deduction, etc. with transparency.
7. All defaulters should be punished as per the provisions.
8. Famine relief and MGNREGA should have common rules and regulations.
9. Lokpal should be appointed.
10. Responsibilities of line-departments should be fixed.

Indicators for Monitoring

There could be a number of indicators to monitor the performance of a mega-major scheme involving masses in the rural areas connected with their livelihood and sustainability. Some of these are listed below for monitoring the performance of MGNREGA in Rajasthan.

1. Total number of people who demand works and jobs provided to them.
2. Total number of Mandays generated.
3. Expenditure.

4. Whether District Perspective Plans available.
5. Whether shelf-of projects available for each block of a district to undertake works as per proper land use plan.
6. Whether line departments' linkages established to see that soil and water conservation works, plantation, construction of roads, etc. are executed as per the plan and whether proper follow-up arrangements are in place.
7. How linkages with other development programmes are established like NRHM, National Mission for Literacy and Elementary Education, DPAP, DDP, IWDP, NWDPR, ICDS etc.
8. Whether payments are made as per rates.
9. Extent to which Bank/Post office Accounts opened, Life Insurance & Health coverage given. Thrift and Small Savings Accounts opened.
10. For vigilance and transparency what is being done?
11. For public accountability, how effectively RTI and social audit are working?
12. Is there any effective Grievance Redressal System?
13. Whether MIS is in place.
14. How effective is financial management to plug loop-holes to avoid and check corruption.
15. The level to which women are provided work and social security.
16. To what extent migration of labour has been checked.

Areas of Concern

1. MGNREGA seems to have provided employment to all those who demanded job except that some time small short falls were reported. The employment generated was commensurate with physical work done by the workers. The assets created now provide more employment for sustainability and improve land use and productivity. These aspects should be studied to value the employment generation besides providing daily wages for consumption by individual workers. The pace of achievement is very good and at this rate, Eleventh plan achievement against the target could be higher than planned.

2. Since the beginning of the employment generation programme, huge sums of money have been made available and used. It has been reported that expenditure has been very high in wage component as stated in the annual performance of the Scheme. Some shortfall has been in material component, which could be due to procedural delays in procurement.
3. It has been reported that District Perspective Plans have not been prepared. Similarly, a Shelf of projects is also not available at the Panchayat Samiti level. Still in the absence of proper plans, a large number of works have been done and are going on. This certainly is a lacuna in the initial planning process. As per available information, works are decided at Panchayat level and approved by Zila Parishad. Under Panchayati Raj, decision making seems in order but most of the works are of technical nature. Therefore, technical weightage should also be ensured. This could be done with the preparation of plans on watershed basis and local need basis in some cases, where it is not feasible to go on the basis of watershed alone.
4. Linkages with line departments and other programmes are not available except that some linkages with Indira Awas Yojana and land reforms have been reported. This is another weak link in MGNREGA for long term sustainability.
5. Payment to workers is being made as per approved rates for work done per day. This has also come out in discussions with Government official and a recent study focusing on women workers confirmed that they are being paid the same rates as men.
6. Payment through Bank/Post Offices has now started as compared to initial years. As per a study, it has been reported that 64 per cent women preferred payments through banks. Generally, all prefer payments through banks/post offices to avoid any problem of collection of wages. State Government has also made this a procedure.
7. For vigilance and transparency, community participation should be strengthened which is at present not very strong. The State Govt. has initiated forming of Social Audit Forum in each Panchayat, consisting of 5 members of retired persons from various areas of discipline. These members will be selected locally.
8. For grievances, a Grievance Redressal System is in place. To strengthen this State Government is in the process of appointment of Ombudsman/Lok Pal

who will be provided Rs. 500/- per day. Grievances will be taken-up in Lok Adalats for quick disposal. This system will be exclusively for MGNREGA.

9. MIS system is in place and computerized monitoring system is further being improved at all districts and state levels.
10. According to Commissioner, MGNREGA, only 5-7 per cent cases of corruption in financial management has been reported in Social Audit at Bhilwara. Efforts are there to make systemic changes in purchase of material, where chances of financial mismanagement happen, to bring this to Zero level.
11. State Government has decided that 50 per cent mates will be women. A study of 6 states has revealed that 5% women workers in Rajasthan face harassment at work which was as high as 35% in Chhatisgarh. There should be full social security to women workers.
12. Although no study is available on migration, however, a study for women reported that there was 26 per cent female MGNREGA workers reduction in migration. From the yearly increasing number of issue of job cards to households and workers at work, it could be inferred that migration is declining. People are getting some work in their village itself, which is of great help to women workers in rural areas of Rajasthan.

The problems MGNREGS faced seems to be lack of prior planning, resulting in changes made during the implementation of the Scheme. As a result detailed district plans were not in place and works were started to provide employment. Later on some measures were specified so that durable assets could be created. Even now administrative and technical aspects of the scheme are not well understood by implementing agencies. Only thing, authorities are worried is to spend money and show man-day employment generated. Similarly, payment procedures have also been changed and now job card to an individual is issued and a post-office/ bank account are operated.

Suggestions

1. Preparation of District Plan based on watershed areas. There exist some plans based on blocks already prepared by Watershed and Soil Conservation Department. They should be reviewed to decide where and what works are required to saturate the block with soil and moisture conservation and works for improving moisture regime and agriculture of the area, thus making the employment sustainable.

2. Works out-side watersheds should also be identified to provide more jobs. These works should have direct or indirect connectivity with other programmes for total effective development.
3. Coordination and Confidence Building: For such a massive programme like MGNREGS, coordination between Panchayat and Govt. functionaries is a prerequisite for success. At the planning stage, technical and other programme contents should be worked out in consultation with concerned functionaries. The Panchayats should identify the persons who should be given works and assure that every worker gets due wage. The technical staff should explain the type of works to be taken up, their design and cost structure.
4. Monitoring of the Programme: There should be concurrent evaluation of the Scheme. For this, a format could be developed to provide weekly progress and problems to Collector for any corrective measure. Some set-up already exists but this has to be broad-based and transparent in order to avoid pitfalls.

Annexure- 5(I)

NREGA Cumulative Progress Report during the year upto 4/11/2009

State : RAJASTHAN			
S.No.	Key Points	Value	Unit
1.	Registered Household to whom job card not issued	0	%
2.	Registered Household to whom job card not issued	45	No.
3.	Un Employment Allowance paid for days	0	Days
4.	Delay in wage payment	19957.4	Rs. In Lakh
5.	Household Employment Provided > 100 Days	69793	Household
6.	Household Employment Provided > 14 Days	942335	Household
7.	Percentage of filled muster roll on MIS against no. of issued muster roll	97.7	%
8.	No of works for which completion is behind the schedule date	281528	number
9.	Average wage Paid (Rs/per mandays)	81.24 (100)	Average Wage (Min Wage)
10.	%age of available fund at Panchayat Level	18.29	%
11.	ICT: % of blocks with Computer	100	%
12.	ICT:% of blocks with Broadband Internet Connectivity	87.34	%
13.	Labour Budget: %age of GPs entered Labour budget on MIS	99.65	%
14.	Labour Budget: GPs entered Labour budget on MIS	9160	No. of GPs
15.	%age of expenditure reported on MIS against MPR	53.9	%
16.	Decrease in Household provided employment from previous year in the state	0	%
17.	Decrease in Household provided employment from previous year	14	No. of districts
18.	%age of wage disbursement through Bank/Post-office Accounts	72.07	%
19.	No of districts where wage disbursement through Bank/Post-office Accounts is less than 50%	8	No. of districts
20.	Gram Rojgar Sahayaks (GRS) appointed less than 50% of the target	0	No. of district
21.	Programme officer (PO) appointed less than 50% of the target	13	No. of districts
22.	Women participation is less than 33%	1	No. of districts

6

PRADHAN MANTRI GRAM SADAK YOJANA (PMGSY)

The PMGSY initiated a paradigm shift in the way rural roads are mapped, designed, built and monitored. Before the launch of PMGSY, only 20,009 (50%) habitations were connected in the state with all weather rural roads. Increased connectivity in rural areas for economic upliftment of rural population is one of the objectives of the State Government's Transport and Communication policy. To boost the rural connectivity, the Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched on 25th December, 2000 as a 100 per cent centrally sponsored scheme. It aimed to provide all-weather roads by 2003 to habitations with a population of 1000 and above, and by 2007 to those with a population of 500 and above. In respect of hilly/desert/ tribal areas, it aimed to link habitations with a population of 250 and above.

The state government during the XI Plan also aims for: -

- i. Augmentation of capacity of high density corridors to cater to enormous increase in traffic.
- ii. Construction of bye-passes and ROBs for smooth and uninterrupted movement of traffic.
- iii. Construction of major/minor missing bridges on State highways/ major district roads for uninterrupted movement of traffic.
- iv. Maintenance of existing roads.

As per Census 2001, Rajasthan has 39,954 habitations in the State, with the break up as: 1000-14,249; 500-999-11,081; 250-499--7760 and <250-6864. As per

Annual Report 2007-08 of PMGSY, as on April 1, 2000 there were 19,945 habitations unconnected with rural road network.

The primary objective of PMGSY is to provide connectivity, by way of an all-weather road (with necessary culverts and cross drainage structures), to the unconnected habitations in the rural areas, in such a way that all unconnected habitations with a population of 500 persons get connected by the end of 2007. It is envisaged to connect 11,191 habitations. This involves construction of over 36,415 km of new roads with likely investment of Rs. 7465 crore. Rural road connectivity is one of the components under the umbrella of Bharat Nirman launched on 25th February, 2005. The aim of this is to provide connectivity with all-weather road to unconnected habitations with a population of 1000 persons and above by the year 2009. In respect of the desert as well as tribal areas, it would be to connect habitations with a population of 500 persons and above. This would require connections to 3009 eligible habitations with 10,625 km of new roads and up gradation and renewal of over 16,000 km existing rural roads. The likely cost would be Rs. 3562 crore.

For implementation of PMGSY in Rajasthan, the Rajasthan Rural Roads Development Agency was established on February 20, 2003 under the Societies Registration Act-XXI of 1860. It is a well structured organization with qualified engineers to execute works and undertake quality control of works. To monitor the implementation of PMGSY works by the State Government, a state level standing committee (SLSC), chaired by Chief Secretary, was constituted on 26th April, 2001. The proposals from District Panchayats (Zila Parishad) are submitted to SLSC for approval.

The total length of Rural Road Core Network, excluding NH, SH and MDR comes to 1.05 lakh km out of the total Road network of about 1.83 lakh km in the state. Thus, in the beginning of PMGSY, BT Length of Rural Road Core Network was 51,240 km. Further, 30,447 km of additional length of BT roads has been constructed under PMGSY.

Technical Support

PMGSY being a major road development programme with huge public funds involved, premier technical institutions of the State have been brought into the framework of its planning and execution through Government- Academia partnership. The three technical agencies involved (as on March 31, 2008) are:

Malviya National Institute of Technology, Jaipur (Deemed University), MBM Engineering College, Jodhpur and Kota College of Engineering, Kota.

Rajasthan is one of the states getting financial support under PMGSY from World Bank assistance for rural road construction, to be spread over financial years 2005 to 2010. In Rajasthan 19 districts were selected for World Bank assistance, based on maximum required connectivity. Rajasthan share of World Bank assistance is 32 per cent of total World Bank assistance in India to four states.

Performance of PMGSY

Physical: The scheme is under implementation in the State since 2000-01 and during this period (upto September, 2009), 34420.45 km of new roads were constructed and 8402.79 km of roads were upgraded. Thus, total physical achievement, upto September 2009 is 42,823.24 km. In other words 428.32 km roads were constructed per year in rural areas under this scheme. Up to Tenth five year plan (March 2007), target was 18859 km, however, sanctioned length of road was 30223.15 km and constructed was 20559.57 km or 68.02 per cent achievement. This achievement increased to 89.00 per cent by September 2009. Thus from 2007-08 to September 2009, 20.98 per cent more work was done or 22263.67 km of roads were constructed.

Financial: Since 2000-01, Government of India provided Rs. 6810.08 crore in ten years (upto September 2009) and total expenditure has been reported as Rs. 6529.27 crore or 95.58 per cent expenditure (**Annexure-6 (I)**). This, however, comes to 79.12 per cent based on sanctioned cost of Rs. 8252.36 crore. Physical and financial performance is summarized as under:-

1. Funds Received from Government of India - Rs. 6810.08 crore (2000-01 to 2009-10)
2. Tenth and Eleventh Plan Expenditure: Financial outlays and expenditures during Tenth and Eleventh plan periods are summarized below:-

Table - 6.1
Financial Performance of PMGSY during X and XI Plan in Rajasthan
(Rs. in Crore)

Plan	Funds Received From GoI	Sanctioned Cost	Expenditure	Sanctioned Length (km)	Completed Length (km)
X Plan 2003-04 to 2006-07	2647.10	2647.10	2927.64	30223.15	20559.57
XI Plan 2007-08 to 2009-10	3872.89	3721.30	2523.10	18012.47	13885.77

Source: - PWD, Government of Rajasthan

A consolidated picture of physical and financial aspects, district-wise, is given in **Annexure-6 (II)**. (From 2000-01 to September 2009).

Habitations Connected: Under the scheme, number of habitations connected with roads is an important aspect. The progress in this regard is submitted below:-

Table - 6.2
Number of Habitations connected under PMGSY during X and XI Plan in Rajasthan

Plan	No. of Habitations to be connected 500+	No. of habitations Connected 500+	No of Habitation to be connected 250-499	No. of Habitations connected 250-499
X	8035	7867	-	-
XI	7	7	1762	1619
Total	8042	7874	1762	1619

Source: - PWD, Government of Rajasthan

During Tenth Plan, habitations with 500+ population were targeted and out the target of 8035, the achievement was 7867 or 97.90 per cent. In the XI Plan habitations with population 250 to 499 were taken into consideration where the target was fixed as 1762 against which the achievement was 1619.

At the start of the Bharat Nirman Programme (Year 2005-06) 3009 habitations had to be covered. These habitations were targeted to be connected by 2009. Funds for 2009-10 under PMGSY have recently been sanctioned; therefore, momentum of work will increase now on wards, although works from balances were continuing. The performance of PMGSY from 2005 to October, 2009 is given in **Annexure- 6 (III)**. This shows that every year targets were surpassed.

1. Maintenance of PMGSY Roads

There is a well-set maintenance system of all roads constructed under PMGSY. These roads are covered with 5-years maintenance contract. Roads constructed under Phases-III, IV and V are presently under defect liability period and is being maintained by contractors. Chief Engineer, PWD is overall responsible for the maintenance of these roads with the help of his engineers and staff. From 2005-06 to 2007-08, Government of Rajasthan spent Rs. 745.71 crore on maintenance of PMGSY roads from budget provisions of Rs. 691.00 crore.

2. Impact Evaluation Study of PMGSY Roads in Rajasthan

Government of Rajasthan got an impact evaluation study conducted by an independent agency "Research and Development Initiatives", New Delhi. The study was conducted in 11 districts with six roads per district and a single road in each Panchayat Samiti. The assessment of only completed roads was done. The Major findings of the study were:

1. 86 per cent users reported quality of road as very good and even better than other roads.
2. Except in short stretches of some of the roads, major parts of the roads were more or less in good condition.
3. More than 97 percent users reported that roads were good across the seasons and helped the people in various ways.
4. Road network helped people in their agriculture and allied activities by way of easy access to inputs, diversification from pure grain cropping to vegetable cultivation, dairy development etc. Roads helped in better marketing and realization of remunerative price for their agricultural commodities, ultimately resulting in higher family income.
5. Employment opportunities also increased and people from villages went for employment in nearby towns. There was growth in non-agricultural employment and increase in rural wages.
6. The performance of national immunization programme has also improved due to better road connectivity and transport facilities.

7. The education scenario improved to a great extent both in quantum and quality as beside secondary, collage education also came within the reach of the people.
8. The road network helped people in easy access to government offices for their various works along with banks and post offices, etc. Better connectivity led to better communication not only among various societies but also among Government functionaries and villagers.

The study concluded that wherever the roads under PMGSY have been constructed, new doors of prosperity have opened and way of life of the inhabitants transformed.

Indicators for Monitoring

For road constructions, following indicators could be used for monitoring.

1. Length of Road sanctioned and constructed.
2. Number of habitations to be connected and actually connected.
3. Cost of construction of road actually achieved as compared to sanctioned cost.
4. Quality of roads constructed and repair required after how many years of maintenance.

Areas of Concern and Suggestions

1. The achievements for both construction of roads and habitations connected are quite high. This is reflected in Physical and Financial achievements.
2. The cost of construction per km in X Plan was higher as compared to sanctioned cost in XI Plan, wherein it has just reversed. The pace of construction of roads was also more in XI Plan (upto Sept. 2009).
3. Quality control and repair works have been ensured in the system.
4. Quality of PMGSY roads is governed by specifications laid down by the Indian Road Congress in Rural Roads Manual. A three tier Quality Control Mechanism has been operationalised in the state to ensure quality of works under PMGSY. These are (a) District Project Implementation Unit (PIU),

(b) Independent Quality Monitors at state level (SQMs) and (c) National Quality Monitors (NQM) of NRRDA.

5. During 2007-08, out of total 495 reports received from NQMs, 177 reports required follow-up action which was completed.
6. NQM have graded 96 per cent completed works in Rajasthan as satisfactory, against national average of 88 per cent.
7. 90 per cent works in progress in Rajasthan is satisfactory, against National average of 71 per cent (2007-08).
8. According to a report, Director (P-III) & C.Q.C., NRRDA, New Delhi, inspected PMGSY roads in 3 districts of Rajasthan. i.e. Jodhpur, Jaisalmer and Barmer and observed that quality of work in the three districts was found to be very good and roads were in good condition even after 3 to 4 years of completion .
9. World Bank Mission on Rural Roads Project (Cr. 3987-In and Ln. 4753-IN) visited Rajasthan and other three states in June-July, 2009. The Mission rated Rajasthan Highly Satisfactory in respect of Upgrading Component and Project Management, whereas performance was satisfactory in respect of Maintenance Component, Institutional Development Component, Environmental Safe Guard Management, Financial Management and Procurement, quality/timeliness. Similar performance was also rated in last Mission which visited in Nov.-Dec. 2008.
10. This Scheme is in operation in 29 States in India and performance of Rajasthan was rated as No. 1 based on a number of criteria. According to the report Rajasthan had very Good Performance Grading in Length, Habitation and Expenditure assessed under PMGSY.
11. Cost of road construction in PMGSY, on an average comes to Rs. 18.00 Lakh per km. which is comparable to other roads constructed in the State. This, however, is 7 per cent higher in rural roads constructed under World Bank project.
12. The short fall in achievements could be attributed to road connectivity in disputed village, forest area and stays given by Court on disputed areas.
13. As per guidelines habitations are to be connected but in Rajasthan, Revenue villages are taken into account. There are many small, sparsely located habitations in desert and tribal areas. Therefore, State Government may

consider this and allow PMGSY to connect all habitations (Dhanies), even if they do not qualify as a revenue village. This should be taken as a social responsibility so that people who are already living in difficult/extreme areas get a chance to be connected with others. This may lead to development of nearby areas too.

From the available information it seems that PMGSY is being implemented as per guidelines with arrangements for proper technical planning, execution of works, monitoring and maintenance. The funds also seem to have been spent as per sanctions. The XI Plan targets are likely to be completed before the Plan period.

Annexure-6(I)

Pradhan Mantri Gram Sadak Yojana
Rajasthan Rural Road Development Agency Rajasthan Jaipur

Statement of Funds Received & Expenditure (MAIN)

(Rs. In Crores)

S. N.	Financial Year	Funds Received From GoI	Expenditure
1	2000-01	140.09	4.57
2	2001-02	150.00	90.73
3	2002-03	241.74	190.36
4	2003-04	190.16	449.98
5	2004-05	647.42	450.15
6	2005-06	431.86	608.25
7	2006-07	1135.92	1455.45
8	2007-08	1641.57	1455.45
9	2008-09	1771.32	1695.53
10	2009-10	460.00	355.36 (Upto Sept. 09)
	Total	6810.08	6529.28

Source: -PWD, Government of Rajasthan

Annexure -6(II)

**Progress of Works upto September, 09 in PMGSY Rajasthan
(2000-01 to September, 2009)**

S. N.	Name of District	Total Exp. Upto sept. 09 (Crore)	No of Village Connected upto Sept. 09	Length constructed upto September 09 new Connectivity (Km)	Length constructed upto September 09 Upgradation (Km)	Total Length Constructed (km)
1	2	3	4	5	6	7=5+6
1	Ajmer	80.11	180	540.86	139.39	680.25
2	Alwar	187.80	480	1001.60	164.90	1166.50
3	Banswara	337.77	607	1498.18	373.60	1871.78
4	Baran	210.70	243	739.80	249.90	989.70
5	Barmer	678.59	1053	4875.95	312.81	5188.76
6	Bharatpur	161.41	326	645.42	331.92	977.34
7	Bhilwara	213.30	435	1226.68	266.94	1493.61
8	Bikaner	235.23	293	1554.16	410.70	1964.86
9	Bundi	160.10	246	721.60	78.80	800.40
10	Chittorgarh	290.72	459	1245.09	503.50	1748.59
11	Churu	136.04	256	953.32	121.27	1074.59
12	Dausa	95.33	306	654.45	28.50	682.95
13	Dholpur	88.52	193	380.10	171.40	551.50
14	Dungarpur	220.73	309	763.61	403.05	1166.66
15	Hanumangarh	129.07	116	500.52	218.82	719.34
16	Jaipur	300.74	515	1300.04	461.12	1761.16
17	Jaisalmer	192.27	235	1515.86	198.55	1714.41
18	Jalore	152.99	195	746.34	432.53	1178.87
19	Jhalawar	249.08	375	1116.18	200.55	1316.73
20	Jhunjhunu	178.89	243	674.87	317.91	992.78
21	Jodhpur	220.78	402	1928.62	282.22	2210.84
22	Karauli	94.43	191	487.55	96.65	584.20
23	Kota	99.44	144	446.29	50.40	496.69
24	Nagaur	256.45	541	2037.64	292.25	2329.89
25	Pali	133.50	227	662.21	377.99	1040.20
26	Rajasamand	94.75	232	623.72	23.30	653.02
27	Madhopur	127.09	238	724.51	115.55	840.06
28	Sikar	179.18	318	972.72	260.57	1233.29
29	Sirohi	93.09	109	344.46	181.67	526.13
30	Ganganagar	124.02	93	312.02	461.02	773.87
31	Tonk	195.66	229	749.53	307.93	1057.46
32	Udaipur	611.49	798	2476.56	560.25	3036.81
	Grand Total	6529.28	10587	34420.45	8402.79	42823.24

Source: PWD, Government of Rajasthan

**Performance of PMGSY in Rajasthan
(2005 to upto October 2009)**

Year	Length (In Km)		Habitations (No.)		Expenditure (Rs. In Cr.)	
	Target	Achievement	Target	Achievement	Target	Achievement
2005-06	3468	4015.29	1196	1218	500	608.25
2006-07	6200	6216.34	1560	1911	1100	1228.89
2007-08	9215	9887.5	2390	3070	1300	1455.45
2008-09	11900	10349.92	1600	1294	1800	1695.53
2009-10	4200	2435.62	230	114	980	448.84

Source: PWD, Government of Rajasthan

7

INDIRA AWAS YOJANA (IAY)

Indira Awas Yojana is being implemented by the Government of India with an aim to provide shelter for the rural poor living below poverty line. This scheme was launched in 1985-86 as a sub-scheme of Rural Landless Employment Guarantee Programme (RLEGP). Previously, it remained continued as sub-scheme of Jawahar Rojgar Yojana (JRY). Now, it is being continued as an independent scheme since 01.01.1996. From the year 1999-2000, two sub-components in the form of upgradation of houses and credit cum subsidy for construction of rural houses was incorporated. The objective of IAY is primarily to help for construction/ upgradation of dwelling units to the families of SC/ST, minorities, physically handicapped and other below the poverty line in rural areas by providing them a lump-sum financial assistance. During the financial year 1999-2000, upgradation of unserviceable kutchha houses have also been included in the scheme. The funding of IAY is shared between Centre and State in the ratio of 75:25. A sum of Rs.35,000/- for the construction of the new houses is provided in the plain area. Rs.38,500/- in hilly/ difficult areas is provided.

Performance of Indira Awas Yojana - Financial and Physical Performance of IAY scheme is summarized in Annexure I for Tenth and Eleventh Five Year Plans.

Financial Achievements - During the Tenth Plan (2002-03 to 2006-07) total central allocation was Rs. 242.62 crore although releases were slightly more at Rs.245.16 crore. Along with State matching share and previous balance, a sum of Rs.368.97 crore was made available for the construction of houses under IAY as per approved pattern. The actual utilization was 93.42 per cent (Rs. 344.69 crore).

The Eleventh Five Year Plan provision is Rs. 421.88 crore (Central share), Rs. 185.00 crore (State share) and Rs. 44.54 crore as additional assistance for tribal areas by the State Government. Thus, total provisions for Eleventh Plan are Rs.606.38 crore. The Eleventh Plan financial progress in as under:-

Table-7.1
Financial Achievement under IAY in the XI Plan in Rajasthan

(Rs. in Crore)					
Year	Central Allocation	Central Release	Total Available fund	Utilization	Percentage Utilization
2007-08	88.79	88.89	144.14	126.89	88.03
2008-09	124.29	181.12	217.64	206.31	94.79
2009-10 (upto Sept.'09)	187.05	91.33	211.95	117.80	55.58
Total XI	400.13	361.34	573.73	451.00	78.61

Source:-Department of Rural Development, Govt. of Rajasthan

Against the total provision of Rs. 606.38 crore for Eleventh Plan, Rs. 451.00 crore have been utilized, thus Rs. 155.38 crore have been left for remaining Eleventh Plan period from October 2009. At this rate, project may fall short of funds in the Eleventh plan.

Physical Achievements - The Physical performance has been impressive and matching to fund utilization. In Ninth Plan a total of 1,82,418 houses were constructed/ renovated against the target of 1,58,765 houses, registering 114.90 per cent achievement. As per Tenth Plan target the average cost comes to Rs.23,240.01 per house, however, lower cost at Rs. 18,895.61 was achieved.

In the Eleventh Plan cost of construction has gone-up as compared to Tenth Plan (**Annexure- 7 (I)**). For Eleventh Plan it is summarised as below:-

Table-7.2
Cost of Construction during XI Plan

Year	Physical Target (No.)	Achievement (No.)	Percentage Achievement	Average cost of construction (Rs.)
2007-08	47354	47818	100.98	26536.03
2008-09	47350	52386	111.64	39382.66
2009-10	91670	24442	26.66	48195.73
Total of Three years upto Sept. 09	1,86,374	1,24,646	66.88	36182.47

Source: Department of Rural Development, Govt. of Rajasthan.

In the first two years of the Eleventh Plan, the achievement was over 100 per cent. In the current year, already over 66 percent of targeted number of houses has been constructed and by the end of the year, the total target can be achieved. There could be more demand for which additional funding would be needed.

Progress during 2009-10

The physical progress, under various categories of IAY during 2009-10 (upto September, 2009) is summarised below:-

1. Annual Target (**New Construction**) 91670 Nos.
2. Houses Sanctioned during the year to:
 - SCs - 34484
 - STs - 13989
 - Minorities - 8111
 - Others - 24068
 - **Total - 80652**
3. Out of houses sanctioned during the year, houses allotted in the name of:
 - Women - 57869
 - Husband & wife jointly - 16792
 - Physically Handicapped - 860
4. Houses under Construction:
 - Sanctioned during last (2008-09) or current year - 55480
 - Sanctioned prior to last year - 4627
 - **Total - 60107**
5. Houses completed:
 - SCs - 9850
 - Sts - 4358
 - Minorities - 2278
 - Others - 7956
 - **Total - 2442 (26.66% of Annual Target)**
6. Up-gradation:
 - Houses Sanctioned during the year for:
 - SCs - 0
 - STs. -0

- Minorities - 165
 - Others - 119
7. Out of houses sanctioned during the year, houses allotted in the name of:
- Women - 45
 - Husband & Wife - 185
 - Physically Handicapped - 514
8. Houses under construction:
- Sanctioned during last or current year - 345
 - Sanctioned prior to last year - 0
9. House completed for:
- SCs & STs - 5
 - Minorities & Others - 2125
10. Under Credit- cum- Subsidy Scheme: Nil.
11. Convergence during the year.
- Benefit availed under DRI-14
 - Sanitary Latrines constructed - 3599
 - Smokeless **Chulha** constructed - 3856
 - Biogas installed - Nil
 - Kitchen garden taken-up - 2
 - Enrolled under Life Insurance Scheme:-
 - Janshree - 658
 - Enrolled under Health Insurance Scheme - Nil
 - Membership acquired under SHG - 25
 - Job cards issued under NREGA - 1882
 - Works taken-up under NREGA - 832

Indicators for Monitoring

This is purely civil construction scheme, hence following indicators can be used for monitoring purpose:-

1. Targets and Achievements for construction of houses -
 - a) New houses (No.)
 - In Plan area (No.)
 - In Hilly/ Difficult area (No.)

- b) Up gradation of old houses (No.)
2. Financial Provision and Achievements.
 3. Average cost of construction at No. 1.
 4. Quality of houses constructed and repaired.
 5. Provision of sanitary latrines and smoke-less **Chulha** in every house constructed and repaired.
 6. Satisfaction of the beneficiary (Qualitative assessment)

Areas of Concern

1. From a physical target point of view, achievements are 100 per cent, in fact over 100 per cent, showing need and popularity of the scheme. This has matched with higher expenditure.
2. The average cost of construction of houses in Tenth Plan was Rs. 21,666/-. However, houses were constructed at a lower cost of Rs. 18,896/- as target was exceeded by 23,653 number.
3. In 2007-08, average cost norm was Rs. 29,500/ but it came to Rs. 26536/- with over 100 per cent achievement. In 2008-09 the average cost of constructed houses jumped to Rs. 39,383/- against Rs. 29,500/- as provided in the Scheme. This cost further increased to Rs. 48,196/- in 2009-10 and the average for 2009-10 (up to September 2009) comes to Rs. 36,182/- This needs further clarification.
4. No comment can be made on quality of houses, provision of sanitary latrines and smokeless Chulha, etc., as no evaluation has been made.

Suggestions

1. The intention of the Scheme is very good and has provided support to poor to have a low cost house for his family. The design and cost structure should be worked out by the PWD officials of each area/ region so as to meet the requirements of low-cost houses which are eco-friendly, having sanitary latrine, smokeless Chulha, using locally available construction material and meeting disaster (earthquake) resistance criteria. Whether in the given cost such low cost houses for poor can be made available in the realm of probability. The State Government should workout actual costing of houses under IAY.
2. As on 01.09.2009, the State has a balance of Rs. 117.61 crore and this is a huge amount showing large incomplete construction work. Some districts

like Barmer and Jaipur have over Rs. 10/- crore balances, followed by Udaipur and Alwar with over Rs. 8/- crore balances. Like-wise all districts have balances. Baran, Jaisalmer and Jhunjhunu have less than crore rupees as a balance.

3. The state has been releasing the state share.
4. The state is not providing additional funding to expand the coverage of programme and also enhance unit cost for quality work. This is being done in States like Tamil Nadu, Kerala, Maharashtra, Gujarat, etc.
5. The state is not implementing state run rural housing scheme, other than IAY, as some other states are doing like Andhra Pradesh, Karnataka, Uttar Pradesh, Gujarat, etc.
6. Of the new constructions sanctioned during 2009-10, 42.76% is for SCs, 17.34% of STs and 10.05% for minorities. For minorities it is less than required. However, of the houses completed this year, the progress upto September 2009 shows that 28.56% for SCs, 31.15% of STs and 28.08% of Minorities, houses have been completed. Total number of beneficiaries from weaker sections of society since inception of the scheme, is not readily available.
7. The number of houses completed upto September 2009 was 24442 which shows that of these 40.29 per cent belonged to SCs, 17.82% to STs and only 9.32% for minorities. Thus, this needs to enhance the increase in pace of development.
8. Under DRI only 14 houses availed benefits. Similarly, progress under constructions of latrines and smokeless Chulha is also not up to the mark. In fact these provisions should be made in all the completed houses.
9. According to available information, entries for creating database of IAY beneficiaries are yet to be completed.
10. The state has provided a transparent selection procedure in provided houses under IAY. The basis is BPL survey 2002. A waiting list of beneficiaries is prepared based on whether the poor has any house to live, whether his house is pucca or kuchha. This waiting list is available on website www.rdprd.gov.in. The list is also displayed in Zila Parishad and Panchayat Samit offices.

Physical and Financial Performance since 2002-03 Summarized under IAY

Year	Financial					Physical		
	Central Allocation (Rs. in Crore)	Central Release (Rs. in Crore)	Total Available Funds* (Rs. in Crore)	Utilization (Rs. in Crore)	Percentage Utilization	Physical Target (No.) 1	Physical Achievement (No.) 2	Percentage Achievement
2002-03	32.73	31.79	47.80	47.16	98.65	26184.00 (18255.42)	37592.00 (12545.22)	143.57
2003-04	37.07	37.48	55.15	52.75	95.64	29654.00 (18597.82)	41888.00 (12593.10)	141.26
2004-05	48.76	48.76	71.71	65.62	91.50	31207.00 (22978.82)	31070.00 (21120.05)	99.56
2005-06	60.13	60.95	89.07	85.64	96.14	37626.00 (23672.46)	38471.00 (22260.92)	102.24
2006-07	63.93	66.18	105.24	93.52	88.86	34094.00 (30867.60)	33397.00 (28002.51)	97.96 (7947 Awas under progress)
X Plan	242.62	245.16	368.97	344.69	93.42	158765.00 (23240.01)	182418.00 (18895.61)	114.90
Performance during Eleventh Five Year Plan								
2007-08	88.79	88.89	144.14	126.89	88.03	47354.00 (30438.82)	47818.00 (26536.03)	100.98 (8966 Awas under progress)
2008-09	124.29	181.12**	217.64	206.31	94.79	47350.00 (45964.10)	52386.00 (39382.66)	111.64 (43035 Awas under progress)

2009-10	187.05	91.33#	211.95	117.80	55.58	91670.00 (23120.98)	24442.00 (48195.73)	26.66 (54037 Awas under progress)
Three year total of XI Plan	400.13	361.34	573.73	451.00	78.61	186374.00 (30783.80)	124646.00 (36182.47)	66.88
<p>* Total Available Funds including opening balance + Central Release + State Matching Fund. Figures in bracket are average cost of construction based on funds and targets. ** Includes funds released out of Economic Stimulus Package. # Progress up to September, 2009.</p>								

8

NATIONAL SOCIAL ASSISTANCE PROGRAMME (NSAP)

The National Social Assistance Programme (NSAP) at present comprises of five schemes namely:-

1. Indira Gandhi National Old Age Pension Scheme (IGNOAPS),
2. Indira Gandhi National Widow Pension Scheme (IGNWPS),
3. Indira Gandhi National Disability Pension Scheme (IGNDPS),
4. National Family Benefit Scheme (NFBS) and
5. Annapurna Scheme.

Rajasthan is implementing all these schemes with a modification that NFBS is called Janshree Bima Yojana (JBY). The premium amount is paid from the NFBS funds given to the State. Scheme-wise performance of these schemes is provided as under:-

Indira Gandhi National Old Age Pension Scheme (IGNOAPS)

Government of India on 13.09.2007 modified the eligibility criteria for grant of old age pension to persons aged 65 years or above and belonging to a household below the poverty line, according to the criteria prescribed by the Government of India. Thus, the pension has been universalized. The State is contributing Rs. 200/- over and above central contribution of Rs 200 per month per beneficiary.

Physical Achievements: During the Tenth Plan, 16.92 lakh persons were given Old Age Pension. The scheme actually started from 2004-05. The number of beneficiaries under this scheme substantially increased from 2002-03 (2.87 lakh) to 2006-07 (4.02 lakh). The physical progress during Eleventh Plan is as under:

Table-8.1
Physical Performance of IGNOAPS in XI Plan in Rajasthan

Year	No of Beneficiaries (Lakh No.)
2007-08	4.19
2008-09	4.94
2009-10	5.52 (Anticipated)

Source: Department of Social Justice, Empowerment & Social Security, Government of Rajasthan

This shows that this scheme is popular and aged persons requiring social financial assistance are being assisted and their number is increasing annually.

Financial Achievements: In the Tenth Five Year Plan, an expenditure of Rs. 97.60 crore was made during the last three years of the Plan (2004-05 to 2006-07) wherein 11.0 lakh persons were benefited. The approved Tenth Plan outlay was Rs. 99.78 crore indicating a remarkable performance. Outlay of the Eleventh Plan is Rs.194.90. The financial progress during the Eleventh Plan is given below:-

Table-8.2
Financial Performance of IGNOAPS in XI Plan in Rajasthan
(Rs. in Crore)

Year	Budget Provision	Revised Budget Provision	Expenditure
2007-08	16.74	95.68	95.65
2008-09	64.10	109.54	109.54
2009-10	82.00	-	33.82 (upto July'09)

Source:- Department of Social Justice, Empowerment & Social Security, Government of Rajasthan

There has been 100 per cent expenditure under this scheme and during XI plan upto July Rs. 33.82 crore has been spent against budget provisions of Rs. 82.00 crore. As this is a pension scheme, the total provision will be spent by the end of the financial year, which may even exceed the outlay.

Indira Gandhi National Widow Pension Scheme (IGNWPS)

This scheme has been launched in February 2009. However, the State Government has been implementing such a scheme from earlier years. The scheme provides pensions to BPL widows in the age group of 40-64 years at the rate of Rs. 200/- per month per beneficiary.

Physical Achievements: During the five years of the Tenth Plan, 10.76 lakh persons were benefited under the scheme. During the Eleventh Plan physical achievements are as under:-

Table-8.3
Physical Performance of IGWPS in XI Plan in Rajasthan

Year	Number of beneficiaries (Persons in Lakh no.)
2007-08	2.67
2008-09	3.03
2009-10	3.43 (anticipated)

Source:- Department of Social Justice, Empowerment & Social Security, Government of Rajasthan

This shows that more and more people are becoming aware and are being benefited under this scheme. The number of beneficiaries in 2002-03 was 1.98 lakh which has increased to 3.43 lakh in 2009-10.

Financial Achievements: Financial achievements during the Tenth and the Eleventh Plans are set below:-

Table-8.4
Financial Performance of IGWPS in X and XI Plans in Rajasthan

(Rs. in lakh)

Year	Budget Provision	Revised Budget Provisions	Expenditure	Percentage Utilisation of RBP
X Plan (2002-03 to 2006-07)	22148.38	22878.39	22211.37	97.08
XI Plan				
2007-08	6000.00	10000.00	11005.42	110.05
2008-09	10000.00	13000.00	12782.33	98.32
2009-10	14500.00	14500.00*	4260.65 (upto July'09)	27.38
Total XI Plan (upto July'09)	30500.00	37500.00	28048.40	74.79

* As per Budget provision

Source: Department of Social Justice, Empowerment & Social Security, Government of Rajasthan

With the increase in number of beneficiaries, the expenditure has also increased correspondingly. The scheme seems to have provided the needed financial assistance to widows **which, however, cannot be called sufficient at this rate of payment.**

Indira Gandhi National Disability Pension Scheme (IGNDPS).

In February 2009, Government of India launched IGNDPS for BPL persons with severe or multiple disabilities between the age group of 18-64 years at the rate of Rs. 200 p.m. per beneficiary.

Physical Achievements: During the Tenth Plan, the total number of beneficiaries was 3.63 lakh which gradually increased from 58,600 in 2002-03 to 95864 giving benefits to the needy. This pension scheme is also getting popular and providing much needed help to poor disabled persons. During the Eleventh Plan the physical achievements have been as under.

Table-8.5
Financial Achievement of IGNDPS in XI Plan in Rajasthan

Year	Number of Beneficiaries
2007-08	88047
2008-09	98674
2009-10	110325 (anticipated)

Source:- Department of Social Justice, Empowerment & Social Security, Government of Rajasthan

Financial Achievements: - Financial achievements during the Tenth and the Eleventh Plans are given below:

Table - 8.6
Financial Achievement during the X and the XI Plans in IGNDPS in Rajasthan
(Rs. in Lakh)

Year	Budget Provision	Revised Budget Provisions	Expenditure	Percentage Expenditure on RBP
X Plan (2002-2006-07)	7962.30	7978.91	7888.04	98.86
XI Plan				
2007-08	2000.00	3900.00	3888.61	99.70
2008-09	3900.00	4100.00	4100.00	100.00
2009-10	4700.00	4700.00*	1325.56 (upto July'09)	28.20
Total of XI Plan upto July'09	10600.00	12700.00	9314.17	73.33

* As per Budget provision for 2009-10

Source:- Department of Social Justice, Empowerment & Social Security, Government of Rajasthan

As this is a pension scheme, the expenditure is almost 100 per cent according to the number of beneficiaries. During the Eleventh Plan, over 70 percent budget provisions (Revised) have been utilized upto July 2009 and for the remaining months, more funds would be needed.

Details of Social welfare Schemes (Pension Schemes) is shown in **Annexure 8 (I)**.

National Family Benefit Scheme (NFBS)

At the inception of this scheme, a grant of Rs. 5,000/- in case of death due to natural causes and Rs. 10,000/- in case of accidental death of the "primary bread-earner" was provided to the bereaved household under this scheme. The primary bread-earner specified in the scheme, whether male or female, had to be a member of the household whose earning contributed substantially to the total household income. The death of such a primary bread-earner occurring whilst he or she was in the age group of 18 to 64 years i.e. more than 18 years of age and less than 65 years of age, made the family eligible to receive grants under the scheme. In 1998, the amount of benefit under NFBS was raised to Rs. 10,000/- in case of death due to natural causes as well as accidental causes.

Rajasthan Government is not implementing NFBS as per the guidelines mentioned above. Instead it is implementing a scheme called 'Panna-Dhai Bima Yojana' which is similar to Janshree Bima Yojana (JBY). The premium, however, is paid from NFBS funds given to the state. The JBY was introduced in 2006-07 only to provide more financial assistance to BPL families. For this purpose, an agreement has been signed with Life Insurance Corporation of India. The amount of financial assistance to be provided for different kinds of disabilities is as follows:

1. Normal Death Rs. 30,000
2. Accidental Death Rs. 75,000
3. Permanent Disability due to accident Rs. 75,000.
4. Partial Disability but permanent due to accident Rs. 37,500

Under Janshree Bima Yojana, the physical achievements for only 2009-10 are available and against 26.48 lakhs the achievement upto August 2009 has been reported as 26.05 lakhs. This shows that JBY has covered hundred percent targeted beneficiaries.

Under the Tenth Plan (2006-07) the revised outlay was Rs. 2223.19 lakh and the expenditure was 100 per cent (Rs. 2223.19) lakh. For the Eleventh Plan, year-wise position is as under:-

Table -8.7
Financial Achievement under NFBS in XI Plan in Rajasthan

(Rs. in Lakh)

Year	Revised Budget Outlay	Expenditure
2007-08	1802.10	1802.10
2008-09	1693.12	1693.12

Source:- Department of Social Justice, Empowerment & Social Security, Government of Rajasthan

In 2009-10, the total modified outlay of Social Welfare is Rs. 12638.41 lakh and expenditure upto the month of August 2009 has been reported as Rs. 6319.75 lakh that comes to 50 per cent of the modified outlay. This Scheme is a part of Social Welfare programmes.

Annapurna - One of the key agenda of Government of Rajasthan is to bring about qualitative improvement in governance so as to provide better services under the Public Distribution System (PDS). The Annapurna scheme aims to provide food security i.e. 10 kg of food grains per month, free of cost, to an aged destitute (more than 65 years of age) who, though eligible for old age pension under National Old Age Pension scheme or under the state old age pension scheme, is not receiving the same. In the state, as per the current targets given by the Government of India, 105293 persons are getting benefits of this scheme every year. This is the number of BPL persons as per 2002 BPL survey, for assistance under this scheme.

Allotment and Lifting of wheat under Annapurna

From 2004-05 to 2007-08, Government of India allotted 1, 2635 tonnes of wheat every year. However, the State Government could lift 92.01 per cent in 2006-07 and 107.97 per cent in 2005-06. From April 2008 to March 2009, against an allotment of 12635 tonnes, the lifting was 11536 tonnes (91.31%). From April 2009 to September 2009 the allotment was 520.35 tonnes.

Financial Achievements: - During the Tenth Plan, a total of Rs. 23.82 crore was spent under this scheme from 2002 to 2006-07 on 105293 beneficiaries each year. The Eleventh Plan outlay is Rs. 35.00 crore. Year-wise position for the Eleventh Plan is as under:

Table - 8.8
Financial Achievement under Annapurna Scheme in XI Plan in Rajasthan
(Rs. in crore)

Year	Outlay	Expenditure	Percentage Utilization of Revised outlay
2007-08	7.00 (6.18 Revised)	5.61	90.79
2008-09	6.18 (Revised)	5.64	91.26

Source:- Department of Social Justice, Empowerment & Social Security, Government of Rajasthan

Indicators for Monitoring - For such social schemes generally the following indicators will help in the appraisal of programmes:

- i. Number of eligible beneficiaries in State/ districts:
- ii. Number of persons already benefited.
- iii. Expenditure as per provisions.
- iv. Whether only eligible persons have been provided assistance.
- v. Whether assistance given in helping the person in sustenance.
- vi. Under Annapurna scheme, food grain should include cereal plus pulses.

Areas of Concern and Suggestions

1. Since 2002-03, a fixed number of 105293 persons are benefited under the scheme. The expenditure is increasing every year as prices go up. Under the scheme 10 kg of food grains are given which means cereals and pulses but quantities of each are not specified. In 2002-03, Rs. 12.88 lakh was spent on 105293 beneficiaries as the scheme was sanctioned in the last months of the year. In 2003-04 for same number of beneficiaries, Rs. 556.24 lakh was spent.
2. From number of beneficiaries point of view as well as on expenditure side, all the NSAP schemes have performed well which is obvious as these are pension schemes. On other aspects information is not available.
3. The State Government has proposed some amendments in the Rajasthan Old Age and Widow Pension Rules, 1974 and Rajasthan Disability, Physically Handicapped and Blind persons pension rules 1965 to make them more useful and fill-up the gaps, if any. These Rules will be known as Rajasthan Social Security Pension Rules, 2009. The proposed amendments will simplify the existing rules and all rules will be consolidated for implementation. It is expected that after approval of amendments, eligibility criteria will be changed to cover more and more needy persons. The State Government should, therefore, make adequate provisions in the budget and involve reputed NGOs in identification of all NSAP and in concurrent monitoring for transparency.
4. Under Annapurna, wheat, rice, **bajra** or maize are provided to beneficiaries. The provision under the scheme is 10 kg. of food grains (both cereals/millet and pulses). This will provide both carbohydrates and proteins to the consumer.

Annexure - 8(I)

Social Welfare Programme (Pension Schemes)

(Rs. In lakh)

Year	Old age Pension				Widow Pension**				Pension for Disabled**			
	No. of Beneficiaries	Budget provision (Plan)	Revised Budget Provision (Plan)	Expenditure (Plan)	No. of Beneficiaries	Budget provision (Non-Plan)	Revised Budget Provision (Non-Plan)	Expenditure (Non-Plan)	No. of Beneficiaries	Budget provision (Non-Plan)	Revised Budget Provision (Non-Plan)	Expenditure (Non-Plan)
2002-03	287060	0.00	0.00	0.00	168023	4748.38	4078.39	3664.16	58600	1862.30	1428.91	1352.62
2003-04	295490	0.00	0.00	0.00	174228	4400.00	4000.00	3659.20	60178	1500.00	1500.00	1399.10
2004-05	337130	15.53	1474.25	1474.25	200816	4000.00	4000.00	4148.96	66150	1500.00	1450.00	1522.00
2005-06	370609	516.53	1301.00	1301.00	244786	4000.00	4800.00	4959.50	82875	1500.00	1600.00	1671.10
2006-07	402188	2018.00	6985.21	6985.20	288376	5000.00	6000.00	5779.55	95864	1600.00	2000.00	1943.22
Total of X Plan	1692477	2550.06	9760.46	9760.45	1076229	22148.38	22878.39	22211.37	363667	7962.30	7978.91	7888.04
2007-08	419897	1674.81	9568.09	9568.07	267957	6000.00	10000.00	11005.42	88047	2000.00	3900.00	3888.61
2008-09	494179	6410.00	10954.90	10954.90	303727	10000.00	13000.00	12782.33	98674	3900.00	4100.00	4100.00
2009-10	552894	8200.00	-	3362.82*	343354	14500.00	-	4260.65	110325	4700.00	-	1325.56
Total of XI Plan	1466970	16284.81	20522.99	20522.97	915038	30500.00	23000.00	28048.40	297046	10600.00	8000.00	9314.17
Grand Total	3159447	18834.87	30283.45	30283.42	1991267	52648	45878	50260	660713	18562	15979	17202

* upto July,09

** These figures are for Non-Plan side as State has not yet Operationalised these schemes. Figures given are for Non-Plan provisions of the State.

Source: Department of Social Justice, Empowerment & Social Security, Govt. of Rajasthan.

Health Indicators & NRHM Goals in Rajasthan

Table 9.1
Health Indicators in Rajasthan

Indicators	DLHS II (2002-04)	NFHS III (2005-06)	DLHS III (2007-08)	Current Status	2009-10 Target	2010-11 Target	Target XI FYP 2011-12
Maternal Mortality Ratio (MMR)	445 (SRS-04)			388 (SRS-06)	213	180	148
Infant Mortality Rate (IMR)		65		63 (SRS -08)	41	37	32
Total Fertility Rate (TFR)		3.2		3.2 (NFHS III)	2.3	2.2	2.1
Institutional Deliveries	30.3	32.2	45.5	45.5 (DLHS III)	80.43	90.22	100
Crude Birth Rate (CBR)				27.5 (SRS-08)	23.3	22.1	21
Contraceptive use	46	47	57	57			
Full Immunization	23.9		48.8	48.8 (DLHS III)	-	-	100
Death Rate				6.8(SRS-08)	-	-	7
Couple Protection Rate				51%	-	-	65%
Annual Population Growth Rate				-	-	-	1.2%

As the Table reveals, there has been an improvement in the health indicators of the State. MMR has shown an improvement from 445 (in 2004) to 388 (2006) while the IMR has dipped from 80 (1998-99) to 63 (2008). The major achievement is seen in the number of institutional deliveries which have increased from 21.5% (1998-99) to 45.5% (2008-09). The Janani Suraksha Yojna (JSY) has been

an important factor for this increase. Another success story has been the full immunization coverage which has almost doubled in a span of four years.

The TFR in NFHS II was 3.8 (2.9 for urban and 4.06 for rural) has gone down to 3.2 which improved for the urban areas, whereas the TFR for rural areas is still high at 3.62. Though considerable progress is seen at the projected years for the Eleventh Five Year Plan, **the targets seem to be an uphill task, especially for MMR, IMR and TFR.**

Financial Progress

Table - 9.2
Financial Progress from the Year 2005-06 to 2009-10

(Rs. in Lakh)

Component	F.Y. 2005-06		F.Y. 2006-07		F.Y. 2007-08		F.Y.2008-09		F.Y. 2009-10(Up To Oct.)	
	Received	Expenditure	Received	Expenditure	Received	Expenditure	Received	Expenditure	Received	Expenditure
RCH Flexible pool	4000.50	1126.82	10522.00	5574.01	15707.15	20085.94	29744.00	27899.99	18150.00	13550.13
Additionalities under NRHM	3354.56	220.26	18762.83	4234.92	26636.00	14543.88	22723.00	29418.48	11867.00	18663.69
Routine Immunization	1140.91	98.32	74.87	383.44	215.24	540.09	3261.00	1266.01	647.56	387.19
Pulse Polio Immunization	722.75	35.67	1254.09	598.60	1430.47	665.02			372.71	347.70
State Govt. Share	0.00	0.00	0.00	0.00	4500.00	0.00	11000.00	N.A.	2889.00	1589.00
GRAND TOTAL	9218.72	1481.07	30613.79	10790.97	48488.86	35834.93	66728.00	59776.33	33926.66	34537.71

Source: Directorate of NRHM, Medical and Family Welfare Department, GoR, 2009

The annual budget for NRHM increased by an average of 1.5 times every year from its inception. The expenditure rose from 16.07% of the funds received in 2005-06 to almost 101.80 in 2009-10. The percentage of expenditure also rose in tune with the increase of the received funds. The component wise analysis of the actual expenditure vis-a-vis the budget allotted as per the PIP indicates satisfactory performance under maternal health, family planning, IEC/BCC, procurement and additionalities. **However, the financial performance for strategies under child health, Adolescent Friendly Health Services (AFHS), immunization (including pulse polio), tribal**

health, infrastructure & HR and Urban RCH is a matter of concern. The component wise expenditure for the year 2007-08 and 2008-09 is shown in Annexure-9 (I).

Physical Achievements

Activities in the NRHM in the State have been broadly categorized into the following categories:

- 1). Activities under RCH-II
- 2). Additionalities under NRHM
- 3). Action plan for routine immunization
- 4). Initiatives of the State Government

Progress of the Activities under RCH- II

Institutional deliveries and Janani Suraksha Yojna

One of the major schemes under NRHM is Janani Suraksha Yojna (JSY) which has been launched in all the districts of the State to provide cash incentives to the mothers of rural as well as urban areas after delivery. A cash benefit of Rs. 1400/- and Rs. 1000/- per birth is given to the pregnant rural and urban areas respectively after delivery. For home deliveries the benefit is given only to the BPL card holders of rural/urban areas. Under this scheme ASHA also gets monetary benefit for ensuring ANC, Immunization, PNC & institutional delivery at hospital. 5.84 Lakh mothers have been registered under this scheme up to Oct. 2009. With the effective implementation of the Janani Suraksha Yojna, the workload at district hospitals and CHCs have substantially increased. **(Fig. 9 (a))**

During the year 2009-10, the achievement in institutional deliveries is 6, 79,498 at the state level out of a target of 18, 57,780 up to Oct 09. Institutional deliveries have always shown an increasing trend from 28 percent in 2005-06 to 55 percent in 2007-08 and 61.5 percent in 2008-09. The period of stay has improved significantly with substantial institutional quality improvement measures like BCC (Behavior Change and communication) trainings and Sulabh international

deployment for clean toilets (at present for 100 highest performing CHCs of the state) have been introduced.

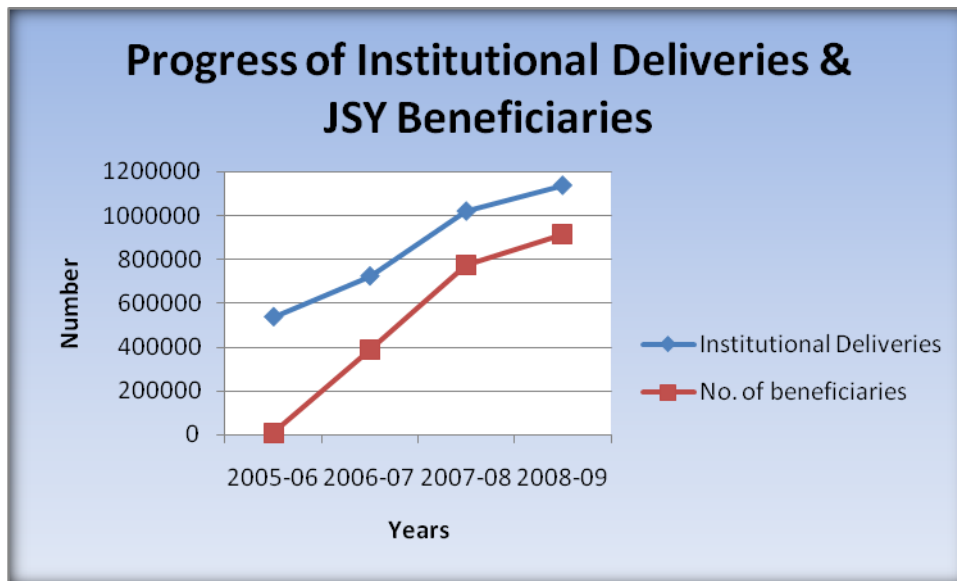


Figure 9(a)

RCH Camps

RCH Camps are being organized at remote PHCs of the district on a bi-monthly basis. The budget for one camp is Rs. 10,000/-, Rs. 5000/- for medicines and Rs. 5000/- for publicity, camp arrangements and mobility support to district medical officers and para medical staff). A total of 424 camps have been organized under the scheme till October 2009 against a target of 816. However, the effectiveness of these camps are still to be evaluated.

Family Planning

Under this programme, the eligible couples of all rural and urban slums are being counseled and it is ensured that family planning services are available for them as per their choice. The State has achieved sterilization of 1,06,341 cases up to Oct. 2009 comprising of 3601 male sterilization and 1, 02,740 female sterilization. The female sterilization is most popular limiting method in the state. Mega NSV Camps were organized for Male Sterilization. An IEC campaign on 1400 buses

(back panels) has been launched from November 2008. It is planned to improve sterilization standards and quality assurance for services as per MOHFW guidelines. The promotion of Family Planning Services is carried out through 'Jan Mangal Couples'. 2, 78,947 IUD insertions have been done, 11, 61894 CC users and 9, 34,228 new users of oral pills have been enrolled in 2009-10 up to Oct. 2009.

Child Health

IMNCI (Integrated Management of Neonatal and Childhood Illnesses) is a strategy aiming to improve neonatal and child survival through regular and timed home visits (by the frontline workers mainly ASHAs and ANMs), timely identification and management of childhood illnesses, counseling of care givers and system strengthening. 5605 health functionaries (MOs, CDPO, LS, LHV, SN, ANMs and ASHA Sahyogini) have been trained in 232 trainings under IMNCI programme up to October 2009. Also, fourteen ToTs/ Training of Medical Officers have been organized for district level trainers this year. **However, the pace of training under child health has been low.**

Facility Based Newborn Care (FBNC) Units are being initiated with the objective of strengthening Level II Newborn Care at the level of the District Hospital. At present 29 units have been made functional and it is planned to make 35 FBNCs Units (12 bedded) functional in the State. For each institution where the FBNCs is initiated, 8 nurses are being recruited for manning these FBNCs.

Malnutrition Treatment Corners (MTCs) are being established with the aim of improving management of severely malnourished children at the level of a District Hospital, Medical Colleges and identified Sub-district Hospitals. 38 MTCs (Malnutrition Treatment Corners) are being set up in the State out of which 29 are already functional) to handle malnutrition in 42% of the state's children who are underweight.

Engaging YASHODA: A *Yashoda* is an ASHA like volunteer who is trained for caring new born at CHC/ Sub division hospitals and District Hospitals in 3 districts (Alwar, Bharatpur and Dausa). One Yashoda takes care of 4 newborns. Yashoda is paid Rs. 100 per newborn for each delivery. This also applies to the sick neonates brought to the institutions any number of times irrespective of the birth place. At present 57 Yashodas are in place in these three districts. In 2009-10, this programme has been upscaled in all the districts and selection of 565 Yashodas will be done. Thus, by the end of 2009-10, 632 Yashodas shall be deployed in 70 health institutions. This scheme is being sponsored by NIPI (Norway India Partnership initiative). The fund goes to NRHM and flows further to various components.

Increasing access to Comprehensive Emergency Obstetric Care (CEmOC) by operationalising First Referral Units (FRUs)

237 CHCs have been selected to be operationalized as First Referral Units (FRUs). Functional FRUs have increased from 23 in April 08 to 101 in Oct 2009 (including 67 below the district level). Deployment of 43 specialists for these FRUs is done on a package of Rs. 40,000 per month. Specialists (Gynecologist/ Anesthetist/ Pediatrician) from private sector are being hired at FRUs on an honorarium package designed for them for each caesarean section- Rs. 2000/- to Gynecologists, Rs. 1500/- to Anesthetist and Rs. 500/- to Pediatricians. Additional GNMs/ANMs are deployed in the institutions (CHC/PHC) where there is a greater load of institutional deliveries. Re-exposure trainings have been provided to the surgeons and gynecologists for conducting C-Section deliveries. Medical officers are being trained in Anesthesia, BEmOC and CEmOC. The Blood Storage Units (BSU) have been established in 99 FRUs. Equipments required for these 237 FRUs have been procured. One medical officer and one lab technician have received the BSU trainings at all operational FRUs. All FRUs are linked with

mother blood banks. **Due to lack of specialists a number of CHCs have not been able to function.**

It has also been noticed that there is an irrational selection and placement of trained staff. As a result, the existing staff is not used appropriately. A rapid assessment of functionality of FRUs and 24X7 PHCs was carried out in the state through GOI. There is no indication that the state is utilizing facility survey findings for comprehensive planning of Operationalization of FRUs & PHCs including linking the same with EmOC and LSAS trainings, placing anesthetic drugs, SBA drugs, Operationalising OTs and Establishing blood banks.

Operationalization of PHCs to provide 24x7 services

Out of the 1503 PHCs in the State, 750 PHCs have been identified to provide 24x7 BEmOC (Basic Emergency Obstetric Care) services. The provisions for minor repair / renovations of labor room, female ward, toilets and laboratory of identified institutions for the services of 24x7 were made to cover 380 PHCs in 2008-09. In all these institutions, equipments are being given in the labor rooms, appointment of GNMs and procurement of medicines is in process. 100 CHC based ambulances have been deployed for institutional emergencies. In 2009-10, 370 PHCs have been selected for 24x7 services. **As seen in the case of CEmOCs here also there have been a number of PHCs that have not been operationalized due to lack of adequate manpower. The number of PHCs operationalized by 2009-10 is far less than the target set by the State.**

Untied Fund

To increase functional, financial and administrative resources of the Sub-center, Primary Health Centre, Community Health Centre and District Hospital, an untied fund of Rs. 10000/- has been provided to each of the 10951 Sub Centres of the State. Joint Bank Accounts with Sarpanch & ANM have been opened in

10498 sub centers for untied funds. The first tranche' was released for 10387 Sub-centres (during the year 2005-06). 2nd and 3rd tranche' of funds has been released for 10512 sub centers and 4th & 5th tranche' of untied funds has been released to 10742 sub centers. A total of Rs. 1095.10 Lakh for Sub Centres, 375.75 Lakh for PHCs, 367 Lakh for CHCs and 265 Lakh for District Hospitals has been disbursed against untied funds in the year 2009-10.

Urban RCH Programme

Urban RCH activities are operational in 8 districts of Rajasthan viz. Jaipur, Jodhpur, Bikaner, Ajmer, Kota, Udaipur, Bharatpur and Alwar with 33 functional Urban Health Centres in the identified slums. For effective functioning of each Urban RCH Centre, the Government of Rajasthan (GoR) has adopted Public Private Partnership (PPP) strategy with the engagement of NGOs as partners in the implementation of Urban RCH services. Each Urban Health Centre comprises of a Lady Medical Officer, ANM, GNM and Lab Technician. An amount of Rs. 14.00 Lakh has been sanctioned for running each centre. In year 2009-10, it is proposed to implement the programme with 15 new Urban RCH Centers across 12 cities having a population of more than 1 Lakh. 20 new Urban RCH Aid Posts have been proposed in 20 District headquarters and cities having 25 thousand slum populations. Selection of new NGOs is in process. As part of the preparatory exercise for the National Urban Health Mission (NUHM) proposed by GOI, the GoR has done the GIS spatial mapping of 5 cities i.e. Jaipur, Jodhpur, Ajmer, Kota and Bikaner along with Slum and Health facility (public and private) survey and it is further planned to undertake the same in 12 more cities. **However, the initiatives for urban RCH have been recent and their evaluation needs to be taken up for ascertaining the efficiency of services.**

Model Sub-centres:

It is proposed to cover sub-centres in an incremental manner for the provision of labor room facilities. It is planned to make 3000 model sub-centres functional by 2009-10. 745 model sub-centres have been completed and handed over to the Government in May 2009. 645 are under construction and the work has not started in 1615 sub-centres. The facility for electricity and water connection, equipment and drugs are made available in the labor rooms to conduct safe delivery and services for newborn care, where a rural woman has an opportunity to avail ANC, safe delivery, PNC and New born care in her own area with JSY benefits also. For the strengthening of model sub-centres, an amount of Rs. 2.5 Lakh has been allotted to each centre. **It needs to be noted that despite all the efforts, the efficiency of model sub-centres has not been found satisfactory by the district authorities and calls for a relook at the strategy.**

Mother NGO Scheme

The Department of Family Welfare has identified and sanctioned grants to selected NGOs called Mother NGOs in allocated districts for promoting the goals/objectives as outlined in the RCH programme of GoI. These MNGOs in turn have issued grants to smaller NGOs called Field NGOs (FNGOs). 28 districts have been covered under the scheme with a total of 22 MNGOs selected in three phases. Besides, under the Service NGO Scheme, NGOs with an established institutional base and delivery infrastructure are encouraged to complement the Public Health System in achieving the goals of the RCH programme.

Adolescent Reproductive and Sexual Health

- **Adolescent Friendly Health Services (AFHS)** - AFHS is being implemented in twelve districts (Jaipur, Tonk, Sriganganagar, Barmer, Ajmer, Alwar, Bharatpur, Bhilwara, Chittorgarh, Karauli, Rajsamand and Udaipur). The services include general examination, nutrition advice, treatment of anaemia,

RTI/STIs and psychosomatic problems, antenatal care, HIV detection & counseling etc. Teen clinics are being organized on weekly basis for two hours on Friday, in each centre where these services are being provided, for which 167 Medical Officers have been trained.

- **Life skills Education (LSE) for school going adolescents:** To empower the adolescents with knowledge of health and skills, LSE is introduced as a compulsory subject for 11th Std. in all Senior Schools affiliated with Board of Secondary Education. The publication and distribution cost of 225000 books is covered under NRHM. Orientation of more than 8000 teachers has been done for the said purpose. Every year more than 4 lakh adolescents are benefited.
- **Social Marketing of Sanitary Napkins with Proctor & Gamble (P &G) :** In order to promote good menstrual hygiene, a pilot project to popularize the use of low cost sanitary napkins is being implemented in 12 blocks of 4 identified districts of the State (Dausa, Jaipur, Sikar and Tonk). The provision of sanitary napkins on subsidized rates and training of depot holders (ASHA Sahyogini) has been done by P & G. More than 1.5 lakh sanitary napkins have been sold up to Sept 2009. Incentives are being given to ASHAs for the sale of sanitary napkins.
- **Counseling Sessions for Adolescent Girls:** Counseling sessions for adolescent girls are being held once a month through ASHA Sahyoginis. 805699 girls have attended the sessions up to Sep 2009.

The AFHS services have, however, not been able to deliver the desired output and need to be strengthened further.

SBA (Skilled Birth Attendants) Training

This training aims to enhance skills of front line workers through which they are imparted skills to recognize signs/symptoms of complications and refer

the patient well in time to avoid delays. The SBA training team is conducting SBA training for 21 days (6 days theory and 15 days practical) in District Hospital Labor rooms under the guidance of MO (Gynecologist and Pediatrician). Till now, 3853 ANMs/Staff nurses/LHV have been trained. Besides, 276 PHN/NT/SN have undergone SBA - ToT for better training facilities.

Dai Training

Dai Training Activity under RCH Programme is directed towards improving delivery services in rural areas in all the 33 districts. A total of 37427 dais have been trained during the last three years.

Clinical Trainings

The capacity building at various levels is done through regular training and exposure of Medical Officers, LHV, ANM and various specialists according to the needs as well as up-gradation of their skills. Following clinical trainings are being undertaken: -

- **Trainings on Life Saving Anesthesia Skills for Emergency Obstetric Care**
This is an 18 week training in which MBBS doctors are given training on pre-anesthetic medication, knowledge about machines & their maintenance, post anesthetic care, complications arising and their treatment, general & spinal anesthesia. At present this training is being provided at six medical colleges namely Jaipur, Ajmer, Bikaner, Kota, Udaipur and Jodhpur. Till date 117 MOs have been trained.
- **CEmOC Training (Comprehensive Emergency Obstetric Care)**
Looking at a deficit of specialist EmOCs, training for MBBS doctor has been started by the GoI. It is a 16 week training comprising of eight candidates in each batch. They are trained to deal with complication of pregnancy and

delivery, including Cesarean section as a life saving measure. Till date 43 MOs have been trained.

- **Blood Storage Training**

To complete a unit providing comprehensive obstetric services, the availability of blood is an important part. Thus along with provision of blood storage units, training for Medical Officer (MOs) and Lab Technicians (LTs) is also provided at a district hospital. The target of 100 Medical Officers and the same number of Lab Technicians, has been achieved. The training is provided at the district hospital to MOs for 3 days and to LTs for 6 days.

- **MTP/MVA Training**

GoR has signed a memorandum with IPAS for this training. 2 batches of specialists and MOs at FRUs and 24x7 PHCs along with the working staff are to be taken up in the first phase. As a pilot, 24 MOs and 25 Staff Nurses are to be trained for MVA in Tonk district.

- **BEmOC Training**

This training is provided at district hospital for 15 days to the Medical Officers and ANM/LHV/SN of 24x7 PHCs to provide basic emergency obstetric services to ensure complete ANC, immunization, safe and assisted vaginal delivery, diagnosis of complication and timely referral to higher centres. Out of the 380 selected 24x7 PHCs in the state, 100 Medical Officers and ANM/Staff Nurses are proposed to be trained in 2009-10.

- **Laparoscopic Sterilization Training**

This training is provided to a gynecologist or a surgeon to impart knowledge and skills for performing Laparoscopic Sterilization as per the standard laid down by the GoI. This training is given at six medical colleges and training centres (HFWTC, Jaipur & Ajmer) for twelve working days. A target of 100 doctors has been set for 2009-10.

- **Minilap Training**

This is a better and modified method of traditional tubectomy. As such medical officers are to be trained in this method, but even gynecologists or surgeons who are not exposed, may be considered for the same. This training is for 12 working days at all Medical Colleges. A target of 48 candidates has been fixed for 2009-10.

- **Orientation on Contraceptives and Emergency Contraceptive Pills**

A Training of Trainers on contraceptives and emergency contraception was conducted at the State level in 2008-09. The trainees in turn will impart this training to Medical Officers at the district level.

- **Alternative Methodology in IUCD Training**

ToT in 21 districts has been completed. Training at district level has been initiated.

It is seen that no soft-skill training programme have been undertaken by the department for the medical and the para-medical staff. The number of trainings is inadequate, keeping in view the large number of initiatives taken up by the department and the number of trainings required for the same.

Strengthening the infrastructure at various levels of health service delivery

Institutional strengthening has been a major head under NRHM. Rs. 133 crores for civil works has been provisioned in the NRHM PIP for 2009-10. Major civil works planned to operationalize FRU and the minor civil works were taken up in 24 x 7 PHC. Construction works of 56 CHC buildings, 123 PHC buildings and 84 sub-centres have been completed up to August 2009. Besides, 1427 residential quarters at 281 CHCs and 161 quarters at 89 PHCs have also been completed. The extension of wards and FBNC/MTCs is complete in 20 district hospitals. Work for 21 JSY maternity wards at CHCs has been completed.

Human Resource Development

The State Programme Management Unit, District Programme Management Units and Block Programme Management Units have been set up for effective management of NRHM activities at State, district and block levels under which around 3000 posts have been created. Almost all positions at State & District levels have been filled. 7113 Nurse Grade II at various Health Facilities (2 per PHC/CHC, 4 per MTC/FBNC, 10 per Medical College/DH, 1 per Sub centre) and 1321 Additional ANMs have been recruited as also 43 specialists and 5000 ANMs are under process. Hard duty allowances have been sanctioned to 557 PHCs. A total of 50 CEmOC have been identified in the State where 136 Public Health nurse under RCH in PRUs (04 PHN in each District) and 136 Lab Technicians under RCH in FRUs (04 LT each district) have been selected through NGOs against a target of 158 each. **Still there exists a huge shortfall of medical staff in the State.**

Village Health and Sanitation Committee.

Village Health Committees are the first step towards communitisation of health care services and for making health as a people's movement. Village Health Committees have been constituted in 40678 villages under the chairpersonship of the elected member of the panchayat. A special incentive of Rs. 100/- is built in the Programme for ASHA Sahyogini for convening the VHC meetings. There is a provision of **untied fund** of Rs. 10,000/- per year for each village Health Committee which has been transferred to the Sub-center account and is jointly operated by the Sarpanch and the ANM. The untied funds are used for community action for the improvement of the health status of the community. These meetings are held on the MCHN days when the ANM of the sub center visits the village. It is proposed to undertake **Village Health Planning** for each revenue village in 2009-10. **It is seen that in the absence of proper training, the VHSC have not been functioning as proposed under the Mission.** The department proposes to undertake trainings for the VHSCs in 2009-10.

Innovations/ PPP/ NGO

MNGO Scheme: Under the scheme, the department of family welfare has identified and sanctioned grants to selected NGOs called Mother NGOs in allocated districts for promoting the goals/ objectives as outlined in the RCH Programme of the Government of India. These MNGOs in turn have issued grants to smaller NGOs called the Field NGOs (FNGOs). 29 districts have been covered under the scheme with a total of 22 MNGOs selected in three phases.

Service NGO scheme: NGOs with an established institutional base and delivery infrastructure are encouraged to complement the public health system in achieving the goals of the RCH programme. Any NGO that is engaged in directly providing integrated services in an area co-terminus to that of a CHC/ block PHC with 1 lac population (approximately 100 villages or more) is called a service NGO. Service NGOs are expected to provide clinical services directly to the community.

Collaboration with institutions

Upkeep of 100 CHCs with Sulabh International: Cleanliness of toilets and labor rooms at CHCs is vital due to the tremendous load of institutional deliveries at CHCs. As a strategic intervention, an MoU has been entered with Sulabh International for cleanliness and upkeep of 100 highest performing CHCs of the State. Significant improvement has been seen in cleanliness of CHCs after the intervention.

Interns from BITS-Pilani: An MoU has been signed with BITS-Pilani for internship programme (MPH). As such three interns have been appointed in NRHM Rajasthan for six months.

Additionalities under NRHM

Dhanvantari Ambulance Yojna (108 Ambulance)

Government of Rajasthan has made an MoU with Emergency Management Research Institute (EMRI) Hyderabad for providing emergency response services

to people of Rajasthan. Any person in need of emergency help can dial a toll free number 108 from any landline or mobile phone. This call is attended within three rings by specially trained communications officers, who after understanding the nature of emergency; connect the caller to the dispatch division. The ambulance reaches the site and rushes the victim to the nearest hospital within 30 minutes in urban areas and 40 minutes in rural areas. During the trip, the victim is provided pre-hospital care by EMT. Since its launch and upto Oct. 2009, 1, 72,370 Medical, 22, 142 Police & 299 Fire emergencies have been taken care of by 14 ambulances running across the state under the Dhanvantari Ambulance Yojana. 314 Ambulances are scheduled to be deployed by the end of 2009-10.

Rajiv Gandhi Medical Mobile Units

There are many areas in the State, especially the tribal, the desert and the inaccessible areas of the districts where basic health care infrastructure is not within the reach of the poor, especially women and children. To overcome this problem, Rajiv Gandhi Rural Mobile Medical Unit (MMU) was launched in May 2008 throughout the state. Taking health care to the doorsteps is the principle behind this initiative and is intended to reach the under- served areas. 52 (12+40) MMUs are proposed to be deployed by the end of 2009-10, at least one for each district and two or more for the desert, tribal and border districts. Each Mobile Medical unit would have a staff vehicle and a Diagnostics Van which contains modern instruments and equipments like ECG machine, Ultrasound machine, etc. Twelve districts have been provided with one unit each, i.e. Ajmer, Alwar, Bharatpur, Bhilwara, Boondi, Dausa, Ganganagar, Hanumangarh, Jaipur, Rajsamand, Sikar and Tonk. The other desert and tribal districts would be provided two mobile units. Till date, 26 Staff Vehicles and 25 diagnostic vehicles have been given to CM&HO's of all the districts. They are handed over to various NGOs selected on the basis of their past experience and financial status. The District Health Society, constituted under the chairpersonship of the District

Collector is responsible for the overall operationalization of the scheme. Around 2,50,000 patients have benefited so far through 1800 camps organized by these MMUs.

Selection and Training of ASHA-Sahyoginis

One of the major components of the Mission is to appoint one community based female worker for every 1000 population to work as the bridge between the community & the health services. This worker is called ASHA. In Rajasthan, this scheme has been merged with the Sahyogini Programme of the DWCD. Up to October 2009, against 46882 ASHAs 42496 ASHAs have been deployed and 33285 ASHA- Sahyogini have been trained in the State for creating awareness on health issues in the community. 32229 ASHAs have been equipped with drug kits. The ASHA incentive structure has been streamlined to ensure timely incentive payments. The ASHA Supervisory Cadre has been established with the creation of 34 posts of District ASHA Coordinators, 237 posts of Block ASHA Facilitators and 1503 posts of OHC ASHA Supervisors. As the supporting structures have been created in the State recently, it is too early to comment on the effectiveness of the ASHAs in the State. Details shown in **Annexure- 9 (II)**.

Mainstreaming AYUSH

NRHM envisages convergence with AYUSH to provide different health systems under one roof. It is proposed to build NRHM within adequate training modules and to integrate AYUSH with other activities like Alternate Vaccine Delivery, supervision of MCHN sessions, RCH Camps, national programmes, training of field level functionaries, etc. so that this manpower is fully utilized. Under AYUSH mainstreaming, 314 Ayurved Department dispensaries have been co-located with PHC/CHCs under the one- roof scheme for providing a choice for treatment to the patient. Following the co-location, 750 AYUSH doctors in 2007-08 and 501 in 2008-09 have been given appointment in 2009-10. Besides, 589 paramedical staff has also been appointed. 374 AYUSH MOs and 33 junior

specialists will also be recruited this year. 34 District AYUSH Coordinators are to be appointed for supervision and control of AYUSH activities at the district level. All AYUSH functionaries are being trained under the Skilled Birth Attendant (SBA) Training. 734 AYUSH wings are under construction under the CSS.

Swasthya Chetna Yatra

The Health Awareness Campaign aims at creating awareness on various ongoing health schemes. Under the campaign, mobile health units will be fabricated as Rathes and taken around a district. Free Health Checkup Camps will be organized. In 2009-10, Swasthya Chetna Yatra was launched on September 15, 2009 which was concluded on October 15, 2009 in the State. During the month, as an intensive drive on health awareness, 3771 health camps were organized, benefiting 33.56 lakh patients in the State.

Gram Swasthya Yojna

With a view to involve the Panchayati Raj Institutions with the Health sector, an award of Rs.1.00 lakh is given to a gram panchayat for achieving the targets. The core area of concern under the scheme are - to reduce IMR & MMR, population control, birth & death registration, ban on child marriages, antenatal care and the care of new born and cleanliness in the village. Cash Awards (Rs. 5.0 lakh for the Gram Panchayat coming first in the district and Rs. 3.0 lakh for the gram panchayat coming second) are being given to the panchayat on the basis of the following performance indicators-90% of 3 ANC Checkups, 90 Institutional Deliveries, 90% Immunization (0-5 yrs.), 100% Birth & Death Registration, Family planning & IUD- 90% of the total target, all marriages of boys after the age of 21 and girls after 18 years. 200 Panchayats received cash awards, 107 awards were given at the district level and 33 awards at the State level. Rs. 398 lakhs has been disbursed as cash awards to health institutions & gram panchayats in 2008-09.

Swasthya Mitra Yojna

All Middle Schools of the selected blocks in the State will be covered under this scheme. The selection of the students will be done through essay competitions/ debates. Two children will be selected from each school to give health messages. They will get Rs.50/- as a cash incentive. The scheme includes writing of health awareness slogan and distribution of IEC material, i.e. Flip Charts, Books and Posters etc. in villages through school children.

Routine Immunization

To enhance immunization coverage, MCHN Days are being held regularly for last three years as an essential component of routine immunization. It is a package of services delivered to the community, which involves maternal, child and nutritional components. Special drives are held in the State to cover the un-reached population not covered during the routine immunization days. Mobility support has been outsourced to NGOs in some districts for vaccine and logistics supply up to the session site during the MCHN days from the funds of alternative delivery system. This has increased the efficiency and quality of immunization services. ASHA- Sahyoginis who help in mobilizing women and children to the Anganwadi centres are given work based incentive for it. In the year 2009-10, 8,32,698 children have been immunized against a target of 17, 50,800 up to the month of October 2009. Besides, 10, 09,901 pregnant women received the TT injection. 323 MCHN sessions were held in the state in 2009-10 up to Sept. 09 against the target of 346296.

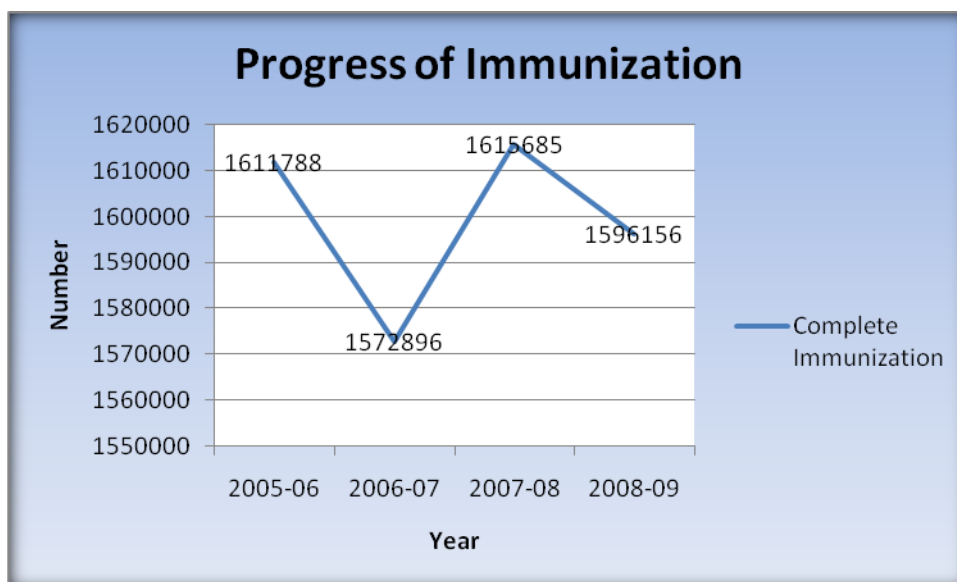


Figure 9(b)

The State however, continues to have high dropout from BCG to DPT 3 which is critical for further improvement in full immunization coverage. Better tracking by ensuring beneficiary list with the ANM/AWW/ASAAS at the session site needs to be done. The state continues to have wide disparity between the reported and evaluated coverage.

Initiatives of the State Government

Mukhya Mantri BPL Jeevan Raksha Kosh

The State government has reconstituted the Health Insurance Scheme as the "Mukhya Mantri BPL Jeevan Raksha Kosh Yojna" effective from January 1, 2009 to provide free OPD and IPD care to BPL patients at all public health institutions in the State. The scheme envisages direct support to Medicare Relief Societies for providing free IPD/OPD health care including the referral services to all BPL families of Rajasthan. The restrictions of insurance schemes like a limit on the family size and Rs. 30,000/- upper limit for treatment do not exist in the scheme and provides comprehensive health care for BPL families. From 1st January to 31st October 2009, 16, 81,688 outdoor and 2, 26,472 indoor patients (19, 08160 in total)

have been treated and an expenditure of Rs.21.65 crores has been incurred. Thus the scheme has benefited a larger number of BPL patients at a much lesser cost than any of the insurance scheme.

5 litres Desi Ghee Scheme

This is a State Govt.'s scheme which is being implemented in all the districts since March 01, 2009. The service is provided at all public health institutions. On every BPL first delivery, 5 litres of 'Saras Desi ghee' is provided as a token of gift. After producing BPL card and the proof of first delivery, which is provided by the Medical Officer in urban areas and ANMs in the rural area, a Desi ghee coupon is provided to the beneficiary at the time of discharge from the hospital. To be benefited in the scheme, at least 24 hours stay in the hospital is essential after the delivery. Till 31st October 2009, 10,154 ghee coupons have been issued to BPL women having their first deliveries.

Area of Concern

1. Health indicators for below the national average.
2. No HR Policy
3. Availability of medical officers
4. Ownership of the community
5. Co-ordination between health and other line departments
6. Weak HMIS
7. Operationalising many components of NRHM like urban health, PPP etc.

Suggestions

- Inadequacy of human resource still poses a great challenge to the success of NRHM in the state. Efforts need to be made for filling crucial HR gaps in terms of incentives and allowances for all categories of staff.
- There has been an increase in the number of institutional deliveries at all levels. There needs to be focused attention on child health, especially neonatal mortality.

- Need to strengthen and upgrade the health facilities at the FRUs and 24x7 health facilities. Trainings for CEmOCs and FRUs need to be paced up.
- A better tracking of the beneficiaries of immunization, by ensuring beneficiary list with ANM/AWW/ASHA at the session, needs to be done to overcome the high dropout rate.
- Initiatives needs to be speeded up for the Adolescent Friendly Health Services (AFHS).
- Capacity building and orientation of VHSC and PRI members is required to facilitate planning and community participation.
- The selection for trainings and placement needs to be need-based so that the services of the trained staff can be used appropriately. Soft skill trainings need to be imparted to MOs for enhancing the utilization of service.
- MIS system needs to be strengthened.
- The trainings need to be strengthened for the ASHA who is the fulcrum of NRHM. The support strictly created for this purpose needs to empowered and properly monitored.
- On the family planning front, the performance of the state is still not satisfactory. Efforts are needed to increase the male sterilization and popularize the spacing methods.

Annexure-9(I)

Component Wise Expenditure for the year 2007-08 and 2008-09

Component	2007-08			2008-09		
	Budget allotted as per PIP	Actual Expenditure	% Expenditure	Budget allotted as per PIP	Actual Expenditure	% Expenditure
Maternal Health	14619.78	13240.11	90.56	15627.74	15334.16	98.12
Child Health	15.28	3.59	23.49	252.13	25.85	10.25
Family Planning	3605.70	3158.56	87.60	4180.22	3688.04	88.23
AFHS	182.00	28.11	15.45	133.00	83.00	62.41
Urban RCH	544.10	0.08	0.01	1256.97	318.99	25.38
Tribal RCH	196.43	00	0.00	196.43	1.99	1.01
Infrastructure & HR	2732.68	1099.69	40.24	7421.64	3060.23	41.23
Institutional Strengthening	1559.88	828.53	53.11	1780.22	1130.65	63.51
Training	1591.99	369.12	23.19	2191.78	709.56	32.37
BCC/IEC	539.50	214.96	39.84	445	343	77.08
Procurement	3687.15	00	0	1965.45	2176.86	110.76
PM	687.82	564.65	82.09	846.42	576.87	68.15
Additionalities	22016.00	14543.88	66.06	35973	30610	85.09
Immunization	1645.71 (Received)	1205.11	73.23	3261.00	1266.01	38.82
Grand Total	53624	35256.4	65.75	75531	59325.21	78.54

Annexure 9(II)
Statement Showing Physical Progress under the head ASHA Sahyogini for the year
2009-10

District	2009-10 (Upto September 2009)								
	Selection Target (No.)		No. of ASHA Sahyogini selected	No. of ASHA Sahyogini trained in round			No. of ASHA Sahyogini Who are in position with drug kits	No. of Monthly Meetings of ASHA Sahyogini held till date at PHC	
	Urban	Rural		I*	II	III		Target	Achv.
Ajmer	304	1213	1362	1352	1234	1075	1263	648	316
Bhilwara	110	1555	1660	1660	1145	569	1213	984	432
Nagaur	220	2167	2258	2258	1725	1675	1333	1164	575
Tonk	90	944	905	863	522	668	660	564	265
Bikaner	131	1088	1101	866	544	648	1084	576	186
Churu	307	1139	1383	1383	1060	1074	1004	765	567
Ganganagar	166	1484	1484	1404	1110	968	741	624	312
Hanumangarh	204	878	1001	953	967	534	943	576	214
Bharatpur	116	1587	1583	1538	1445	0	1401	820	379
Dholpur	110	747	815	702	690	0	650	336	161
Karauli	125	907	928	799	815	347	598	360	180
S. Madhopur	145	701	811	793	607	669	666	324	162
Alwar	108	2344	2392	2329	2306	2158	2380	1152	329
Dausa	0	1174	1216	1034	917	748	655	516	160
Jaipur I	372	2408	1426	2296	1746	1447	1088	804	360
Jaipur II	-	-	1164	-	-	-	658	528	238
Jhunjhunu	125	1379	1510	1510	1090	1309	1090	936	438
Sikar	373	1571	1944	1941	1569	-	1569	1020	510
Barmer	110	1983	1205	1156	930	-	795	864	353
Jaisalmer	0	485	280	249	229	33	221	240	94
Jalore	0	1183	590	460	562	439	475	624	213
Jodhpur	160	1610	1485	1344	773	1201	647	960	369
Pali	123	1422	1153	1139	795	769	795	996	498
Sirohi	100	655	420	397	493	-	527	330	168
Baran	0	1103	1103	987	647	-	886	552	166
Boondi	125	756	776	759	688	649	688	396	189
Jhalawar	110	1065	1283	1283	1065	937	852	504	250
Kota	243	749	992	873	769	696	859	456	195
Banswara	75	1717	1903	1893	1218	-	1180	672	328
Chittorgarh	82	1256	187	1837	1426	1027	1568	630	253
Dungarpur	0	1277	1449	1311	916	1160	1207	552	276
Rajsamand	0	928	870	842	672	642	735	504	251
Pratapgarh	-	953	-	-	688	-	-	324	162
Udaipur	136	2410	2177	2152	1727	1355	1141	1056	493
Grand Total	4270	42592	42496	40361	33090	22824	31572	22383	10042

* As reported by DWCD

ICDS scheme was launched in Rajasthan in the Garhi Panchayat Samiti of Banswara district on 2nd October 1975 along with 32 other blocks in the country. Today, the scheme is run in 239 Panchayat Samitis in 33 districts of Rajasthan and covers all the 9185 Gram Panchayats, including all the villages with more than 500 population, belonging primarily to SC and STs. There are 278 projects covering 48372 Anganwadis and 2681 Mini Anganwadis.

The scheme was launched after a number of brainstorming sessions in the Government of India to formulate a proper response to the challenge of providing pre-school education on one hand and braking the vicious cycle of malnutrition, morbidity, reduced learning capacity and mortality on the other. It vowed to provide six basic services and left nothing out of the package for children in the age group 0-6 years and pregnant and lactating mothers. The planners felt that the State Governments would be able to provide the desired integration of departments dealing with women and children on the one hand, and the Department of Health on the other and that they would work together with motivation on the scheme. At that time, hardly any State Government had a separate department for women and children and the Social Welfare Department, which had no idea about the spirit of the programme, was given the task in Rajasthan. The only thing that their officers could understand was provision of

nutrition in the form of rice and pulses, to be cooked at the Anganwadis and given to the children.

Box - 2
Objectives and Services of ICDS

Objectives	Services
<ul style="list-style-type: none"> i. to improve the nutritional and health status of children in the age-group 0-6 years; ii. to lay the foundation for proper psychological, physical and social development of the child; iii. to reduce the incidence of mortality, morbidity, malnutrition and school dropout; iv. to achieve effective co-ordination of policy and implementation amongst the various departments to promote child development; and v. to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education. 	<ul style="list-style-type: none"> i. supplementary nutrition, ii. immunization, iii. health check-up, iv. referral services, v. pre-school non-formal education and vi. nutrition & health education.

Till 2008-09, ICDS was a 100% centrally sponsored scheme, but in 2009-10, it was modified to 90:10 scheme with a 90% share from the Government of India and 10% from the state government. Under the new scheme of extensive coverage of the project, in the first stage in 2005-06, 17 new child development projects covering 11041 Anganwadis were sanctioned. In the second stage during 2006-07 four new urban child development projects with 1510 new Anganwadis and 2681 Mini Anganwadis were sanctioned. In the 3rd stage, 26 new child development projects covering 6543 additional Anganwadis and 3523 Mini Anganwadis were sectioned. The 3rd stage is being implemented in the financial year 2009-10. The following Table 10.1 gives the details of the projects under the programme:

Table-10.1
Details of ICDS Projects

S.No.	Particulars	General ICDS		
		Projects	Anganwadi Centres	Mini Anganwadi Centres
1	Rural Projects	209	37,535	2,108
2	Urban Projects	41	04,593	104
3	Scheduled Caste Projects	28	06,244	469
	Total	278	48,372	2,681

The **Annexure - 10 (I)** gives the details of the budget estimates, revised estimates, expenditure and the percentage expenditure against the revised estimates.

As may be seen from the **Annexure - 10 (I)**, the expenditure under the programme has always been less than the budget provided. During this period (2002-03 to 2008-09), against a total outlay of Rs. 85865.93 lakhs, the expenditure has been Rs. 77868.47 lakhs which is only 90.67 percentage of the outlay.

Table 10.2
Details of the Funds Received from GoI & State (2007-08 to 2009-10)

(Rs. in lakhs)

Heads	2007-08			2008-09			2009-10	
	Grants	BE	RE	Grants	BE	RE	Grants	BE
Under GoI								
CSS	25740.09	25872.44	24764.97	32244.34	25710.89	34111.14	33621.62	44643.36
Under State								
State Plan	241.70	15015.00	15350.01	465.34	21728.95	15405.60	454.91	21379.34
Non-Plan	0.00	136.16	145.31	0.00	166.97	211.34	0.00	261.80
Total of State Heads	241.70	15151.16	15495.32	465.34	21895.92	15616.94	454.91	21641.14
Grand Total	25981.79	41023.60	40260.29	32709.68	47606.81	49728.08	34076.53	66284.50

Source: Integrated Child Development Services, WCD, Jaipur.

Expenditure on the Sahyoginis

Under the ICDS programme, in order to create awareness among the community for nutrition and health status of children between 0-3 years and safe deliveries and providing nutrition, related services and counseling, an extra volunteer named 'Sahyogini' at each anganwadi centre has been deputed from 2004-05. In 2007, after NRHM, the volunteer has been renamed as 'ASHA' - Sahyogini.

The ASHA-Sahyogini provides assistance in organizing MCHN days at the Anganwadi and nutrition and counseling to the families at their doorstep.

Presently, there are 48372 sahyoginis out of which 41,631 have been selected, out of which 37,415 have been trained. The ASHA-Sahyoginis are been paid Rs.500/- per month by the ICDS department.

The Table 10.3 shows the expenditure on the allowances to Sahyoginis who are now working as ASHAs:

Table 10.3
Revised estimates and expenditure on ICDS Sahyogini
(Rs. in Lakh)

Revised Estimates	Expenditure
0.00	0.00
0.00	0.00
295.63	174.74
1404.25	1085.48
1540.79	1279.62
1850.00	1982.22
2080.00	2011.90
7170.67	6533.96

Source: Integrated Child Development Services, WCD, Jaipur.

Expenditure on the Construction of Anganwadi buildings

The ICDS requires a lot of financial assistance for the construction of Anganwadi Centres at the village level. The state government presently with the financial support of NABARD is constructing Anganwadi Centres in the state. Presently, out of sanctioned 51,053 Anganwadi centres, around 17,000 are running in departmental buildings, 11,000 in other state department buildings, 1700 in free community centres and all 21,000 in hired premises. The Table 10.4 shows the expenditure on the construction of anganwadi buildings:

Table 10.4

**Revised Estimates and Expenditure on
Construction of Anganwadi Centers & Office Buildings**
(Rs. in Lakh)

Revised Estimates	Expenditure
0.00	0.00
0.00	0.00
0.00	0.00
0.00	0.00
3379.00	3098.70
3056.05	1495.43
55.10	44.61
6490.15	4638.74

Source: Integrated Child Development Services, WCD, Jaipur.

Supplementary Nutrition

The prevalence of child under nutrition in Rajasthan is very high. As we have seen, the only programme to reduce under nutrition is the ICDS which appears to be well designed, full of funds and having covered the entire state. However, it is a very poorly implemented programme and even now has not come out of its criticism as nothing but a *Daliya* distribution programme. From time to

time surveys have shown that it continues to have its emphasis on supplementary nutrition without any botheration about the other components like reaching out to children under three or getting more and more vulnerable children such as poorer households and children belonging to lower castes. The budget on nutrition is not based on the number of children who are severely under nourished but on the number of children enrolled in the Anganwadi. It appears that the National Rural Health Mission has still to focus on the ICDS. There is still a failure to understand the difference between food supplementation and under nutrition. There is hardly any distinction between the food given to a healthy child and to a child suffering from severe malnutrition or between children below 3 years of age and between 3-6 years except for the quantity. Those districts where the levels of under nutrition are high should have a special focus by the government. In cases of serious illness arising out of under nutrition there is no expertise in the Anganwadi to ensure that if the case has to be referred to a health facility it should be attended to urgently.

As per the Table 10.5 below, the NFHS data show the trends in children's (0-3 years) nutritional status in Rajasthan:

Table 10.5
Trend in Children's Nutritional Status

	Children stunted %	Children wasted %	Children underweight %
NFHS 1	42	21	44
NFHS 2	52	12	51
NFHS3	34	20	44

Attention has also not been paid to meet the Iron deficiency anaemia. Under nutrition has a close relationship with iron deficiency anaemia and needs a special focus for girls. Under the Millennium Development Goals, by 2015, the prevalence of under weight children should decrease by half, a goal which does not appear to be achievable in Rajasthan. According to the Department of Women and Child Development, the percentage of children who were underweight in the age group 0-6 years during the last three years is given in Table 10.6 below:

Table 10.6
Percentage of Children Underweight

Year	Percentage of children underweight
2006-07	54.09
2007-08	54.43
2008-09	52.33

The above figures are quite alarming. Does the programme have any thing to improve the weight of these children? The only input provided by the ICDS for increasing the weight is supplementary nutrition for 300 days in a year. The nutrition is provided by the state and the World Food Programme. The table10.7 shows that the utilization of funds for the purpose has been less than the out lay.

Table 10.7
Expenditure on Nutrition by the Centre and the State

Year	State Plan		By the Centre	
	Revised estimates	Expenditure (Rs in lakhs)	Revised estimates	Expenditure (Rs in lakhs)
2002-03	5200	4981.71	5274.80	4226.47
2003-04	5200	5157.81	3281.57	2857.66
2004-05	8408.02	8362.48	3147.93	2833.20
2005-06	6495.69	6166.03	3284.24	3068.93
2006-07	8000.00	7859.72	8000.01	7859.72
2007-08	10180.00	10105.10	10180.00	10105.10
2008-09	12000.00	11845.14	12000.00	11847.14
Total			45168.55	33698.22

The figures show that the expenditure has been much less than the outlay. The figures from the Department of Women and Child Development also show that in 2008-09 supplementary nutrition covered 48.37 lakh children and pregnant and lactating mothers. The figures from the Women and Child Development also show that there has been a tremendous shortage in the total days of the distribution of supplementary nutrition. The same position was in 2007-08.

Against a target of 300 days, in 2007-08, supplementary nutrition was distributed for only 262 days. The coverage was only 40966 as against the target of 51053. The situation improved to a certain extent in 2008-09 when against a target of 300 days supplementary nutrition was distributed on 275 days and against a target of 51053 Anganbadies, the coverage was 47148.

The figures given by the state government also show that the number of under nourished children covered was far below the target in 2007-08. The situation improved to a certain extent in 2008-09.

In 2007-08, against a target of 38.69 lakh children, only 27.43 lakh were covered. The number of girls in the age group 0 to 6 years was less than boys, although it is known that more girls are under nourished than boys in Rajasthan.

In 2008-09, the achievement was better at 30.1 lakh children against a target of 38.69 lakh. The number of girls was less by 60000.

The other component of the ICDS for improving the weight of the children is the provision of micronutrients like Vitamin A, B group of Vitamins and Iodine. Although they manifest slowly, they have severe handicapping consequences for the growing children. Unfortunately, only Vitamin A has been provided to the children in the Anganbadies. The percentage of children covered is again less than the target with an achievement of around 95.69%. The iodine deficiency has been covered under the ICDS as it has been made compulsory to sell only iodidized salt in the market. The only successful programme under the ICDS has been the near disappearance of night blindness in the desert districts.

Immunization

ICDS holds MCHN days at the anganwadis for regular immunization of pregnant women and children between the ages 0 and 6. The figures up to September 2009 which have from the Department of Medical and Health are given in Table 10.8 below.

Table 10.8
Immunization Coverage

1. Tetanus Toxoid for pregnant women	-	41.84%
2. Oral Polio vaccine -3	-	41.40%
3. DPT-3	-	41.40%
4. BCG	-	47.07%
5. Measles	-	42.19%

Source: Department of Medical & Health Services, GoR, 2009.

Districtwise, the highest achiever for **tetanus toxoid** was Hanumangarh (51.48%) and the lowest was surprisingly Jaipur-II with 32.82%. For **Oral Polio vaccine-3**, the highest achiever was Bhilwara with 49.00% and the worst was again Jaipur-II with 29.23%. For the **three doses of DPT**, the highest achiever was Ganganagar with 49.24%, Jaipur-II was yet again the worst with 29.88%. For **BCG**, the best performance was by Sawai Madhopur at 54.36% and the worst was Ganganagar at 39.86%. For **Measles**, the highest achiever was again Bhilwara at 50.18% and the worst again Jaipur-II with 30.61%. The CMHO II was not able to figure out the exact reason for this dismal performance blaming it on lack of equipments, facilities and staff. It seems that it is an administrative failure for such a poor performance.

However, according to the survey of DLHS-3, for the period 2007-08, the following picture emerges as per Table 10.9.

Table 10.9
Child Immunization

Child Immunization	DLHS-3 (2007-08)		
	Total	Rural	Urban
Children 12-23 months fully immunized (%)	48.8	46.7	58.5
Children 12-23 months not received any vaccination (%)	14.3	15.4	9.3
Children 12-23 months who have received BCG vaccine (%)	82.3	81.6	88.4
Children 12-23 months who have received 3 doses of DPT vaccine (%)	55.6	53.5	65.6
Children 12-23 months who have received 3 doses of polio vaccine (%)	63.9	62.6	70.0
Children 12-23 months who have received measles vaccine (%)	67.5	65.7	75.9

There is a difference between the above figures and those given by the NFHS-III

1. Children 0-3 fully immunized	26.5%
2. Anaemia in children less the 3 years	79.5%
3. Vit A coverage	
(According to NFHS-III)	13.2%
(According to DLHS-3)	50.8%
4. Institutional Deliveries	
I. According to NFHS-III	32%
II. According to DLHS-3	50.8%

These major differences in the figures from different sources need to be looked into immediately and corrected.

Pre-School Education

The anganwadi centres impart pre-school education to children between 3 to 6 years for their mental and physical development. The parents are also encouraged to enroll their children in schools in coordination with the Sarva Shiksha Abhiyan (SSA).

Table 10.10
Year-wise Details of Sources of Nutrition

Sr.	Source	2008-09		2009-10	
		Target	Ach	Target	Ach
1	World Food Programme	0.72	0.65	0.68	0.61
2	State Programme	17.65	11.65	13.82	11.20
		18.37	12.30	14.50	11.81

* The estimates above are based on monthly averages in a year.

Table 10.11
Category wise Beneficiaries

	Year	Boys	Girls	Total
1	2008-09	620742	608912	1129654
2	2009-10	595918	585090	1181008

Thus, one can see from the above tables that the pre-school component is still very weak. The ICDS officials also have not been focusing on this component.

Kishore Shakti Yojana (Adolescent Girls)

The scheme is being implemented as Apni Beti Yojana in the state. The scheme is being operated in all urban and rural blocks for never enrolled /drop out girls in the age 11-18 years. 30-30 girls from one Panchayat headquarter of the 237 Panchayat Samiti and 60-60 girls from two Aanganwari of 37 urban ICDS projects have been benefited. The activities include mainstreaming girls into the formal school system, conducting health check ups, life skill training and preparing them for creative and income generating activities.

Health Education

To monitor the growth of children between 0 - 3 and 3 - 6 as well as pregnant and lactating mothers growth charts are been generated on the basis of their weight to identify severely malnourished and malnourished categories and thereby offering medical assistance. The medical check-ups, ANC & PNC are being done by the ANM and IFA & medical kits are being distributed. The details of physical progress are as follows:-

Table 10.12
Physical Progress

Sr. No.	Details of Beneficiaries	2008-09	2009-10
1	0-3 years children	7001051	5381407
2	3-6 years children	6297037	4673706
3	Pregnant & lactating mothers	4657969	3628026
4	Total	17956057	13683139

Table 10.13
Categorization of Children

Sr. No.	Year	No. of Children Weighed	Normal	Malnourished	Severely malnourished
1	2007-08	3056582	45.56	54.21	0.23
2	2008-09	3832611	47.67	51.52	0.81
3	2009-10	3909343	52.69	46.61	0.70

The data above already shown that more than half of the children still remain in the malnourished category raising a concern over the success of the programme.

Areas of Concern

1. One of the major problems in the scheme has been the type of nutrition which is given to the children and pregnant and lactating mothers. There has been a major disagreement between the Planning Commission and the Ministry of Women and Child Development whether hot meals should be provided or pre-cooked meals. Under the scheme, more supplementary nutrition is to be given to severely malnourished children. Severely malnourished children, suffering from various illnesses, cannot consume even the normal quantity of food let alone greater amount of food at one time.
2. The training given to the Anganwadi Workers is haphazard and most of the Workers are not trained properly to undertake the massive responsibility given to them.
3. A large number of posts of lady supervisors are vacant. For years, the proposal to develop a proficient child development services cadre in the state has been pending.
4. CDPOs are officers of the Rajasthan Administrative Services and Rajasthan Tehsildar Services. They are not trained and they are very reluctant to join as CDPOs.
5. The main problem is the lack of any input for human resource development. There is no serious training of the officials.
6. The adolescent girls have been included in the scheme because there was no other programme for them to be slotted. There is hardly any self-development, recreation or skill formation for them.
7. Very poor rentals are provided for an Anganwadi. Most of the space available is used for storing food and registers.
8. Reports suggest that most of the children come for a couple of hours and take their meals or take away the supply of raw food home. Similarly, mothers also are hardly benefiting from the programme, as the Anganwadi centre is used only on the day of immunization. Supplementary nutrition is mostly taken home by them.

Suggestions

1. Develop proficient child development services cadre.
2. The focus should be on nutrition rather than providing meal.
3. There should be a referral system for severely malnourished children.
4. A proper human resource management for filling up vacancies and designing appropriate training programme for all ICDS officials.
5. Stress on components other than nutrition to the pre-school and adolescent services.

Annexure-10(I)**Budget Estimates and Expenditure****(in lakhs)**

Year	Particulars	Budget estimates	Revised estimates	Expenditure	Percentage expenditure of Revised estimates
2002-03	ICDS Gen CSS	7181.97	8154.51	7330.94	89.90
2003-04	ICDS Gen CSS	9646.12	9830.93	7849.67	79.85
2004-05	ICDS Gen CSS	8952.70	9223.23	8111.80	87.95
2005-06	ICDS Gen CSS	12206.55	9273.36	8464.89	91.28
2006-07	ICDS Gen CSS	15038.13	13289.70	12177.36	91.63
2007-08	ICDS Gen CSS	15270.88	14108.08	13707.59	97.16
2008-09	ICDS Gen CSS	16123.93	21986.12	20226.22	92.00
	Total	84420.28	85865.93	77868.47	90.67

Sanitation is the basic daily need for human beings. The population pressure, industrialisation, urbanisation, etc. have put extra burden on the facilities for sanitation. The situation of sanitation, particularly in our rural areas has been highly unsatisfactory and is often adversely commented upon by tourists. Many programmes were initiated in the past to expand coverage and to improve sanitation but with little success. In 1999, the DODWS launched 'Total Sanitation Campaign' (TCS), which is a demand responsive, community-oriented, low-subsidy programme in a major project mode. From 2002-2003, the entire Central Rural Sanitation programme (CRSP) has been converted into TSC. The objectives of TSC are to attain 100 per cent sanitation coverage in terms of household, school and Anganwadi toilets and also providing hygiene education to the people. The link between sanitation and health is inseparable and it also provides privacy and dignity to women.

The practice of open defecation, particularly in rural areas, is due to a combination of factors- the most prominent of them being the traditional behavioral pattern and lack of awareness of the people about the associated health hazards. The TSC programme aims to achieve universal sanitation coverage by the

Eleventh Plan. This is also intimately connected with the environmental cleanliness.

Performance of Total Sanitation Campaign

The performance of total sanitation campaign programme during the Tenth and the Eleventh Plans in Rajasthan is given below:

Financial Progress

Table -11.1

Performance of Total Sanitation Campaign in Rajasthan during X and XI Plans

(Rs. in lakh)

Plan	Approved Amount				Released Amount				Expenditure			
	Centre	State	Beneficiary	Total	Centre	State	Beneficiary	Total	Centre	State	Beneficiary	Total
X (2002-07) 27 Projects	43114.25	17317.47	5800.87	66232.59	6587.80	3872.07	531.07	10991.63	5297.50	1866.30	395.39	7559.21 (68.77%)
XI (2007-10) (Upto Nov.'09) O-Projects)	0	0	0	0	9784.54	1969.35	1001.53	12755.42	6414.48	2432.29	815.78	9662.76 (75.75%)

Source: GoR, Jaipur and Ministry of Rural Development, GoI.

From the above Table, it is evident that in the Tenth Plan, a total of 27 projects under TSC were sanctioned with an approval of Rs. 66232.59 lakh which included funds from Centre, State and beneficiaries as provided in the Scheme. The releases were, however, restricted to Rs. 10991.63 lakh. Out of this only Rs. 7559.21 lakh were spent, which comes to 68.77 percent. In the Eleventh Plan no further projects were approved as there was a huge back log. Total releases in the Tenth Plan and first three years of the Eleventh Plan are Rs. 23747.05 lakh, still keeping a balance of Rs. 42485.54 lakh for the remaining period of Eleventh Plan. For the Eleventh Plan, up to November 2009, the expenditure made was 75.75 per cent.

Physical Achievement

Under physical performance, the number of sanitation projects completed under various categories like IHHL-BPL, IHHL-APL, Sanitary Complex, School Toilets and Anganwadi Toilets are given in the Table below:-

Table-11.2
Physical Performance of TSC during X and XI Plans in Rajasthan

S.No.	Category	X Plan Coverage (No.)	XI Plan Coverage (Up to Nov.'09) (No.)
1.	IHH-BPL	174663	369949
2.	IHH-APL	271915	1624507
3.	Sanitary Complex	176	179
4.	School Toilets	25044	25008
5.	Anganwadi Toilets	3396	5322
	Total	475194	2024965

Source: GoR, Jaipur and Ministry of Rural Development, GoI.

As compared to the entire Tenth Plan period, the physical performance under TSC have been more than four times in the first three years of the Eleventh Plan Period (upto Nov.'09). It seems that the APL families in rural areas are going for more sanitation facilities as compared to the rural BPL families. This could be due to lack of awareness, resources, etc with BPL families. There is need to step-up work for sanitary complexes, school toilets and Anganwadi toilets and by and of the Eleventh Plan, the total coverage should be attempted.

Indicators for Monitoring of TSC

There could be two major quantifiable monitors and some qualitative as under:

1. Achievement of Financial Targets.
2. Achievement of Physical Targets.

Areas of Concern

The TSC scheme provides funding from the Center, the State and the beneficiaries. Therefore, depending on the availability of funds, expenditure is

made according to total releases. There have been short falls in both the Tenth and the Eleventh Plan periods. As no targets have been made available, it is difficult to comment on the physical achievements. One can, however, infer that as financial targets could not be achieved, there has to be a short fall in physical achievements as well.

Suggestions

With regard to qualitative aspects, there is no report available on any study on the IHHL for BPL and APL families as well as on Sanitary Complexes, School Toilets and Anganwadi Toilets. There has to be proper regular maintenance of these facilities to keep them usable. All the toilets must have adequate provision for water supply and financing of O&M. Involvement of local communities, particularly Gram Panchayats is vital for providing sustainability to the Total Sanitation Campaign.

Availability of water supply for drinking water has always remained a major problem and constraint in the overall development of the state. The state has 10 per cent of geographical area of the country with only one per cent water resources that too from scanty and erratic low rainfall (531 mm.). Gross annual draft of ground water in the state is 13 BCM against a recharge of 10.4 BCM. Thus, there is over-exploitation of ground water resources. The available water also has a high TDS, salinity, fluoride and nitrate contents, from quality point of view.

In addition to these, high population growth rate with its sparse distribution, has aggravated the task of providing safe drinking water. On account of these problems, about 70 per cent habitations of the State are problematic from the point of view of potable drinking water. The Government of India's major intention in water sector started in 1972-73 through Accelerated Rural Water Supply Programme (ARWSP) for assisting states to accelerate the coverage of drinking water supply.

As per the latest survey, there are 39617 habitations and 82633 other habitations in the State, as follows:

Table-12.1
Number of Habitations in the State of Rajasthan

S.No.	Particulars	Total Number
1.	N.C. Habitations due to quality	34183
2.	N.C. Habitations due to source being more than 1.6 km away	31030
3.		17159
4.	Slipped Back Habitations (to PC status) FC Habitations.	39878
	Total	122250

Source: Eleventh Five Year Plan of Rajasthan, Vol. I, Govt. of Rajasthan

The State has set the following objectives and priorities for the Eleventh Plan for water supply, particularly the rural water supply:

- i) Providing safe water supply to 34183 quality affected habitations.
- ii) Providing safe water supply to 31030 habitations having safe water source at more than 1.6 km away.
- iii) Providing safe water supply to slipped back habitations as per norms i.e. up to 40 LPCD.

Although Bharat Nirman Programme had envisaged completion of the above targets by 2008-09, but it is not feasible, mainly due to a gap in the availability of funds and the fiscal absorption capacity of the department (State Govt. XI Plan). The State Govt. has proposed some measures to improve fiscal absorption capacity of the department to accelerate the water supply programme. During the Eleventh Five Year Plan, Swajaldhara principles are to be adopted by the State Government as per local conditions and adequate flexibility has been provided to incorporate such principles under on-going ARWSP itself.

Performance of ARWSP

The performance of ARWSP in Rajasthan during the Tenth and the Eleventh Plans is given as under in Table below:

Table-12.2
Financial Performance of ARWSP in Rajasthan

(Rs. in Lakh)

ARWSP	Availability of Funds	Expenditure
Tenth Plan		
i) ARWSP (Normal)	138966.90	113964.20
ii) ARWSP (Quality)	20600.00	27386.85
iii) ARWSP (DDP)	51956.64	37614.01
Total X Plan	211523.64	178665.06 (84.46%)
Eleventh Plan		
i) ARWSP (Normal)	148619.88	142640.62
ii) ARWSP (Quality)	29378.00	24701.04
iii) ARWSP (DDP)	51966.96	51618.08
Total XI Plan (upto Nov.' 09)	229964.84	218959.74 (95.21%)

Source: GoR, Jaipur.

Table above shows that both Normal ARWSP and ARWSP- Desert showed better financial performance in the Eleventh Plan as compared to the Tenth Plan. Overall financial performance was satisfactory. It was 84.46 per cent in the Tenth Plan and improved to 95.21 per cent in the first three years of the Eleventh Plan. According to the Tenth Plan (2002-07) document of Planning Department, Govt. of Rajasthan, the following financial picture emerges for ARWSP.

Table-12.3
Financial Performance of ARWSP in Rajasthan during the X Plan

(Rs. in Lakh)

	Outlay	Released by GOI	Expenditure
* a) Normal ARWSP (including Quality)	155425.74	128463.22	137929.69
b) DDPARWSP (100% Central Share)	49308.49	43181.44	45525.30
* ARWSP (Normal) 50% : 50%			
ARWSP (Quality) 75% : 25%			

Source: GoR, Jaipur and Ministry of Rural Development, GoI.

This shows that the expenditure was more than 100 per cent of the releases of Govt. of India. This also shows a satisfactory performance. According to the Eleventh Plan document of Rajasthan, there was an outlay of Rs. 66040.00 lakh in the Tenth Plan and the likely expenditure was Rs. 100407.00 lakh. For the Eleventh Plan the proposed outlay is Rs. 267058.00 lakh.

Table -12.4
Physical Performance of ARWSP in Rajasthan during the X Plan

Drinking Water-Villages to be covered (No.)	Target	Achievement
a) Main Habitations	190 (302)*	236
b) Other Habitations	3594 (7811)*	4368
c) P.C. To F.C.	38681 (43178)*	50639
<i>* Revised Tenth Plan Targets</i>		
<i>Source: Tenth Plan Review 2002-07, Planning Department, Govt. of Rajasthan</i>		

As per the original targets, the achievement was more but with revised targets, it was short.

Table-12.5
XI Plan Physical Achievement

Coverage of Habitations (No.)	2007-08		2008-09	
	Target	Achievement	Target	Achievement
a) Cap. 99	749	643	846	440
b) Slipped back P.C.	2450	1827	1596	2165
c) Quality affected	1262	1370	6105	2889
d) Slipped back NC	1311	1513	1798	1940
Total	5772	5353	10345	7434
<i>Source: Department of Planning ,Govt. of Rajasthan</i>				

The Table above shows that in the first two years of the Eleventh Plan, the targets of coverage of habitations have not been achieved. In 2007-08, the shortfall was 419 habitations which increased to 2911 in 2008-09. This shows that in the remaining period of the Eleventh Plan, much more efforts would be needed to provide drinking water to all the targeted habitations.

Indicators for Monitoring of ARWSP

1. Financial indicator: There has been short fall in expenditure against the availability of funds in the Tenth and Eleventh Plan periods.

2. Physical: There has been a short fall in the physical achievements in the coverage of habitations, both in the Tenth and the Eleventh Plan periods.

The State Government had shown some apprehension in the Eleventh Plan document that targets would not be achieved to cover all habitations due to financial and operational constraints.

Areas of Concern and Suggestions

For rural water supply, it is not merely the provision of infrastructure but a number of other aspects are also important for the success of the programme to provide the daily needs of water to masses in the rural areas. These could be:

a) Sustainability: Habitations that are covered in earlier years slip back due to various reasons to 'not covered' or 'partially covered' status. The reasons could be water sources going dry or lowering of ground water systems working below their capacity due to poor O&M, pollution in water affecting quality of potable water and normal depreciation of the systems. Increasing population, leading to emergence of new habitations, also increase the number of unserved habitations. Expansion of industries in rural areas and a large number of approvals of SEZs will further aggravate the availability of water (ground water) in rural areas. Restoration of tanks can provide a local solution to collect and conserve rain water and recharge the ground water. It is important to apply the principle of subsidiary to collect water, store water, use water and manage waste water as close to source as possible. A strict ground water regulation is need of the hour for a state like Rajasthan.

b) Water Quality: Bharat Nirman Programme aims at addressing water quality problems in all the quality-affected habitations by 2009. The state is lagging behind at present. The efforts should be to make water source sustainable and at the same time look for alternative surface source to meet any emergency arising in future. Dilution of contaminated ground water can also be considered.

c) Decentralisation: Involvement of communities from planning stage to implementation and monitoring is essential for sustainability. The 73rd and 74th Constitutional Amendments have devolved the water supply responsibilities to PRIs/Local bodies. This is yet to make a desirable impact on the ground. The Twelfth Finance Commission has also made recommendation in this regard and also provided funds for O&M of the water supply systems in rural areas.

d) Financing of the Capital cost and O&M of Rural water Supply Programme: The Bharat Nirman Programme has nearly doubled the funds available for the sector through the ARWSP. The Centre is also encouraging external assistance for this sector.

Scenario in Rajasthan

While dealing with the mid-term review of the 11th Five Year Plan for MDMS in Rajasthan, it will be worthwhile to have a look at the scenario on the eve of launching the plan, on the basis of which targets have been fixed for the Plan period.

1. Dimensional Aspects

MDMS was being implemented in all Government aided, EGS Centres and Alternative and Innovative Education Centres in rural and urban areas of Rajasthan before the beginning of 11th Five Year Plan. The scheme covered more than 76 lakh children studying in class I to V in approximately 74500 schools. According to 11th Five Year Plan document of Rajasthan, the menu for the mid-day meal had a variety of food items served to students. The food items included Dal-Roti, Vegetable-Roti, Dal-Bati, Khichdi, Sweet Rice etc. which were served by rotation to children. The food contained atleast 400 calories and 12 grams protein per child. Hence the food had tremendous nutrition value, and if served, as desired, could be beneficial to a child's health.

In view of the magnitude of every-day work entailed in the supply of cooked food to children, the Government encouraged public-private partnership which came into vogue from January 2006. The response of some charitable trusts and NGOs was commendable and such organizations as the Akshay Patra Foundation, Nandi Foundation, Adanya Chetna Trust, Havel India Ltd.

Hindustan Zinc etc. came forward to take the responsibility of supplying cooked food to schools. The Government also set up a Mid Day Meal Trust to facilitate the involvement of the willing Trusts and Foundations in MDMS.

2. Mechanized Kitchens

On the eve of the 11th Five Year Plan, 11 mechanized centralized kitchens were in operation, catering to the needs of 4.11 lakh children in more than 2062 schools. The kitchens had been set up by charitable trusts and NGOs. It was proposed that an additional 2.55 lakh children would be covered under the scheme by means of 10 more mechanized centralized kitchens. The expectation was that by the year 2007 around 6.66 lakh children would be supplied hot meals, cooked at these mechanized kitchens. The Government firmly held that the food would be cooked in the most hygienic conditions in order to protect children from contamination and consequent health hazards.

3. Other Methods for MDMS

Apart from mechanized kitchens, the MDMS was also dependent on indigenous methods viz. food cooked at the schools by either the teachers or a village woman specially designated for the job. Community participation was encouraged to supervise the quality of the food cooked at school. The Government of India allotted Rs. 28.16 crore for construction of 4694 kitchen-cum-stores at the schools and another Rs. 6.39 crore for purchasing kitchen equipments and eating and cooking utensils in 6787 schools. More than 34000 kitchen-cum-stores had been constructed in schools, and 14000 more such kitchen-cum-stores were being constructed. Cooked meals were also being supplied by Annapurna Mahila Sahakari Samities to nearly 3.45 lakh children in more than 3200 schools, spread in the 32 districts.

Thus, the MDMS in the state has covered almost all elementary schools and food was being supplied through Foundations, NGOs and Trusts, cooked under

centralized kitchen arrangements and also through locally arranged system of cooking.

4. MIS and Health Care

Effective MIS system has been developed for better monitoring of MDMS at the school, block, district and state level. The system is in operation at 237 blocks of the state. Intensive medical check-up of all students getting mid-day meal is being done every year. A sum of Rs. 15.92 crore has been provided for the supply of micro-nutrients, vitamin A, iron, folic acid and deworming tablets to the children, through the Medical and Health Department.

5. Laurels for MDMs

The MDMs was evaluated by such agencies as UNICEF and CUTS, which appreciated its implementation in Rajasthan. The Government of India too gave credit to the State for successful implementation of the programme with stress on quality of food given to the children. The programme, besides being beneficial to children, is responsible for generating employment to atleast one lakh persons.

Considering the good work being done under MDMS, the 11th Five Year Plan has proposed Rs. 65500.00 lakh out of which 9500.00 lakh are for the annual plan 2007-08 as the state matching share.

MDMS and 11th Five Year Plan

As stated above the MDMS is claimed to have been implemented quite successfully in Rajasthan, for which the State has received accolades from independent agencies like the UNICEF and also from the Government of India. In financial terms also, the MDMS has been bestowed with substantial funds for the 11th Five Year Plan. The utilization of funds against the outlay and the target and target achievements are given in the following table since the 10th Plan and upto 11th Plan period (2007-09).

Table- 13.1
Utilization of funds against the Outlay and Target during the X and XI (2007-09)
Five year Plan

(In lakhs)

(in numbers)

Plan Period	Financial			Physical		
	Outlay	Expenditure	% of Utilisation	Target	Achievement	% of Achievement
2002-07 (10 th Plan)	66000:00	54142:00	88%	-	76.78	100%
2007-08 (11 th Plan)	32900:00	28117.35	85.46%	93.50	83.75	89.57%
2008-09 (upto March 09)	40942.57	41615.50	101.64%	80.71	54.88	67.99%

Source: X Five Year Plan , GoR and Annual Plan Review 2007-08, 2008-09 GoR

As evident from the Table above, the funds made available for the entire period of the 10th Five Year Plan were utilized to the extent of 88% and 100% target was achieved, bringing 76.78 lakh children under the MDMS. The trend continued as far as the utilization of funds was concerned and during the year 2008-09 (upto March 09) the utilization was 101.64%. But, strangely enough, the target of covering 80.71 lakh children (including children of primary and upper primary classes) could be achieved only to the extent of 67.99%. The enrolment of children for MDMS for the year 2009-10 stood at 80.71 lakhs. The latest figures of children brought under the MDMS are not available, though the expectation is that the percentage of achievement might have gone up.

Observation

There is no denying the fact that the MDMS has been a successful venture in the state and has definitely contributed in accelerating the process of UEE. But, there are serious doubts about the incentive-based enrolment in schools. **The reports about children coming only for mid day meal and absenting themselves in the afternoon session do create apprehension about MDMS as an instrument of alluring children to schools.** A study of attendance in elementary schools in Rajasthan, sponsored by the MHRD Government of India, has brought out the

pattern of students' presence in schools. The attendance in the post-mid-day meals session has generally been much reduced as compared to the attendance in the pre-mid-day-meal session. **Allurements therefore, have only a peripheral impact and can at best be only one of the instruments to accelerate enrolment for achieving the objective of UEE. It is a means to an end and not the end in itself.**

The MDMS has, however, contributed a great deal in providing nutrients to children-particularly of the marginalized sections of the society, for whom these things were beyond reach.

The MDMS, despite the introduction of centralized and mechanized cooking of food and its supply to schools, still remains, to a great extent, dependent on local arrangements in schools. Local women are generally entrusted with cooking responsibility. Their own cleanliness is suspect, while the place of cooking too is not conducive for non-contaminated food. The situation is, however, changing for the better, in view of the construction of kitchen-cum-stores for schools, and one hopes that almost all schools will have such facility.

Cooked hot food, supplied is reported to be uncontaminated, though one comes across the incidences of foreign elements finding their way into the cooked food. What, therefore, is needed is the strict supervision and random checking of cooked food at the community and administrative levels.

In Rajasthan, the Rural Development and Panchayati Raj Department of the State Government has brought out detailed guidelines for the implementation of MDMS. If followed with conviction and commitment at the supervisory level, the MDMS would be free from all possibilities of contamination to the benefit of children at large.

The guidelines have laid down that teachers' involvement in MDMS should be avoided. **But, in practice, the programme tends to involve the teachers and hence their focus on their main job of teaching gets deviated to the**

detriment of children's classroom activities. There is need to take measures for making the teacher completely free from MDMS responsibilities.

Areas of Concern

The MDMS, as a means to attract children to schools, has succeeded to a great extent, though, despite sophisticated techniques used for cooking and supply of food to the schools, there are schools to which such facilities have not yet reached. There is need for strict supervision and monitoring of the MDMS with random checking of cooked food. It has to be ensured that teachers' main function of teaching is not adversely affected by MDMS.

Suggestions

It is necessary to keep in mind that MDMS is now primarily a programme for providing nutrients to children, who are, otherwise, deprived of such significant ingredients for proper growth, and not merely an incentive for enhancing enrolment in schools. Hence, MDMS should not be mixed up with concerns for quality education.

Setting the Perspective

Sarva Shiksha Abhiyan (SSA) – the flagship programme for universalizing elementary education is, in fact, a continuation of the process which was initiated in the year 1947, aimed at wiping out the stigma of educational backwardness in independent India. It is a recognition of the undeniable truth that despite herculean efforts since the onset of independence in the year 1947, not much headway has been made on the road to universalize quality education in the country. A huge mass of children still remain out of school. Needless to say that most of these out of school children belong to the marginalized sections of the society.

The SSA's Perspective

In SSA's perspective, there is stress on improving the quality of education, along with achieving the objective of universal enrollment of children in schools. Dispensing with a centralized planning process for achieving the objective of UEE, the SSA lays emphasis on decentralized planning for which it seeks the creation of structures at the District, block and cluster levels, endowed with the responsibility of generating, sustaining and further developing the resources, both human and material, for universalizing quality education.

The structural support system comprises of the SPD, DPC, BRCs and CRCs at the state, district, block and cluster levels respectively. Structural support invigorates the other components of school education viz. the school, the teachers, the children and the community/ parents. Hence, being in close proximity of the schools, the BRCs and CRCs provide the structural support (both in academic and administrative terms) to them. In fact, the BRC's and CRC's main focus is on the schools through which they reach to other components for discharging their responsibilities under the overall supervision of District level education authorities, who in turn carry out the mandate given to them by the state level structures created under the SSA.

Coming to other components, one finds that these are both in the form of structures like the school and human resources viz. teachers, children, the community/parents etc. The school is taken to be the basic structural form, as well as the primary unit of a child's education - a resource unit, for laying the foundation of the development of child's personality, equipped with age-related academic and positive attributes. The teacher is the king-pin of the school system, a catalytic resource, enabling the child to manifest all his/her inherent creativities and acquire the necessary cognitive and non-cognitive skills.

The children, being the target component of the school system, are at the centre of the school's educational endeavors and for whose holistic development all other components of the school system are operationalised. Children are the futuristic human resource, contributing to a nation's socio-economic and cultural growth.

The community/parents have stakes in children's education and play a crucial role in the stability and development of a school as a resource generating unit for quality education. The structural support system, as stated above, is needed for the proper functioning of the schools, ensuring regularity, retention,

infra-structural facilities (including academic resources) and accountability at all levels.

Quality of Education: some indicators: -

Quality of education has acquired significant dimension under the SSA's perspective of universalizing elementary education, since it is now being strongly felt that the mainstream school education system, despite its phenomenal growth in terms of quantity, woefully lacks quality in education, particularly in the case of children belonging to deprived sections of the society. Under new perspective of universalizing elementary education, the SSA lays stress on quantity (maximizing enrollment), equity (with gender sensitivity) and quality (as reflected in children's cognitive and non-cognitive levels of understanding). The SSA has advocated the creation of BRCs and CRCs as decentralized structures, precisely with this objective in view.

Quality of education is a much discussed commodity, though, without a clear-cut and definable form. Still, it is possible to recognize some indicators which have acquired acceptable form. These indicators can well be grouped under two specific categories, viz. supportive indicators and end-result indicators. The supportive indicators are, in fact, resources which contribute in ensuring quality education. It is widely held that mainstream education system has the paucity of such supportive indicators, thus rendering it incapable or not sufficiently equipped to impart quality education. It is in this context that the SSA has to grapple with spokes in the wheel of quality in school education. These indicators may be identified as:

1. Infrastructure facilities in the school conducive to quality education.
2. Child friendly environment in the school.
3. Accountability and commitment of teachers and community/ parents.
4. Child-centered and contextually relevant curriculum.
5. Stress on coercion free classroom culture.

6. Classroom transactions in accordance with the child's pace of learning.
7. Avoidance of rote learning and stress on conceptual clarity while teaching curricular contents.
8. Enough space for the manifestation of child's inherent creativities.
9. Freedom from the fear of examination and adoption of continuous evaluation system.
10. Trained, motivated and learning teachers.
11. Avoidance of punishment and stress on self discipline.
12. Non- discriminatory school environment.
13. Community participation in school activities with a sense of commitment and accountability towards the school.
14. Emphasis on both cognitive and non-cognitive (positive) aspects of learning.
15. Availability of appropriate TLM.
16. Monitoring and review of school activities to be a regular feature, well integrated with school timetable.
17. Continuous capacity building of teachers.
18. Joyful and child-centered classroom transactions.
19. Retention and regularity in attendance.
20. Democratic, participatory and transparent management of schools.

Generally speaking, whenever, one talks of quality education in school, the above stated indicators are cited as factors, the absence or lack of which, renders quality education a difficult proposition, if not impossible.

These are, however, at the most contributory factors. Quality of education has to be measured in terms of learner's performance, children's cognitive level and development of positive attributes, reflected in their behavior, attitude, participation in school activities and ability of self-learning. These reflective aspects of quality in education can be identified by the following end-result indicators.

1. Holistically developed child's personality.

2. Subject-wise knowledge corresponding to the age and learning level at a particular class stage.
3. Ability to articulate learning-systematically and logically.
4. Performance as reflected in evaluation.
5. Knowledge, based on conceptual clarity and ability to retain it.
6. Positive attributes like discipline, tolerance, compassion and respect for age and knowledge, fully reflected in the child's attitude and behavior.
7. Widening of mental horizon and inculcation of secular values, respect for democratic principles and gender equality.
8. Love for learning, enquiry, scientific temper and inquisitive mind.

With positive qualities of head and heart, a solid knowledge base and thirst for more knowledge, along with a thorough understanding of the subjects taught, a child may claim to have been a beneficiary of quality education. If a school fulfills the requirements of above stated indicators, it qualifies to be a school imparting quality education. It is possible that a school, supported with all the resources of quality education, may not be able to reflect the end-result indicators. Much, therefore, depends on the ability of making use of the available resources, in a meaningful manner, for improving the quality, in terms of end-result indicators. Herein lies the significance of the SSA, the flagship programme launched for ensuring wherewithal, both human and material, at the school level for imparting education with quality contents, in terms of both supportive and end-result indicators.

The SSA's Main concerns

The SSA is a response to the demand for quality in education with a clear time frame for promoting social justice through basic education, involving all stakeholders viz. PR Institutions, school management committees, the PTAs etc. backed by an expression of political will for universal elementary education. The mission statement of SSA lays stress on 100% enrolment of children in the age

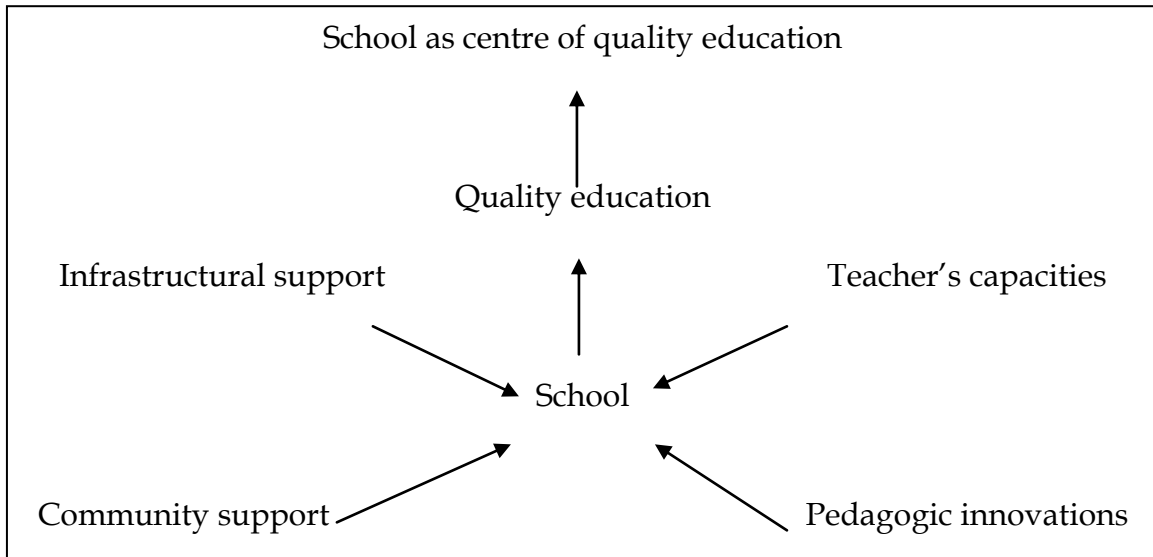
group of 6-14 years, empowering them to be active participants in a knowledge society, with a people-centered mode of implementing educational interventions.

With the advent of SSA, the expectation, in conformity with its mission, was (and continues to be) that the mainstream elementary schools would develop into the centres of quality education. Here the question arises as to how and on what indicators can a school be adjudged as a centre of quality education? Broadly speaking, a school qualifies to be a centre of quality education, if it is able to attain the following:

1. Teachers working in the school have inculcated in themselves the habit of self-learning, in order to enrich their own knowledge, and to supplement the academic inputs received through periodic in-services training.
2. Children in the school have acquired capability of independent efforts to learn with growing appetite for cognitive excellence.
3. The school is able to win parents/community's confidence to encourage their pro-active involvement in school's activities.
4. School becomes integral to community and society with latter's constant vigil on its activities.
5. The school generates a sense of accountability among all the stakeholders, the community, teachers and educational administrators viz. the cluster, block and district level functionaries.
6. The school aspires for higher level of quality in educational standards.

These features of the school as a centre of quality education are reflective of the mission statement of the SSA and hence are on its agenda as an integral part of universalizing quality elementary education. The school functions with the perspective of inclusive growth wherein teacher's commitment parents/community's accountability, children's interest, infra-structural facilities and concern for equity and quality in teaching learning processes, and above all, humane environment become the bricks to be utilized for raising the edifice of the school as the centre of quality education. The following chart reflects the transformation of a school into the centre of academic excellence.

Box - 3 Transformation of School



Comprehensively speaking, a learning teacher, an inquisitive child, appropriate TLM, attractive and productive classroom culture, and accountable, trustworthy relationship with the community are part and parcel of the processes involved in the transformation of a school into a model of quality education. The implementation and consequent achievements of the SSA have to be evaluated on how far, along with universalisation (in terms of enrolment), the mainstream schools have gone up on the scale of quality distributed evenly across rural-urban, sectarian, religio-social and gender differentiations. For, education is a great equalizer and schools are the main vehicle of this equalizing process, wherein quality must not remain imprisoned within the confines of elitism. The laudatory objective of SSA, inherent in universalizing quality elementary education, in fact, aims at liberating quality education from elitist bondage for the benefit of all, through raising the quality standards in mainstream school education system. To what extent this aim has been achieved is an issue which needs to be dealt with objectively, in order to have an understanding of SSA's status as a flagship programme of equity, quality and universal access to the portals of learning. The focus is on Rajasthan.

The parameters for analyzing the status of SSA

Having discussed the theoretical construct of the SSA and the basic concerns for which the SSA is being implemented, it is worthwhile here to identify the parameters for an evaluative analysis of this flagship programme. The parameters are: -

1. Enrolment
2. Dropout and out of school children
3. Gender equality
4. Structural (Administrative) Efficiency
5. Teacher's capacity building
6. Infra-structural facilities
7. Schools and their environment
8. Community participation
9. Quality in teaching-learning processes and learner's cognitive and positive attributes

1. Enrolment

Enrolment is the most elementary concern of the SSA, which, in fact, is the first step to ensure universalisation of quality education. Much headway has been made in this realm since the advent of SSA in the year 2002. It is a fact that even prior to SSA there has been consistent growth in the literacy rate in Rajasthan since 1951. It is evident in the following table:

Table-14.1**Literacy Rate in Rajasthan (in percentage)**

Year	Total	Male	Female	Difference Male/ Female literacy rate	Decadal growth
1951	8.02	13.09	2.51	10.58	-
1961	15.21	23.71	5.84	17.87	7.19
1971	19.07	28.74	8.46	22.90	3.8
1981	24.38	36.30	11.42	24.88	5.31
1991	38.55	54.99	20.44	34.55	14.17
2001	60.40	75.70	43.90	31.80	21.85

Source: Progress in Education – 2001-02. Directorate of Elementary Education Bikaner, Rajasthan

While it was 8.02 in the year 1951, it became 60.40 by the year 2001. The growth was both among the male and female, though for male it was much faster, as a consequence of which the difference between male and female literacy rate became wider over the years. The stress on gender equity under the SSA is significant in this context and the enrolment trend since the advent of SSA needs to be examined keeping this aspect in view. Females constitute around 48% of the total population of the state and the literacy rate among them is only 43.90 as compared to 75.70 among their male counterpart. The following Table gives information about literacy rate in districts having around 50% or more literacy rate among female.

Table-14.2**Literacy Rate (Total and category wise)**

(in percentage)

S. N.	District	All Communities			SC		ST		Rural female literacy rate
		M	F	T	M	F	M	F	
1.	Churu	79.69	53.35	66.81	67.76	40.30	83.29	57.06	50.93
2.	Hanumangarh	75.18	49.56	63.05	61.86	35.33	69.29	42.03	46.27
3.	Jaipur	82.80	55.52	69.90	77.00	41.39	78.14	38.88	43.86
4.	Jhunjhunu	86.09	59.51	73.04	81.53	51.64	85.77	55.64	59.25
5.	Kota	85.23	60.43	73.53	77.13	44.58	77.43	46.42	49.85
6.	Ganganagar	75.53	52.44	64.74	60.12	34.31	68.94	40.27	47.19
7.	Sikar	84.34	56.11	70.47	79.74	46.93	82.57	50.05	55.27

Source: Statistical Abstract – Rajasthan 2009 and census report 2001.

Out of 32 districts in Rajasthan, only 7 districts, as given in the table above, have around 50% or above literacy rate among females with Kota topping the list (60.4%) followed by Jhunjhunu (59.5%), Sikar (56.1%), Jaipur (55.5%), Churu (53.4%), Ganganagar (52.4%) and Hanumangarh (49.6%). The lowest literacy rate is in Jalore (46.5%) and Banswara (44.6%) districts. Rural female literacy rate is highest in Jhunjhunu (59.25%) and lowest in Banswara (24.43%). Female literacy rate is quite low among the SCs and STs though there is considerable upsurge among males in this context.

Here it may be stated that most of the districts, barring Kota and Jaipur, with around 50% and above literacy rate for female are from the Shekhawati region of Rajasthan. This region is known for the origin of renowned industrialist families which, though settled elsewhere in the county, have continued to bestow their larges on the region particularly in education sector. Hence there is a favorable education environment and women have also been beneficiaries of this situation. As for Jaipur, it is the capital district of Rajasthan with consequential benefit of resources, thus contributing in better female literacy rate. Kota has now become an educational hub in the state with better educational facilities. Whether these conditions and facilities can be replicated in other districts is hypothetical since much depends on the improvement in EDI therein, though there is upward trend in all the district in the state.

This literacy status in the state (2001) provides the basis for SSA to formulate strategies specifically directed to girls education, of course without negative fallout on the educational needs of boys in all categories. Hence, there is (and should be) continued stress to bring about gender equality along with equal opportunities for children of the marginalized sections – SCs, STs and minorities. The enrolment status in this context will provide vital information about SSA's contributions in this realm. The following table gives enrolment position since the year 2005-06 to 2008-09.

Table-14.3**Enrolment Status (inclusive of Govt. and private schools) 2005-06 to 2008-09****(in numbers)**

S. N.	Year	Boys			Girls			Total			Category wise % of enrolment				
		PS	UPS	T	PS	UPS	T	PS	UPS	T	Gen	SC	ST	OBC	Minority
1	2005-06	4752191	1816802	6568993	4176715	1121883	5298598	8928906	2938685	11867591	15.67	19.49	14.71	49.24	0.88
2	2006-07	4877098	1982537	6859635	4284476	1329299	5613775	9161574	3311836	12473410	15.08	19.26	14.62	48.93	2.11
3	2007-08	4704737	2034255	6738992	4103189	1404543	5507732	8807926	3438798	12246724	12.16	19.45	14.95	48.55	4.89
4	2008-09	4690225	2074872	6765097	4050988	1487944	5530932	8740213	3562816	12304029	12.65	19.42	15.08	48.25	4.50

The period covered in the above table has been under the SSA. It is evident that there has been steady rise in enrolment over the years (since 2005-06 to 2008-09), though with some minor fluctuations. The enrolment under elementary education (private schools included) in the year 2005-06 was 1,18,67,591 (one crore, eighteen lakh, sixty seven thousand five hundred and ninety one) which rose to 1,23,04,029 (one crore twenty three lakh four thousand and twenty nine by the year 2008-09. The enrolment shown in DISE-Rajasthan 2008-09, is 12799884. The difference comes to a little less than 5 lakh, which is inexplicable. Be it as it may, the fact remains that there has been improvement in enrolment status during the SSA, minor slowing down after 2006-07 notwithstanding. What is, however, significant is the increase in the enrolment among SCs, STs, OBCs and minorities, though it is not substantial. OBCs do have a lion's share in enrolment around 48% throughout the period covered in the table.

The enrolment of girls in elementary education in percentage terms is given in the following Table:

Table-14.4**Enrollment of Boys (Inclusive of Govt. and Private Schools) 2005-06 to 2008-09**

Year	Total enrolment			Girls enrolment			% of girls enrolment		% in the total
	PS	UPS	Total	PS	UPS	Total	PS	UPS	
2005-06	8928906	2938685	11867591	4176715	1121883	5298598	46.77	38.18	44.64
2006-07	9161574	3311836	12473410	4284476	1329299	5613775	46.76	40.13	45.00
2007-08	8807926	3438798	12246724	4103189	1404543	5507732	46.58	40.84	44.97
2008-09	8741213	3562816	12304029	4050988	1487944	5538932	46.34	41.76	45.02

The enrolment of girls both in primary and upper primary schools registered an upward trend in the year 2006-07, but there was a bit slow down in the subsequent year, which picked up again in the year 2008-09. In percentage terms, the enrolment has remained almost steady with slight variations. The fact, however, remains that the enrolment of girls continues to be around 45% of the total enrolment, despite efforts through additional facilities under Kasturba Gandhi Pathshalas and Aapki Beti programmes, along with incentives like free text books and transport facilities provided to girl students. What is more worrying is the fact that the enrolment at the upper primary level is woefully low, though it has also shown an upward trend since 2005-06. It has come up to 41.76% from 38.18% in the year 2005-06. The dropout rate with reference to girls particularly, may bring out the reasons for low enrolment of girls at the upper primary level.

A look at the enrolment status in govt. and private primary and upper primary schools with a focus on girl's enrolment is shown in the following table:.

Table-14.5**Status of Enrolment in Govt. Managed Elementary Schools and Percentage of Girl's Enrolment**

Year	Enrolment (Total)			Enrolment of girls			% of girls enrolment		
	PS	UPS	Total	PS	UPS	Total	PS	UPS	% of the total
2005-06	6768579	1954938	8723517	-	-	-	-	-	-
2006-07	6525463	2120782	8646245	3256648	916514	4173162	49.90	43.21	48.26
2007-08	6041373	2083219	8124592	3033272	929362	3962634	50.20	44.61	48.77
2008-09	5706689	2052766	7759455	2859547	944458	3804005	50.10	46.00	49.00

Table-14.6**Percentage of Enrolment in Govt. and Private Schools**

Year	% Enrolment (Govt.)			% Enrolment in private schools			% of girls enrolment				Percentage of the total	
	PS	UPS	Total	PS	UPS	Total	Govt.		Private		Govt.	Private
							PS	UPS	PS	UPS		
2005-06	75.80	66.52	73.50	24.20	33.48	26.49	-	-	-	-	-	-
2006-07	71.22	64.03	69.31	28.77	35.96	30.68	76.00	68.95	23.98	31.05	74.33	25.66
2007-08	68.59	60.58	66.34	31.40	39.42	33.65	73.92	66.16	26.07	33.57	71.94	28.05
2008-09	65.28	57.61	63.06	34.71	42.38	36.93	70.58	63.47	29.41	36.52	68.67	31.32

The above two tables give a holistic picture of the state of girl's education at the primary and upper primary levels, along with a growing trend of intrusion by private players in elementary education sector. While it is evident that the enrolment in govt. elementary schools has declined over the years (it came down to 63.06% of the total enrolment in 2008-09 from 73.50% in the year 2005-06) the percentage of enrolment in private schools has gone up in the same proportion. It was 26.49% in the year 2005-06 and has gone up to 36.93% by the year 2008-09. As for the girl's enrolment, the same trend exists. There is around 10% increase in the enrolment in private schools during the last 4 years. The following table gives comparative figures in percentage terms with regard to enrolment of boys and girls in govt. and private primary and upper primary schools.

Table-14.7
Comparatives Status of Gender-wise Enrolment
in Govt. and Private Elementary Schools

Year	Govt. Schools				Private Schools			
	Boys		Girls		Boys		Girls	
	PS	UPS	PS	UPS	PS	UPS	PS	UPS
2005-06	-	-	-	-	-	-	-	-
2006-07	67.02	60.74	76.01	68.94	32.97	39.25	23.98	31.05
2007-08	63.93	56.72	73.92	66.16	36.06	43.27	26.07	33.83
2008-09	60.70	53.41	70.58	63.47	39.29	46.58	29.41	36.52

Decline of enrolment in govt. schools and increase in private schools is a phenomenon worth taking note of. That the enrolment of boys at the upper primary level in private schools is given precedence is only partly true. It is a fact that the boys have been enrolled in private schools in increasing numbers. But the girls too are being enrolled in private schools and the gap between the boy's enrolment and that of the girls is marginal. Whereas the increase of boys enrolment in private schools is by 7.33% in UPS, it is 6.32% in PS. The girl's enrolment has increased by 5.47% in UPS and 5.43% in PS. There exists a gender gap in enrolment which is partly reflective of the male and female ratio in the total population in the age group of 6-14 years. The total population in the age group of 6-14 years as per DISE 2008-09 is 10869469, out of which girls constitute 44.99%. The following table gives information about the enrolment status of boys and girls in percentage terms over a period of 4 years (2005-06 to 2008-09) along with the gender gap in enrolment.

Table-14.8
Comparative Status of Enrolment by Gender (2005-06 - 2008-09)

Year	Total Enrolment	Boys		Girls		Gender gap
		Total	%	Total	%	
2005-06	11867591	6568993	55.36	5298598	44.64	10.72
2006-07	12473410	6859635	54.99	5613775	45.01	9.98
2007-08	12246724	6738992	55.02	5507732	44.97	10.05
2008-09	12304029	6765097	54.98	5538932	45.02	9.96

The table depicts that the gender gap remains almost static which means that the rate of enrolment too remains almost the same over the years.

If one takes into account the female percentage in the age-group of 6-14 years (44.99%) then the enrolment of girls remain in conformity with the male-female ratio in the population of this age group. To this extent the claim of around 98% enrolment has been borne out by these statistics available in the SSA document of the state government's Council of Elementary Education. But the need is to bridge this gap which is not happening at the desired pace.

1. District wise Enrolment Scenario

There are 32 districts in Rajasthan. Enrolment figures in the year 2005-06 and as these are in the year 2008-09 are indicative of the developments in this realm. The enrolment, however, has to be related to the population of a particular district and hence no comparative assessment of district-wise enrolment status is possible. What, however, can be assessed is the declining or increasing trends in enrolment in the districts. The following tables give district-wise trend in enrolment, covering both govt. and private schools at primary and upper primary level, in the span of 4 years.

Table-14.9

District-wise Trend in Enrolment in Govt. Schools (2005-06 - 2008-09)

(in numbers)

District	Govt. Schools (2005-06)			Govt. Schools (2008-09)			Trend
	PS	UPS	Total	PS	UPS	Total	
Ajmer	227465	74049	301514	75394	188041	263435	-38079
Baran	134671	39425	174096	60825	94155	154980	-19116
Churu	189850	66701	256551	48658	165599	214257	-42294
Jalore	228297	58083	286380	94008	154969	248977	-37403
Jaipur	427856	139692	567548	172299	328063	500362	-67186
Kota	139147	47592	186739	45281	101891	147172	-39567
Pali	240016	74003	314019	59525	203904	263429	-50590
Tonk	143027	42345	185372	53262	105854	159116	-26256
Total of 32 Districts	6768579	1954938	8723517	5706689	2052766	7759455	-964062

Table-14.10
District-wise Trend in Enrolment in Private Schools (2005-06 - 2008-09)

District	Private Schools (2005-06)			Private Schools (2008-09)			Trend
	PS	UPS	Total	PS	UPS	Total	
Ajmer	77426	26897	104323	25098	129396	154494	+50171
Baran	48056	21676	69732	7541	75636	83177	+13445
Churu	87677	39694	127371	11763	138829	150592	+23221
Jalore	50603	13248	63851	25530	79223	104753	+40902
Jaipur	177742	85312	263054	21971	508897	530868	+267814
Kota	90150	41365	131515	7902	142855	150757	+19242
Pali	70404	18999	89403	14939	113778	128717	+39314
Tonk	42995	15327	58322	11563	74148	85711	+27389
Total of 32 Districts	2160327	983747	3144074	3034524	1510050	4544574	1400500

There is an upward trend in enrolment across all the 32 districts in Rajasthan. As we have noted, there is an increase in enrolment in absolute terms, though the main beneficiary in this respect are the private primary and upper primary schools. The all Rajasthan trend is present in all the districts, wherein the enrolment in govt. primary and upper primary schools has gone down by around ten lakhs, where as the enrolment in private schools has gone up by more than 14 lakhs. The two tables above confirm this trend in statistical terms. Only eight districts have been taken here as an illustration of the trend, across the board.

A look at enrolment in schools would show that enrolment at the primary level has come down considerably, where as it has gone up at the upper primary level. The total enrolment in schools at primary level was 6768579 in the year 2005-06, which went down to 5706689. In private schools the total enrolment stood at 2160319 in the year 2005-06 and it went upto 3034524 by the year 2008-09. The overall increase in enrolment was owing to expansion of enrolment at the upper primary level both in govt. and private schools. While in govt. schools the enrolment at the upper primary level in the year 2005-06 was 1954938, it went up to 2052766 by the year 2008-09. In private schools the figures for UPS were 983747

in the year 2005-06 and 1510050 for the year 2008-09. This trend has been the same across all the 32 districts.

Thus, in terms of enrolment the contribution of the SSA has been satisfactory.

2. Dropout and out of School Children

As per the DISE 2008-09, the number of dropout children is 65302 while never enrolled children are 26424. The total population of children in the age group of 6-14 years is 10869469. Thus 0.24% children are still out of the universalisation process. It remains a matter of serious concern for the SSA, since 100% enrolment has been the objective. Presently the dropout rate is 10.09%.

In this context it is worthwhile to have a look at the correlation between EDI and drop out situation in the state vis-à-vis some other neighboring states in the country. The following table gives a glimpse of dropout average at primary level in Rajasthan and 5 other neighboring states (The data taken into consideration is for the year 2007-08 as analyzed under EDI in NUEPA-DISE document 2007-08)

Table-14.11
Average Drop out Rate at Primary School Level (2007-08)

S. N.	State	Boy	Girls	All	EDI
1.	Himachal Pradesh	2.55	2.69	2.62	0.642
2.	Haryana	4.36	4.45	4.40	0.730
3.	Punjab	5.36	5.56	5.45	0.712
4.	Madhya Pradesh	8.83	8.29	8.57	0.572
5.	Rajasthan	14.53	16.37	15.39	0.593
6.	Uttar Pradesh	17.41	14.98	16.22	0.568

The EDI takes into account three parameters regarding the level of educational development viz. Access, teachers and infra-structure. The level of educational development in a state can be determined on the basis of the extent of availability of these parameters in the education sector. The table above takes into consideration the EDI factor in the realm of dropout status in a state. It is evident, on the basis of data, that in the states where EDI is higher, the dropout rate is much less than those states where EDI score is less, with relatively higher dropout rate, minor variations in some cases notwithstanding.

Hence we find that in Rajasthan, the EDI is 0.593 with considerably high dropout rate at 15.39% as compared to Hariyana with EDI at 0.730 and dropout rate being only 4.40%. Uttar Pradesh with EDI at 0.568 has as high as 16.22% dropout rate. It is, therefore, imperative for the state of Rajasthan, to further improve access, teachers' placement in schools and infra-structural facilities in order to bring down dropout rate at primary level. It may, however, be mentioned, as stated earlier, that as of now (in the year 2009) the dropout rate in Rajasthan has come down to 10.09%. The ASER-2009 too confirms this. Thus, there is considerable improvement in the dropout situation since the year 2007-08.

The dropout rate among girl students continues to be a matter of serious concern. Beside their involvement in household chores, lack of facilities, specifically desired and needed for girls, also play a contributory role in perpetuating the phenomenon of dropout. The mainstream schools have not yet added the component of pre-school, though this too is demanded under the SSA. Anganwadis are not a proper substitute for pre-schools, for which teachers (preferably female) with special training to deal with kids of 3 to 5 years of age, are required. Suffice it to say that dropout needs to be completely eliminated, for which conducive school environment has to be created.

3. Gender Equality

Gender discrimination, particularly in the education sector is abhorrent and must be put an end to at the earliest. We have noticed that, as far as enrolment is concerned, the male-female ratio in the total population of the children of the age groups of 6-14 is also reflected in schools. The gender gap continues to be around 10% which needs to be narrowed down, though even if 100% girls of this age group are enrolled, the gap as per their ratio in the total population will continue. Be it as it may, both under the SSA and at the state government's level, schemes have been launched to bring maximum number of girls into the net of elementary education. The impact study conducted by ORG centre for Social Research in the year 2007, concerning the programmes and schemes for expansion of education for girls has provided useful data in this context. The study covers such programmes as National Programme for Education of Girls at Elementary Level (NPEGEL),

Kasturba Gandhi Balika Vidyalaya and Aapki Beti. The NPEGEL is being implemented in 205 educationally backward Blocks of Rajasthan wherein education for girls is below the average on all parameters. Gender gap is more than the national average and rural female literacy rate too is below the national female literacy level.

Under the NPEGEL, Model Cluster Schools have been set up. According to statistics provided by Rajasthan Council of Primary Education there are 4710 model cluster schools. As per the findings of the study, the NPEGEL “has streamlined the efforts (for girl’s education)”.

Similarly, Kasturba Gandhi Balika Vidyalayas too have been doing good work to take care of girls, who otherwise do not get access to formal schools or are dropouts for one reason or the other. According to the findings of the study on an average 80% to 90% girls have reported to be satisfied with facilities as well as teaching-learning processes in these Vidhyalayas. It may be stated that a vast majority of girls studying in KGBVs belong to STs, SCs and OBCs. Only 6% girls belong to general caste category.

The Aapki Beti scheme provides material and financial support to girls showing an aptitude for learning.

The above stated three schemes supplementing the SSA’s efforts for narrowing the gender-gap in elementary education have been in vogue for quite some time, with average level of satisfaction at their performance.

The study, however, states:

“The officials who are responsible for the implementation of these schemes need to be sensitized that providing incentives are a means to reach an end and are not an end in itself. Sending girls because they receive some monetary incentives (as under the Aapki Beti Scheme) is not a sustainable solution, it is only when primary beneficiary starts taking education as a relevant aspect of life that the

goals of UEE can be achieved. School going for MDM (Mid Day Meal) or free text books or monetary help should not be looked as an end in itself but as an added advantage over the benefits of education.”

4. Structural (Administrative) Efficiency

The SSA has provided for an elaborate, yet decentralized structural system for carrying out the mandate inherent in the scheme. The mandate is to universalize quality elementary education for which the structural arrangements have been made, so that these may easily facilitate school's access to academic, physical and human resources. In Rajasthan, the SSA has provided for academic resources at the block and cluster levels, in order to make them available within the easy reach of the schools.

The structural system in Rajasthan is managed at the state level by the State Project Director (SPD) who provides guidance and financial resources to the Districts as per the annual work plan, prepared on the basis of inputs and projections emanating from below upward, involving Village Education Committees, PR representatives and teachers at the village level, cluster and block level functionaries – the CRCFs, BRCFs, BRPs, BEOs and the District Education Officer who also acts as District Projects Coordinator (DPC). The bottom-upward planning process is integral to SSA's scheme wherein participatory mechanism has been evolved for mobilizing human resources at all levels for the development of schools as centres of quality elementary education. The role of these functionaries at different levels of the structural system is crucial for realizing the SSA objectives.

The SSA has conducted a study on the role and effectiveness of cluster and block level functionaries in Rajasthan. This data-based study involving intensive field investigations has come out with a mixed scenario as far as the effectiveness of these functionaries is concerned, wherein their working conditions and facilities provided to them have been evaluated, and their woes and serious concerns too

have been highlighted. The study reveals that the cluster and block level functionaries, “have been busy more in non-academic activities, thus deviating from their main responsibility of having better and more intensive interaction with teachers and SDMC (Village Education Committee) members.” The teachers have aired their resentment against the lack of academic support from clusters and blocks. **While it is mandatory for the cluster and block level functionaries viz. CRCFs, BRCFs and BRPs, to visit schools at regular intervals to provide on-site academic support to teachers through demonstration teaching in classrooms and to sort out teacher’s academic problems along with mobilizing the community for school development activities, such visits are indeed few and far between. In fact, there is no substantive contribution of BRCFs and CRCFs for facilitating quality classroom transactions.**

The BRCFs are designated to play a significant role in providing training to school teachers. The study reveals that, in quantitative terms, the trainings are impressive, but the teachers have raised serious misgivings about the quality and have even questioned the competence of the BRCFs and BRPs to provide training with quality contents. Moreover, the follow up of whatever training is given to teachers, is rare since the BRCFs and CRCFs do not have time to do the needful at the school level. **Monitoring and supervision of school activities – a sine-qua-non for effective translation of training in classroom transaction, are so infrequent as to make them totally ineffective.**

It is, however, true that the BRCFs and CRCFs do not have the necessary facilities to carry-out their responsibilities. Absence of transport facility and archaic rules with regard to TA and DA, do hamper their mobility. **The uncertainty about their postings (and even the post) keep them under suspended animation. Presently there is ambiguity at the state project level about the very existence of the posts of BRCFs and CRCFs.**

The District level authorities – the DEO/DPC have their own grievances with regard to the competence level of BRCFs, CRCFs, BRPs etc. The teachers of course have been branded as the main villain of the piece, since their main concern allegedly remains to have convenient posting. **The sword of transfers remains hanging on their heads, thus diverting their focus from school classrooms to DEO's office and to mobilize political support for having the posting of their choice. Be it as it may, the whole structural system gets vitiated owing to such unhealthy practices, adversely impacting the SSA in the state.**

The SSA provides financial support for both infra-structural development at the school level and creation of academic resources. The structures have been created for the utilization of these resources right upto the school level. It is for the implementation authorities to see that various structures are performing their functions, in conformity with the objectives of the SSA. At the District level, it is the DEO (as DPC) who is responsible to see that the district under his charge remains alive to the tasks assigned to him under the SSA, and that he makes sincere efforts to realize them. Sincerity emanates from confidence and confidence is the product of working conditions, and the kind of linkages that exists between different levels of functionaries, along with the resources made available to them within a reasonable time frame. **Competence is an important ingredient of confidence, and, as per the findings of evaluative studies under reference, a question mark remains stuck to all functionaries from district to school levels. Sincerity without confidence is lack-lustre and commitment to the assigned responsibilities is peripheral in the absence of both confidence and sincerity. Achievements in such a scenario, to say the least, are minimal. The SSA's structures both physical and also in terms of human elements have to pull themselves out of this scenario in order to be effective.**

It has been noticed during the field work for the study of effectiveness of BRCs, CRCs and DEOs/DPC that escape routes have been resorted to at all levels of educational administration. The most convenient escape route is to brand one

another as incompetent. Thus, the teachers have found the CRCF incompetent while the BRCF, besides being incompetent in the eyes of both the CRCF and the teachers, finds the DEO/DPC incompetent. The BRCF, also finds the CRCF and the teachers incompetent and casual in their approach to tasks assigned to them. The DEO/DPC tends to pass on the bug of incompetence to lower level functionaries, while the divisional and state level authorities find both, the DEO, and block and cluster level functionaries incompetent and incapable of universalizing quality elementary education. **How to come out of this game of mutual accusations of incompetence is a big question mark before the SSA.**

5. Teacher's Capacity Building

The teachers constitute the main plank of SSA's efforts to universalize quality elementary education. Their capacity building is an essential component of school's performance in terms of quality and a significant parameter to determine the level of SSA's achievements in the realm of school's transformation into the centres of quality education. The task of teachers training and capacity building is huge both in terms of quantity and quality. Quantitatively speaking, there are, in total, 455518 teachers working in Government and private primary and upper primary schools (as per the figures of the year 2008-09). The number of teachers working in Government primary and upper primary schools comes to 279001. It may be stated that there has been an increase in the number of teachers in government schools by 23254 over the figures in the year 2006-07. In percentage terms it is 8.33% which is substantial, considering that the enrolment has gone down in government schools during this span of time. Here we take into consideration the teachers working in the Government schools since their capacity building is the responsibility of SSA functionaries through DIETs and BRPs, placed at the block level. The following table gives the numerical strength of teachers in government primary and upper primary schools by gender.

Table-14.12**Numerical Strength of Teachers in Government Schools by Gender (2008-09)**

Male			Female			Total			% of female teach		
PS	UPS	T	PS	UPS	T	PS	UPS	T	PS	UPS	T
114003	85724	199727	50606	28668	79274	164609	114392	279001	30.74	25.06	28.41

The above Table indicates the magnitude of human component requiring capacity building. The gender differentiation is also important since it impacts the education of girls. It is a matter of concern that female teachers constitute only 28.41% of the total teaching community. Be it as it may, these female teachers need to be trained more effectively since they are required to motivate girls to stay on in the schools. The role of female teachers, in the context of gender equality has already been dealt with. As far as the capacity building of teachers is concerned, the SSA has specifically laid down a detailed programme wherein the teachers are required to undergo a 10-days training annually. The training at the BRCs is organized for teachers working within the jurisdiction of the concerned block. The BRC level trainings are of short term duration. The BRPs and invited resource persons are supposed to impart training to teachers. At the DIET level also there is an elaborate training schedule for teachers. Such arrangements for training apart, the question is as to how effective these trainings have been in terms of quality and whether the benefits of training have reached the school children. It may be stated that the teacher's capacity building is a continuous activity wherein, the trainer's, responsibility is to create conditions for the manifestation of teacher's capabilities and provide academic inputs for the enrichment of their knowledge. The trainer should have the academic skills to motivate the teacher. For, motivation begets willingness and willingness enables the individual (the teacher) to realize what he/she aspires for. The role of the trainer is to give a boost to these aspirations enabling the teachers to contribute their bit for universalizing quality education. These being the essentials of a capacity building programme, the views of the teachers in this context as analyzed in the evaluative studies under reference, are extremely relevant.

While in general terms, the teachers seem to be satisfied by the training they get, yet they have serious reservations about the quality contents of the training programmes. According to the teachers interviewed for the evaluative studies, (for the effectiveness of the role and functions of BRCs, CRCs and the DEO) there is lack of rapport between the trainers and the trainees, and training methodology lacks innovative approach. **Monitoring and supervision of training activities being poor, there is no effective mechanism for feed-back. The training modules are antiquated, lacking upgradation of subject knowledge. The duration of the training programme too is short, with no time for an interactive relationship between the trainer and the trainees.**

The teachers have expressed the need to have well trained resource persons/master trainers. The BRPs should be well versed in modern training techniques, required for the enrichment of teachers in terms of quality. They want training modules to be teacher - specific and that there should be the use of information technology as a method of teacher's training. These suggestions, coming from teachers whose capacity building is aimed at, are significant for making the training a worthwhile and quality-oriented exercise.

Needless to say, **the shortcomings in the capacity building programme, as pointed out by the teachers themselves, get reflected in classroom transactions which continue to be, in most cases, devoid of quality - an essential prerequisite for the success of SSA.**

6. Infrastructural Facilities

The generally held perception is that the SSA's main contribution has been in improving infra-structural facilities in schools.

The number of primary schools with classrooms in good condition has gone down because many of them have been upgraded to upper primary school. Hence the schools with good classrooms at upper primary level now stands at 136535 (in the year 2008-09) as compared to 22892 in the year 2005-06. Classrooms requiring

major repairs are 28575 (both in PS and UPS). This is quite a large number considering the availability of enough funds for this purpose. It is, however, a matter of satisfaction that only 971 schools out of 80701 government schools are run from rented buildings, and as many as 71541 (88.64%) schools have their own building. **What, however, is distressing to note is the fact that 1988 schools still do not have either the rented or own building. One can visualize the plight of children studying in such non-building schools. The SSA authorities are reported to be hopeful to get these schools their own building in the near future.**

Only 30021 (37.20%) schools have pucca boundary wall and 17.66% schools do have broken ones. 2.41% schools have wire fencing. What, however, is amazing is the fact **that 34471 (42.71%) schools have no building wall at all, thus exposing the school children both to man-made and natural hazards. The SSA authorities need to look at this serious shortcoming in providing physical facilities to schools.**

Coming to facilities directly affecting school children, one finds that toilets exclusively for girls have not been provided in 15050 (18.64%) of schools, while drinking water facility is non-existent in 7917 schools. 15050 schools do not have any kind of toilets. It is, however, a fact that the number of schools not having these facilities is gradually decreasing.

Single Classroom and Single Teacher's Schools

The following table gives figures regarding single classroom and single teacher schools:-

Table-14.13
Schools with one Classroom and one Teacher

Total No. of Schools = 80701

Year	Single Class			Single Teacher			% of the total (Single Classroom)			% of the total (Single Teachers)		
	PS	UPS	Total	PS	UPS	Total	PS	UPS	Total	PS	UPS	Total
2005-06	-	-	3945	-	-	26806	-	-	4.88	-	-	33.21
2008-09	2900	299	3189	15736	989	16725	3.59	0.37	3.95	19.49	1.22	20.72

The table shows that there has been a decline in the number of schools with single classroom. Only 3189 schools were with single classroom by the end of the year 2008-09. The schools with single teachers are, however, as many as 16725. Though there is decrease in the number of such schools, over the year, yet there are 19.49% primary schools with one teacher only. In this context, it may be pointed out that there are many schools with more teachers than required. **The efforts are on for rationalization in posting of teachers, but till date the problem of paucity of teachers in many schools and schools with more teachers than required continues to plague the school system.**

Ramps required for children of special needs have been provided in 36840 (45.64%) schools and electricity is available in 13586 (16.83%) schools. The absence of electricity in a vast majority of schools is a serious matter, since this has an adverse impact on children's attendance in summers. But power shortage in the state may be cited as a possible reason for non-availability of electricity in a large-number of schools.

Play ground has been provided in 32528 (40.30%) schools, while Headmasters have a room exclusively for them in more than half of the schools. Computers, though now considered to be a symbol of technological progress and an asset for innovative teaching learning processes, are available only in a miniscule number of schools. It may be stated that computers do not operate in the absence of electricity, and this unfortunately is available only in 16.83% schools.

In terms of facilities, one may state, that there has been considerable progress, **and yet large gaps exist particularly in providing toilets for girls, electricity and computers. The phenomenon of single classroom schools, and uneven posting of teachers in schools are serious matters requiring urgent steps well within the time span of the SSA.**

7. Schools and their Environment

Schools, as has been stated earlier, are central to any scheme of universalizing quality elementary education and hence the SSA has given utmost consideration both to internal as well external environment with regard to schools. While facilities have been provided, though not in full measure, the internal environment in schools continue to lack the ambience needed for interactive relationship with children and the teachers. **Though formally abolished, the fear of punishment still continues to haunt the minds of children. Compassion, mutual trust and equanimity continue to be rare commodities in classrooms, thus making child-teacher relationship too formal to be effective in generating a meaningful academic interaction between the teacher and the taught.**

A general scenario in a majority of schools which a stranger comes face to face with, while coming across schools has been aptly described in the following words:

“The schools generally have pucca buildings though still lacking adequate space for all enrolled children to be accommodated. The desks and chairs are there, though woefully short of the requirements. The physical appearance of schools is pleasant, though still the upkeep leaves much to be desired. Mid day meal facilities are available in most of the elementary schools, however, with incidences of unhygienic cooking conditions, with occasional presence of lizards or some other creatures finding their way into the cooked food. Literacy facilities are woefully limited in schools, with teachers reported to be not interested in self learning or not having spare time to utilize even the limited library facilities. In contrast to secondary schools, **the elementary schools, barring a few exceptions, generally present a picture of desolation, a forlorn structure, not conducive to generate reverberations in human minds. Dull and drab environment in**

the schools and mostly unkept surrounding make both the teachers and students morose with no appetite for creative endeavors.”

The above observation may sound to be harsh, but it is a true reflection of a school's environment, as it exists in most of the cases, despite Herculean efforts, claimed to have been made under the SSA.

8. Community Participation

The SSA has laid particular stress on the involvement of communities in the development of schools as centres of quality education. There is no denying the fact that communities do play a significant role in ensuring children's enrolment, prevention of dropout of children and checking teacher's absenteeism. In Rajasthan, School Development and Management Committees have been set up under the SSA, with fair representation of different sections of the community and PR institutions. The SDMC members are given training at the block level and are supposed to be well acquainted with the needs and requirements of a school-both infra-structural and academic.

The SDMCs have been doing good work, though the training of their members has not been upto the mark, as revealed in the evaluative studies of the BRCs and CRCs. The training either has been extremely poor in quality or of too short duration to be effective. The SDMC members – quite a few of them have not received training at all – have not been satisfied with the approach and attitude of block and cluster level functionaries. The rapport between the school teacher and SDMC members, in most cases, has not been upto the expected level.

Still the utility of SDMC cannot be denied. Despite lack of interactive relationship between its members and educational functionaries, the SDMCs have been responsible for maximizing enrolment in schools and minimizing the dropout rate. The awareness that one witnesses among the marginalized sections

of the society, in rural areas particularly, for the education of girls is, to a great extent the product of SDMC's activities. Still, the full potential of SDMCs has not been exploited. The study, under reference, has pointed out that the SDMCs need to be made more functional and accountable for the development of schools. **The inertia characterizing the role and activities on the part of BRCs and CRCs with regard to the SDMCs should be replaced by a more interactive relationship between them.**

Despite significant contributions that the SDMCs have made in mobilizing the community for school's development, the present level of its involvement and the role of BRCs and CRCs in this respect are woefully inadequate.

9. Quality in Teaching-Learning Processes

Quality in teaching learning processes in schools is the most significant task that the SSA has bestowed upon the schools and educational functionaries – both academic and administrative. In this narrative, at the outset the parameters of quality education have been identified. The question is as to whether and to what extent, the quality level in classroom transaction has been raised. There have been studies in this respect, carried out by Pratham under ASER (Annual Status of Education Report) wherein levels of recognition of letters and reading of words in language learning and subtraction and division in Arithmetic have been the basis of assessing quality standards in elementary education.

According to Pratham's ASER-2008 report (brought out in January 2009), there has been a steady progress at the learning level among elementary school children. As per this report, 91.0% of standard VIII children can read the text prescribed for standard II, while only 52.1% of standard V children have attained this level. Surprisingly only 7.2% of standard VIII children could read the text prescribed for standard I, though it is also stated that the children who can read the text of standard II can read letters words and the text of standard I too.

The report also indicates that the performance in private schools is much better than in govt. schools. It may be added that the report deals only with schools in rural areas and hence does not reflect the performance standard in its totality.

The quality, however, is not reflected fully in the child's ability to recognize letters or read words, though this is also important. It is much more and is inherent in the creative urges of children, requiring enabling classroom environment and teacher's positive attitude, not merely limited to child's formal recognition of letter and reading of words, but fully manifested in helping the child to do what he/she strongly feels to do. There is no study of measuring quality on this basis. However, the children's ability to obtain marks in class V and Class VIII examination, conducted all over the state, under the auspices of district or State boards, do give some indication of children's cognitive activities though this again is extremely inadequate method of assessing quality standards. The following table gives comparative percentage of children obtaining 60% or more marks in these examinations conducted in the year 2006-07 and 2008-09.

Table-14.14
Comparative Percentage of Children

Year	Class V		Class VIII		
	Class	Students %	Class	Students %	Total
2006-07	Class V	50.32	Class VIII	49.86	50.15
2008-09	Class V	54.54	Class VIII	47.34	51.60

The Table shows that there has been some improvement in teaching and learning standard over a period of two years, particularly at the primary level. The number of students getting 60 and above percentage of marks at the upper primary level has gone down by 2.52%. Such fluctuations are possible and do not indicate lowering of standards, though there is a strong warning inherent in this trend. In absolute terms, there is a noticeable upward trend (from 50.15% to 51.60%). On this mildly satisfactory note, one may state that for quality

improvement in elementary education, it is necessary to train the teachers, not in ritualistic way, but to equip them with classroom needs and subject specific skills. A proper and child-friendly mechanism needs to be developed for an effective and regular assessment of children's cognitive level based on their aptitude, choices and interest in a particular segment of education. The training of teachers should be such as to inculcate in them child-friendly attitude, which should be integral to teacher's role and activities in the school. The teacher should be made cognizant with ongoing developments and innovations in the realm of pedagogy, and this should be fully reflected in classroom transactions and teacher-children relations. An assessment on these parameters may be reflective of quality standards in elementary education.

Financial Performance under the SSA

We have discussed the performance of SSA in the education sector and in providing the necessary wherewithal for realizing the objective of universalizing quality elementary education. The activities undertaken for implementing the SSA and the structure created for this purpose have been noted with an attempt to assess the achievements and identifying the problem areas. It is, however, a patent reality that money makes the mare go, and hence it is necessary to have a look at the funds available for implementing the SSA and their utilization on different aspects of the programme. The following table gives the funds received for implementing the SSA and related schemes and their utilization.

Table-14.15
Financial Performance Under SSA Rajasthan

(Rs. in Crore)

S. N.	Year	Budget Release		Total Releases (GOI + GOR)		Total Expenditure		Percentage Expenditure	
		by GoR	by GoI						
1.	2002-03	13.16	64.07	77.23		36.84		47.70	
2.	2003-04	62.55	152.52	215.07		220.29		102.43	
3.	2004-05	105.43	230.00	335.43		385.69		115.04	
4.	2005-06	165.37	588.29	753.66		743.61		98.67	
5.	2006-07	290.46	751.38	1041.84		1106.32		106.19	
6.	X Plan Total	636.97	1786.26	2423.23		2492.75		102.87	
7.	2007-08	385.00	933.04	1318.04		1268.03		96.21	
8.	2008-09	561.09	1021.73	1582.82		1565.96		98.93	
9.	2009-10 (Oct.'09)	451.97	428.23	880.20		947.11		107.60	

Table-13.16
Financial Performance Under NPEGEL & KGBV in Rajasthan

(Rs. in Crore)

S. N.	Year	Budget Release by GoR		Budget Release by GoI		Total Releases (GOI + GOR)		Total Expenditure		Percentage Expenditure	
		NPEGEL	KGBV	NPEGEL	KGBV	NPEGEL	KGBV	NPEGEL	KGBV	NPEGEL	KGBV
1.	2002-03	-	-	-	-	-	-	-	-	-	-
2.	2003-04	1.25	-	3.75	-	5.00	-	2.69	-	53.80	-
3.	2004-05	1.66	0.00	5.00	3.51	6.66	3.51	10.40	0.00	156.16	0.00
4.	2005-06	5.11	1.17	15.33	0.00	20.44	1.17	15.03	3.01	73.54	257.26
5.	2006-07	0.31	4.24	6.72	29.61	7.03	33.85	10.60	9.48	150.78	28.00
6.	X Plan Total	8.33	5.41	30.8	33.12	39.13	38.53	38.72	12.49	98.95	32.42
7.	2007-08	20.77	0.00	80.03	0.00	100.80	0.00	97.76	25.44	96.98	-
8.	2008-09	35.01	24.48	20.00	41.54	55.01	66.02	30.35	32.55	55.18	49.31
9.	2009-10 (Oct.'09)	0.00	3.52	0.00	0.00	0.00	3.52	1.49	13.61	-	386.65

It is evident from these tables that there has been a gradual increase in utilization of funds over the years. During the 10th Plan period, in fact, the utilization was 102.87% of the total available funds, though in the year 2002-03 the utilization was as low as 47.70%. It is a matter of satisfaction that the funds have been utilized even to the extent of 107% during the 11th Five Year Plan. **It may however, be stated that the performance at the academic level does not match**

with the performance at the financial level. Despite enormous expenditure under the SSA as reflected in the tables above, the quality remains woefully low, the teachers are a dissatisfied lot and structures at different levels are much below the desired level of efficiency and expectations.

Areas of Concern

This narrative on the flagship programme of SSA, has covered a wide-range of components, reflective of the tasks for universalizing quality elementary education. Holistically speaking, the SSA is being implemented in Rajasthan, to an extent with satisfaction. There are, however, some loose ends, which need to be tightened, which may be identified as follows:

1. Though there is improvement in girl's enrolment, maintaining parity with boys, in terms of the sex-ratio, there is need to cross the parity bridge and bring girls at par with boys in enrolment, particularly at the upper primary level.
2. Dropout has come down, though factors responsible for higher rate of drop out among girls at the upper primary level, continue to exist. Pre-school classes have not been introduced in schools, and schools exclusively for girls are still not enough to meet their enrolment needs. There are only 110 primary and 1901 upper primary schools exclusively for girl's. The total comes to 2011. This number is, however, higher than the number of schools exclusively for boys (825). A large majority of schools are co-ed, which is indicative of gender equality. **But, considering the social attitudes still afflicting particularly the rural people, co-ed schools do not necessarily mean increasing enrolment of girls.** The number of female teachers too is much less than male teachers - another reason for discouraging girl's enrolment. Such issues need to be taken seriously at the SSA level.
3. The efficiency level of educational functionaries (both administrative and academic) is just average. **The functionaries continue to lack the necessary determination and they lack the much needed sparkle to brighten the prospects of quality in elementary education.** Routine performance and cobweb of transfer dilemmas continue to impact the psyche of most of the functionaries, from the district to school levels.

4. The teachers are a much maligned community, though possessing requisite academic and professional qualifications. **The enigma of transfers and corrupt practices resorted to for choice postings continue to plague their performance.** There is need to liberate them from these shackles so that their potential is utilized productively for the benefit of children. **Their postings to remote areas must be supported by enough incentives, thus to prevent them from resorting to unhealthy practices - a slur to their image and black spot on their noble profession.**
5. Quality remains the unrealized objective of the SSA, though there is a definite sign of improvement in the cognitive levels of children. In fact, it remains illusive because no mechanism has thus far been evolved to assess quality in all its dimensions. What remains is mere data collection regarding reading ability in language and knowledge of subtraction and division in arithmetic, which are far from satisfactory barometers to assess quality.

Suggestions

1. Schools are now better placed in terms of facilities for which the credit goes to the SSA. There are some deficiencies in certain sectors, which need to be looked into. Prospects in this respect seem to be realizable in the near future.
2. School's environment, both internal and external has enough scope for improvement. Schools must look attractive from outside and academically rich inside.
3. Community participation needs to be more articulate and productive, with better coordination between SDMCs and block and cluster level functionaries.

With these concerns and suggestions, as stated above, one may look at SSA with a measure of satisfaction and hope for better and more creditable achievements, in future.

Rajasthan is considered as one of the moderately urbanized states of the Indian Union. The urban population of Rajasthan has increased to 13.20 million in 2001 from 10.04 million in 1991, showing an increase of 3.16 million in absolute terms. The number of towns having a population of more than 1 lakh has increased from 4 in 1951 to 20 in 2001. These towns and cities together accommodate more than half of the State's urban population, i.e. 57.23 per cent, whereas at the time of independence it was only 27 per cent.

In Rajasthan, there are six divisional headquarters, at Jaipur, Jodhpur, Udaipur, Bikaner, Kota and Ajmer. These cities and towns accommodate about 40 per cent of urban population of Rajasthan. Urban Local Bodies in Rajasthan have been classified into 5 categories on the basis of population, place and per capita income which are as follows:

Municipal Bodies of Rajasthan

After the enactment of the 74th Constitutional Amendment Act, local bodies have been assigned a Constitutional Status. There are 5 Municipal Corporations, 13 Municipal Councils, 35 Class II Municipalities, 58 Class III Municipalities and 73 Class IV Municipalities in Rajasthan (Table-15.1)

Table-15.1
Municipal Bodies of Rajasthan

S.No	Category of Municipal Bodies	Number	Population as per census (2001) (In Lakh)
1	Municipal Corporation	05	38.66
2	Municipal Council	13	29.91
3	Municipality Class two	35	26.18
4	Municipality Class Three	58	17.75
5	Municipality Class Four	73	14.48
	Total	184	126.98

Source: Department of Urban Development, Govt. of Rajasthan.

11th Five Year Plan, Government of India

The Plan has identified urbanization as a key indicator of economic development and as a positive factor for overall development. The document in this context has set the following vision for the sector:

“Indian cities will be the locus and engine of economic growth over the next two decades and the realisation of an ambitious goal of 9%-10% growth in GDP depends fundamentally on making Indian cities much more livable, inclusive, bankable and competitive.”

The Plan has set this vision while recognizing that the degree of urbanization in the country is one of the lowest in the world i.e. 27.8% compared even to many countries of Asia viz., China (32%), Indonesia (37%), Japan (78%), South Korea (83%) and Pakistan (35%). The other fundamental concerns recognized by the Plan are continued concentration of the urban population in large cities and city agglomerations, very slow growth of rural settlements acquiring urban character and even reluctance on the part of the states to notify them as towns and tremendous pressure on the existing civic infrastructure systems. The other constraints identified are the current urban model which starves cities of financing by non allocation of Plan finances on the basis of city plans prepared by Urban Local Bodies and outdated urban management practices among the Urban Local Bodies. The existing Master Plan techniques need to be

modified since they lead to locking in of buildable land and space, inhibit development of housing markets and contribute to proliferation of slums.

Strategy for Urban Development Sector

The Plan has outlined the following strategies to achieve the objectives laid down in the Plan:

- Strengthening ULBs through capacity building and better financial management;
- Increasing the productivity of cities by deregulation and development of land;
- Dismantling public sector monopoly over urban infrastructure and creating conducive atmosphere for the private sector to invest;
- Establishing autonomous regulatory framework to oversee the functioning of the public and private sector;
- Reducing incidence of urban poverty;
- Using technology and innovation in a big way;

New Initiatives for the Plan

The Plan has identified several new initiatives to enable urban sector in States to gather pace and help in achieving the objectives. These in short are:

- Pooled Finance Development Fund;
- National Urban Infrastructure Fund;
- Development of Satellite Cities;
- E-Governance in Municipalities;
- JNNURM;
- Urban Reforms;
- Investments in Urban Infrastructure distinct from general infrastructure such as power, irrigation and highways.

Schemes and Programmes

The GOI Plan has identified the following schemes in its document indicating its own priorities.

- Urban Basic Services;
- Solid Waste Management;

- Sewerage, Low Cost Sanitation and Storm Water Drainage;
- Urban Poverty Alleviation and Slum Development;
- Swarna Jayanti Shahri Rozgar Yojana;
- Urban Housing;
- Land availability, Land Tenure and Land Reforms;
- Urban Planning and Management;
- Municipal Governance and Reforms;
- Municipal Finance;
- Urban Transport;
- Investments in the National Capital Region

Rajasthan 11th Plan - Urban Development Sector

In the absence of any specific objectives identified in the Plan document, they have to be culled from the schemes taken up and the major problems listed therein. In addition to the problems and constraints identified in the GOI Plan such as poor infrastructure, waste management, traffic and transportation, slums and poverty, the State Plan has also identified maintenance of heritage, pollution, depleting ground water resources, multiplicity of agencies and colonies set up on agricultural land as major problems being faced by the State in the sector. The document has listed a dozen initiatives taken during the previous Plan period. It is in this overall context that the progress of various schemes taken up in the Plan needs to be reviewed. The progress of JNNURM, urban reforms and other initiatives listed in the GOI would be separately discussed.

Review of Schemes

The following Table gives scheme wise outlay for each scheme in the 11th Plan, along with the outlay for the first year of the Plan 2007-08. In the absence of any other information about the expenditure incurred and allocation for the two subsequent years, this part of the review would remain incomplete. Of course,

some of the funds have been earmarked for the central schemes of JNNURM and UIDSSMT and their details have been discussed separately.

Table-15.2
Urban Development Schemes in Rajasthan

S. N.	Scheme/Program	Tenth Five Year Plan		Proposed Outlay	
		Outlay current prices) (at	Likely Exp.	Eleventh Plan 2007-12	Annual Plan 2007-08
1.	Town Planning	217.25	38.47	240.01	35.01
2.	Swarna Jayanti Shahari Rojgar Yojana	412.50	640.52	2500.00	250.00
3.	Integrated Development of Small & Medium Towns	964.32	1444.94	270.01	270.00
4.	National Capital Region	0.05	0.01	0.05	0.01
5.	Fire Fighting Equipments	2420.00	1420.00	-	-
6.	Raj. Urban Infrastructure Development Project Phase I	120000.00	130193.92	40600.01	40000.00
7.	National slum Development Program	8948.50	5809.01	-	-
8.	SFC Grants to Local Bodies	13803.95	23574.79	28925.00	5785.00
9.	Special Grant for Urban Renewal	0.01	2688.01	8000.00	1500.00
10.	Grant to ULBs in Lieu of Octroi	224070.00	228579.66	-	-
11.	Slum Improvement	4000.00	2400.00	-	-
12.	Heritage Walk Project	225.00	1650.00	6525.00	1000.00
13.	RUIDP Phase II	-	1.00	150000.00	2500.00
14.	Drainage System of Churu City	-	500.00	-	-
15.	EFC Grants to ULBs	9942.00	994.16	-	-
16.	Shahari Jan Sahbhagis Yojana	-	3100.01	12000.00	1500.00
17.	Jawahar Lal Nehru National Urban Renewal Mission (JNNURM)	-	7400.00	37100.00	7500.00
18.	Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT)	-	5900.00	31729.99	5980.00
19.	Integrated Housing and Slum Dev. Program (IHSDP)	-	4700.00	23800.00	4700.00
20.	Construction of building of LSG Department	-	101.35	250.00	35.00
21.	Urban Reforms Incentive Fund (URIF)	-	1388.77	-	-
22.	Aid to UITs	-	1975.56	-	-
23.	Training of Women Councilor	-	24.64	-	-
24.	Dewas Project Phase II	-	-	2856.04	714.00
25.	Jaipur Development Authority	-	-	158300.00	25900.00
	Total	385003.58	424524.32	503096.11	97669.92

Source: Department of Urban Development, Govt. of Rajasthan.

Urban Reforms - State Level

Reforms in the urban sector have been identified as crucial for enabling the sector to play its expected role in the growth process. An added incentive has been provided by making them an integral part of the implementation of JNNURM and

UIDSSMT and even linking them to release of installments for the approved projects. Various initiatives taken during the 10th Plan have culminated in the enactment of the Rajasthan Municipalities Act, 2009, incorporating various provisions of the Model Act and other provisions to strengthen the urban local bodies in the state. The highlights of the Act are briefly discussed below. However, much would depend upon the implementation of its various provisions during the remaining years of the Plan to indicate the extent to which the objectives of the 74th amendment leading to empowerment of ULBs are being achieved.

Rajasthan Municipalities Act 2009

The enactment of the new act is indeed an important step towards implementation of urban sector reforms in the state. The new law has transferred all the functions listed in the 12th Schedule, except water supply. In fact, the ULBs in the state are far away from being in a state of preparedness for shouldering the responsibility for water supply and it should be a matter for considerable study before this can be done. In other areas, the new Act has gone a little beyond the Model Act circulated by the MOUD by having exclusive self contained provisions for urban development and town planning, economic and development planning, preparation of city and master plans by ULBs, almost full powers to them for raising financial resources, preparation of schemes and projects by them, exclusive provisions relating to solid waste management, full powers to ULBs for imposing user charges, fees and fines and separate provisions for PPP and other projects. It is expected that with vigorous implementation of the new Act, a new era can be opened for empowerment of ULBs.

Enactment of Community Participation Law

The provisions of Section 54 of the Act fall far short of the Model Law circulated by the Ministry. It only provides for setting up of Ward Committees and even their functions, duties and territorial jurisdiction have been left to the discretion of the municipality and not prescribed by law. Looking to the present

record of sharing of power by such bodies in the State, it is not likely to lead to may significant delegation of powers even to the Ward Committees.

Rent Control Law

The check list of reforms under the JNNURM has listed specific items for implementation and the progress can be indicated only after examining the provisions which have been introduced lately in the existing law of the state. Under the present Rent Control Act, District Level Appellate Authorities have been created to address the cases falling under their jurisdiction.

Enactment of Public Disclosure Law

The provisions of Section 45 (za) in Chapter II of Rajasthan Municipal Act, 2009, list disclosure of information as one of the functions and fall far short of making it a statutory responsibility.

Introduction of e-Governance in ULBs

A bold initiative has been undertaken under the RUIDP in 2005 in six principal towns of the state i.e., Jaipur, Jodhpur, Kota, Ajmer, Udaipur and Bikaner by appointing exclusive Total Solution Provider for each city and simultaneously training the employees of these ULBs. Several modules relating to house tax, urban lease assessment, issue of trade licenses, management of municipal assets, double entry accounting system, online tax collection, redressal of public grievances, issue of death and birth certificates, solid waste management and project monitoring, including follow up of legal cases have been developed and implemented. In the next phase, 19 ULBs namely, Alwar, Beawar, Hanumangarh, Churu, Rajsamand, Shahpura, Jhalawar, Bundi, Jalore, Kishangarh, Sikar, Baran, Jhunjhunu, Pali, Chittorgarh, Dholpur, Sirohi and Gangapurcity and 6 offices of Deputy Director (Regional) were taken up for computerization. This has been done with the help of a private company and it can be sustained only by efforts of the officials of each ULB. However, details about the initiative and its follow up at the ULB level are

awaited. It is, of course, known that both the government and the ULBs have been indifferent towards providing exclusive management staff for this purpose. It is feared that unless this is done, the efforts might come to an end and some of the improvements which have been brought about would also disappear.

Reform of Property Tax with GIS

Reform of Property Tax was expected to substantially improve the finances of ULBs but its abolition in Rajasthan has been a major blow to them. Currently, Urban Development Tax is enforced. Under this tax regime, sizable number of properties has been exempted. Therefore, the Government is taking a conscious decision to amend the provisions under present Urban Development Tax and to bring in large number of properties for taxation. None of them could even be self sufficient to meet their day to day needs.

Levy of User Charges

The provision made in Section 104, delegating powers to municipalities can become operational only after the state government declares its policy in this regard as prescribed in the Check List under the JNNURM.

Introduction of Property Title Certification System

A law on the subject was enacted by the government by issuing of an ordinance which has later been allowed to lapse. Recently the Government of India has constituted a committee comprising of Peer Group States wherein efforts have been made for introduction of Property Title Certification System, for further deliberation on this topic and chocking out the finer modalities so that the system can be made operational.

Urban Reforms - ULB Level

As per information available on the official site of the MOUD, both Jaipur Municipal Corporation and Ajmer Municipal Council have signed the MOA with

the GOI, with the state government as the third party for implementation of various reforms envisaged in the Mission at the ULB level. However, no information is available, either on the net or through the state government about the current level of implementation. The status of the Urban Reforms (Mandatory and Optional Reforms for both State and ULB) is annexed. In crux, all of the 7 Mandatory State Reforms have been accomplished except for the transfer of the function of "Water Supply for Domestic, Industrial and Commercial to the Urban Local Bodies", which is a part of the 18 functions elaborated under 12th Schedule of the Constitution, enacted after the 74th Constitutional Amendment Act. All the 6 Mandatory ULB Reforms have been accomplished. Under the Optional Reform category, 8 reforms have been accomplished and 2 reforms namely "Introduction of Property Title Certification System in ULBs" and "Bye-laws for reuse of Recycled Water" are yet to be achieved.

Municipal Finances & Resource Mobilization

Municipal finances have generally not been in a very happy situation in the state like most other states, due to historical and other reasons. Of course, statutorily the ULBs have to keep their budgets balanced, which has been achieved by state grants and keeping their expenditure on development very restricted. The position became worse after the abolition of octroi duty in August 1998 which was the sole source of revenue for the majority of ULBs, since they were not collecting house tax even though it was an obligatory tax under the law. The compensatory grant given by the state government pegged at the 97-98 level with a promised 10% increase every year then became the major source of revenue. The increase has now been reduced to 5% every year and the latest figure of available revenues of ULBs for 2006-07 shows that it still almost constituted 50% (54446 lakhs) of the total revenue of 119472 lakhs generated by ULBs. This gap between functions and availability of resources has become more visible after the 74th amendment made the ULBs responsible for discharging many more functions and literally making them accountable for city governance.

Property (House) Tax in the State

Property tax, known as House Tax had been an obligatory tax in the state since 1961, but neither the assessment of properties nor the collection of assessed tax was attended to on priority basis till its abolition. Udaipur and Kota, the two major towns of the state made its implementation a prestige issue and never implemented the tax. Hardly, about 110 ULBs out of 183 were collecting it, when it was abolished in 2006-07 by the government. The new tax, known as Urban Development Tax based on land and buildings, is meeting the same fate even though it has a much limited impact on the number of properties in the city at any given time. Improved municipal finances are going to be the back bone of the empowerment of ULBs and it is a moot question how the state government is going to meet its obligations under the JNNURM and UIDSMT to raise appropriate resources even for the execution of various projects taken up under them. We also do not have any information on the details of the new UD Tax to assess the likely consequences for overall improvement in financial situation of the ULBs in the state.

The outlays and expenditure under Urban Development are given in **Annexure-15 (I)**

Jawahar Lal Nehru National Urban Renewal Mission (JNNURM)

The two Mission Cities selected in the state are Jaipur and Ajmer-Pushkar. The implementation process of city development plans has been started in 07-08 with an overall cost of Rs 4408 Crore (Jaipur), Rs 703.99 Crore (Ajmer) and Rs 41.76 Crore for Pushkar respectively.

AJMER

The vision identified for Ajmer in the City Development Plan is as follows:

“Ajmer aspires to be an international destination for religious tourism and a center for learning by leveraging the existing regional setting, historical significance, religious and educational institutions and government establishments and by making the city efficient and livable for all.”

The sectors of development identified are institutional strengthening, water supply, waste water, drainage, lake rejuvenation, solid waste management, land use spatial development and housing, roads and transport, tourism and conservation.

PUSHKAR

The vision for Pushkar has been identified to be:

“Pushkar aspires to be a center for religious and cultural tourism based on the history and mythology associated with the town, traditional cultural events and by retaining the historical character and conserving the built, and cultural heritage.”

The sectors identified for development are institutional strengthening, water supply, waste water, drainage, lake rejuvenation, solid waste management, tourism, land use and conservation.

Position ending December, 2009

A total of five projects for an estimated cost of Rs 566.73 Crore have been sanctioned for the two towns with the state share of Rs 62.73 Crore and a similar share of the ULB. Substantial progress has been achieved in only one of them relating to water supply with the utilization of Rs 177.43 Crore against the total cost of Rs 188.73 Crore. The entire share of ULB i.e. 46.34 Crore has been deposited. The data supplied does not, however, clearly indicate the contribution received from the state government. Moreover, with the date of completion having already expired in December 08 and no information about the likely completion and the revised estimates etc., it is not possible to state when the project could be completed. In yet another water supply scheme with the date of

completion as December 09, three packages out of five are yet to be awarded and only Rs 46.71 Crore have been utilized against the estimated cost of Rs 166. 42 Crore. The progress in two projects with the likely date of completion in March and January 2010 is almost nil with no package having been awarded out of 13 packages. In the remaining project relating to the renewal of the famous Dargah area, only Rs 7.81 Crore were utilized. Under BSUP, with the likely date of completion as October 09, only 12 out of 23 packages have been awarded and the funds utilized are to the tune of Rs 15.18 Crore against a total estimated cost of 107.70 Crore. Moreover, in the absence of any indication of the likely date of completion, final estimated cost and the agency likely to bear the gap in funding, the final fate of the various projects in these cities is quite uncertain.

JAIPUR

The CDP for Jaipur has an overall estimated cost of Rs 4408 Crore with major investment of 44% amounting to Rs 1941 Crore having been earmarked for traffic and transportation and water supply claiming 25.4% with the figure of Rs 1120 Crore. 12.8% have been earmarked for BSUP. The vision for the city is identified as:

“City that is economically vibrant, environmentally sustainable, blend of heritage and modernity cares for the poor, well managed, clean and green and high class infrastructure”

The sectors identified for investment are water supply, traffic and transportation, solid waste management, drainage, sewerage, roads and street lighting, traffic management, urban environment, housing and heritage.

Position ending December, 2009

The implementation of CDP started in 07- 08 and a total of nine projects under UIG and one under BSUP have been sanctioned till now, for an overall cost of 902.87 Crore. This includes the state share of Rs 178.57 Crore and Rs.

267.86 crore as the ULB share. There are two projects for BRTS where the completion date has already ended in Sep 08 and Oct 09, with only two-third and less than one-fourth of the funds having been utilized. There is no indication from the state about the revised date for completion, revised cost and funding for the likely gap in funding, arising as a result of the delay in implementation. The third major project for BRTS costing 260 Crore, with Jan 2011 as the date of completion has yet to take off. There are two projects for sewerage, with completion date of March 09. In one of them, about 66% of the funds have been utilized. For the other project the date of completion is March 2010 and about 68% of the funds have been utilized. The progress in the lone project under BSUP where the date of completion was October 09 is quite dismal with a very small fraction of the total fund having been utilized. The remaining three projects are relatively small involving only 46 Crore. There again the dates of completion have been over in two of them but there is no revised date for completion or other details.

UIDSSMT

A total number of 38 projects have been sanctioned in the State in an equal number of towns. The projects can be put together in six groups i.e., roads and side drains (11), water bodies (2), urban renewal (2), drainage system (7), sewerage (13) and water supply (3). The projects have been sanctioned for an overall cost of 54718 lakh. Only four projects in the category of roads and side drains and one project in Drainage System have been completed and in two other cases 90% progress has been achieved. The progress has been reviewed group wise and is indicated below.

- **Roads and Side Drains**

A total of 11 projects at a cost of 2659 lakh have been sanctioned in this category and the executing agency in all the cases is the ULB. The projects were

sanctioned mostly towards the end of 2005-06. Four out of these have been completed and the likely completion date in the remaining projects is stated to be 2009-10. There is one case in which the progress is as low as 5%. Some of the ULBs have not been able to give their full share of contribution.

- **Water Bodies**

Out of the two projects in this category one is being executed by the state PWD and in the other case it is again the ULB. The total cost is 670 lakh. Unfortunately, the ULB where the PWD is the agency has not been able to contribute its share. The progress in one case is 95% and in the other case it is 75% and both the projects are slated to be completed in 2009-10.

- **Urban Renewal**

There are two projects in this category in Tonk and Viratnagar at an overall cost of 622 lakh and in both the cases the executing agency is the concerned ULB. The project for Tonk was sanctioned on 29.3.06 and has achieved 65% progress. The other project has been sanctioned only on 6.5.08 and the work also could not start since no tenders were received.

- **Drainage System**

Seven projects have been sanctioned in this category with an overall cost of 3236 lakh. The executing agency in all the cases is the concerned ULB. Out of the projects, three have been sanctioned in 06-07 and the remaining 4 in 07-08. One project for Pratapgarh has been completed though some shortfall has been reported in the contribution of ULB itself. There is 85% progress in Bundi and 35%, 50% and 65% in the case of Jodhpur, Ramganj Mandi and Sangaria respectively. 50% progress has been reported from Mt Abu and Mangrol. Major shortfall has been reported in the ULB contribution of Sangaria. It is expected that all the projects may be completed in 09-10.

- **Water Supply**

Three projects with an overall cost of 15244 lakh have been sanctioned in this group for the towns of Udaipur, Beawar and Makrana. The project for Udaipur has been sanctioned on 12.10.07 and has achieved a progress of 75%. The target date of completion was 30.9.09 which can be considered to be satisfactory progress. The two other projects have been sanctioned in May 2008 and the progress is stated to be zero. The likely date of completion has been indicated as 31.3.2011.

- **Sewerage**

A total of 13 projects have been sanctioned in an equal number of towns with a total cost of 35558.61 lakh. Two out of these towns i.e., Jodhpur and Kota were also covered by the ADB sponsored JDA & UIT Project which also covered the sewerage sector and the towns have received significant investments in the sector. In fact this the most critical sector accounting for almost 60% of the total investment earmarked under the entire scheme of UIDSMT for the state. The fact that except for one i.e., Chittorgarh, all the other projects are being executed through the RUIDP, shows a lack of expertise in the sector in the state ULBs. Surprisingly, Chittorgarh is still the lone case which has shown significant progress with 90% progress having been achieved and the project was likely to have been completed by 30.09.09. Only two other projects in Sumerpur and Jalore, having been sanctioned along with Chittorgarh in March 06 have shown progress of around 25% and it is expected that these may be completed by 30.9.2010. In all the remaining projects, mostly sanctioned in 07-08 and 08-09, the progress is almost nil. In fact, work has not yet taken off in six of them. The completion dates have, of course, been indicated as September 2009 in three projects and March 2011 in the remaining cases, but looking to the difficulties in execution, that seems to be hardly probable. Looking to the significant funds involved and the likelihood of

further delays due to problems of funding by the ULBs, it is extremely necessary that the state government has a hard look at the feasibility of these projects and ensure strict monitoring in implementation.

A Critical Analysis of Urban Sector Development

The midterm review of the 11th Plan presents a mixed picture relating to implementation of various schemes and achievement of other objectives listed in the GOI Plan. Undoubtedly, the sector is full of challenges but it also presents several opportunities for contributing its share in the overall growth of the State. The key lies in identification of strategies in the light of the premises developed in the GOI Plan document and concentrate on their implementation, along with strict monitoring of implementation of various projects. Certain suggestions in this regard are mentioned below for the consideration of the state government and ULBs.

Vigorous Implementation of the provisions of the New Act

Several provisions in the new Act contain the key for solving crucial problems of ULBs in the state. The beginning in the direction should be made by a state level workshop of ULBs with an authoritative announcement and a time table by the government for raising revenues utilizing the new provisions. It is well known that without such a political initiative, the newly elected Mayors and Chairpersons, along with their general bodies would hesitate in even initiating the process. After initial sessions devoted to this major task, the key executives and the newly elected Mayors/Chairpersons should then be exposed to the new provisions and how to go about them. It appears that not many among them are well aware of the inherent advantages of just taking the initiative for implementation, most of them without any financial implications.

Capacity Building of Key Executives to develop them as City Managers

The day to day problems confronting the cities urgently need a devoted set of people to manage them. Such a group can come up only from the ULBs and officers coming on deputation can hardly contribute on a long term basis. A recently recruited group of municipal commissioners, along with their seniors and members of other technical cadres should be put through an exclusively designed Capacity Building Course of, at least, one week. The course should consist of sessions of e-Governance, implementation of the new Act, key strategies for waste management and improved delivery of municipal services, urban planning and preparation of City Plans, preparation of DPRs and resource mobilization including recovery of user charges. Some of the employees of the two development authorities of Jaipur and Jodhpur and Urban Improvement Trusts could also be included in the exclusive training course.

Improvements in Organizational Structure and Staffing of ULBs

The organizational structure and staffing of ULBs has never been subjected to a careful scrutiny though their responsibilities have increased considerably. Any infusion of new cadres and trained functionaries would repay several times over the amount of any investment made. Resource mobilization, waste management, e-governance and project management are highly technical and those ULBs which do not have appropriate staff and training, would be big losers in the long run.

Innovative Management of Urban Water Supply and Sewerage

Management of water supply in urban areas is integrally linked to urban development. This is particularly so after the 74th Amendment specifically declared it to be a function of ULBs. It will take quite some time in Rajasthan to transfer the function to the ULBs but innovations for the long term should be initiated in a planned manner. Rajasthan has to recognize that the situation of urban water supply would keep on deteriorating and soon a situation might develop where more investment alone would not help at all. The residents of an urban area would have to bear the cost of O&M to begin with and even capital

investments in the long run. This would particularly apply to the sewerage sector since the state as a whole has no reason to pay for the specific luxury of underground sewerage for residents living in fully developed areas of a city. Realizing the long term implications, the GOI has already made MOUD as the nodal ministry for this function and most of the metro cities have similarly set up exclusive city level agencies for this purpose. In Rajasthan also, similar recommendations have been made by financing institutions for the Capital city of Jaipur on more than one occasion. Maharashtra has set up an exclusive agency at the state level to manage its entire water resources. Karnataka and Gujarat are also considering setting up such exclusive agencies for urban areas to manage and regulate water supplies. MP has already decided to transfer water supply in urban areas to Urban Development Department after transferring the management to ULBs in most of its cities in 1994. They are also considering a flexible water board at state level to help capacity building, execution of new schemes and O&M at local levels through SPVs with the consent of ULBs under the overall supervision of the state level board. It is high time that Rajasthan starts preparing short term and long term policies for this highly critical sector and starts moving away from the present highly centralized system which has proved so costly for the state in terms of draining of its financial, natural and other resources.

Recovery of O&M and User Charges

Recovery of O&M and User Charges for services provided at the local level is the second most important plank of reforms envisaged under the JNNURM and UIDSMT. It appears that the state has hardly recognized the importance and implications of moving away to an entire new system of making urban development as a sector which needs to generate its own resources for O&M and for services provided by the ULBs. The state should first come up with a policy for User Charges as recommended in the check list of JNURM. The ULBs should then be directed to start recovering user charges in the light of that policy.

Urban Transport

Urban transport, like water supply, has a strong linkage with smooth and planned urban development. In the current context in the state, and even elsewhere its importance has further increased to unplanned development of cities and the absence of a reliable city transport services. Some action has been initiated in the state for implementing BRTS in Jaipur under JNNURM. Some investments for the development of corridors have been made, a dedicated company has been set up to run the city services and action is on for ordering the acquisition of buses. We do not have the details about running the services under BRTS but certainly the setting up of the dedicated company and the new vehicles would go a long way in improving the present level of city service. It is also necessary to ensure that all the loose ends are tied up for the proposed PPP arrangements, if any, for running the buses. The arrangements in MP have indicated several slippages in actual practice. The success of operating the new service on the lines of BRTS has also to be looked into carefully.

In the meantime the government is going ahead with its plans for initiating work for a metro in Jaipur. The DMRC is preparing a detailed project report and the final decision of the government should be known within the next six months.

Monitoring of Projects at the state level

The lack of information, leaving gaps in this review report could also be as a result of inadequate monitoring at the state level. This obviously has serious implications for the completion of projects leading to cost increases. Availability of finances is not easy particularly for the ULBs who are already not able to fulfill some of their commitments.

The outlays and expenditure under JNNURM are given in **Annexure-15(II)**.

Annexure -15(I)**Urban Development Outlays and Expenditure**

(Rs. in Lakh)

Plan	Outlay	Revised Outlay	Expenditure	% Expenditure
X Plan	385003.58	422639.55	391147.64	92.54
XI Plan	344796.11* 158300.00*			
Total	503096.11			
	*Budgetary Outlay **Outside Budgetary Outlay	-	-	-
2007-08	92659.67	97735.35	105513.98	107.95
2008-09	105317.91	115644.81	125873.63	108.84
2009-10	226539.13 Modified	-	30112.67 (upto Aug. '09)	13.29

Source: Department of Planning, Government of Rajasthan

Annexure-15(II)**Outlays and Expenditure Under JNNURM**

(Rs. in Lakh)

Plan	Outlay	Raised Outlay	Expenditure	% Expenditure
X Plan (2006-07)	-	7400	5145.69	69.53
XI Plan	37100.00	-	-	-
2007-08	7500.00	11451.40	11451.40	100.00
2008-09	13000.00	18701.55	18701.54	100.00
2009-10	-	20499.30	9293.93 (upto Aug. '09)	45.34

Source: Department of Planning, Government of Rajasthan.

In 1989, the Government of Rajasthan carved out the Department of Horticulture from the Department of Agriculture to give adequate thrust and attention to horticulture development in the State. It was in line with the National Policy.

The State is having diverse agroclimatic conditions which favour growing of large number of horticultural crops like fruits, vegetables, spices, flowers and medicinal & aromatic plants throughout the year. The ultimate objective is to harness the potential of horticulture in a systematic and planned manner so as to increase area, production and productivity of different horticultural crops and thereby improve nutritional as well as economic status of the people of the State. At present, a total of 20 districts out of 33 have been covered under Intensive Horticulture Development Programme. In the remaining districts, horticulture development activities are being taken up with the help of extension functionaries of the Agriculture Department.

For the Eleventh Five Year Plan, the State has set following objectives:

- i) Production of quality planting material to fulfill the demand of the state.
- ii) Promotion of drip irrigation system and low water requiring crops.
- iii) Promotion of high value vegetables, flowers and aromatic crops.

- iv) Organic farming of fruits, vegetables and spices.
- v) Promotion of rain water harvesting structures for irrigation.
- vi) Production tie-up and buy-back arrangement through contract farming.
- vii) Involvement of the private sector in the field of seed production, post harvest management and marketing of horticulture produce.

Objectives of the Mission

NHM was launched in 2005-06 by the GoI with the aim of attaining the following objectives:-

1. Doubling the horticulture production, i.e. to achieve a production of 300 MT by 2011-12.
2. To establish convergence and synergy among various on-going and planned programmes in the field of horticulture development.
3. To promote the development and dissemination of technologies by blending traditional wisdom and frontier knowledge.
4. Employment generation for skilled and unskilled persons, especially unemployed youth.

Areas Included

During the year 2005-06, the GOI included only 13 districts of the state for the implementation of NHM. Later new districts were also included under the NHM and now it is being implemented in 24 districts of the State. The year wise inclusion of the districts are as under:-

Box - 4 Inclusion of Districts under NHM

S. N.	Year	Districts included
1.	2005-06	Jaipur, Ajmer, Alwar, Kota, Baran, Jhalawar, Chittorgarh, Jodhpur, Nagaur, Jalore, Barmer, Pali, Sriganganagar
2.	2006-07	S. Madhopur, Karauli, Banswara, Tonk
3.	2007-08	Dungarpur, Sirohi, Jhunjhunu, Udaipur, Bundi, Bhilwara
4.	2008-09	Jaisalmer

National Horticulture Mission is being implemented for the selected crops and only in the cluster mode.

Financial Performance

The State Government received funds based on the Annual Action Plan. The releases and expenditures from 2005-06 to September 2009 are given in the Table below:

Table-16.1
Year - wise Releases and Expenditure under NHM in Rajasthan

(Rs. in crore)

Year	Activities	Funds Released	Actual Expenditure	% Expenditure of Funds Released
2005-06	41.02	22.59	14.64	64.81 (35.70%)
2006-07	76.26	38.28	33.07	86.39 (43.36%)
2007-08	89.39	56.73	56.67	99.89 (63.39%)
2008-09	146.30	40.98	52.10	127.13 (35.61%)
2009-10	70.34	-	3.53 (Upto 30-09-09)	5.02

Figures in the parentheses are per cent expenditure based on Funds proposed in Action Plan

Source: Department of Horticulture, Govt. of Rajasthan.

This shows that since inception the pace of expenditure has increased gradually. However, much less funds were released in comparison to Action Plan. This shows that Action plans were not prepared in accordance with the guidelines. Now the Mission is in 24 districts covering a large number of activities, the situation may improve during the Eleventh Plan.

The district-wise expenditures as per provisions from 2005-06 are given in **Annexure - 16 (I)**. This shows that Ajmer, Barmer and Sri Ganganagar have reported more than 100 per cent expenditure in the year 2005-06, and Alwar, Jhalawar and Jodhpur were less than 50 per cent in achievement.

All other seven districts had 50.00 to 99.90 per cent achievement in expenditure. The situation changed in later years and there was no district registering 100 or more than 100 per cent achievement in expenditure.

The year-wise number of districts in different percentage performance is given in Table - 16.2. Details are given in **Annexure - 16 (II)**.

Table-16.2
Year - wise Number of Districts in Different Percentage Performance

Year	> 100%	50.00 to 99.90%	< 50%
2005-06	3	7	3
2006-07	-	10	7
2007-08	-	19	4
2008-09	-	12	12
2009-10 (Not Considered)	-	-	

Source: Department of Horticulture, Govt. of Rajasthan.

Plan-wise financial performance is given below (Table -16.3).

Table-16.3
Plan-wise Performance of NHM in Rajasthan

(Rs. in Lakh)

Year	On Activities			On H.Q.			Total		
	Provision	Utilization	% Utilization	Provision	Utilization	% Utilization	Provision	Utilization	% Utilization
X Plan 2005-06 (13 districts)	1476.39	1045.27	70.79	2625.62	419.02	15.96	4102.01	1464.02	36.69
2006-07 (17 districts)	5344.80	2552.53	47.76	2281.88	757.46	33.19	7626.67	3306.97	43.40
X Plan Total	6821.19	3597.80	52.74	4805.50	1176.48	24.48	11728.68	4770.99	40.67
XI Plan 2007-08 (23 district)	6487.22	4712.10	72.64	2452.57	955.25	38.95	8939.79	5667.25	63.39
2008-09 (24 districts)	9839.64	5053.82	51.36	4790.52	156.57	3.27	14630.16	5210.39	35.61
2009-10 (24 districts)	6618.21	291.82	4.41	415.69	61.63	14.82	7033.90	353.45	5.02
Total for XI Plan (upto September' 09)	22945.07	10057.74	43.83	7658.78	1173.45	15.32	30603.75	11231.09	36.69

Source: Department of Horticulture, Govt. of Rajasthan.

This shows that in two years of the Tenth Plan, 52.74 per cent funds were utilized on the activities as compared to the provisions. This decreased to 43.83 per cent in the Eleventh Plan (2007-08 to September 2009-10). The year 2007-08 recorded the highest per cent fund utilization against provisions at 72.64 per cent which came down in 2008-09. It is surprising that on Head Quarters

(Administration) very little funds were spent as compared to provisions made. In the Tenth Plan in its first two years 24.48 per cent was utilized on HQ and for the Eleventh Plan, it came to only 15.32 per cent (up to September 2009). It is surprising that in 2008-09 only 3.27 per cent was the utilization of funds on HQ as compared to the provisions.

Financial achievements, activity-wise from 2005-06 to 2009-10 (upto Sept.'09) are provided in **Annexure- 16 (III)**. This confirms that performance has been uneven in most of the activities. Overall financial performance has not been satisfactory in many activities as mentioned in year-wise performance.

Physical Performance of NHM

There are a large number of activities included in the programmes of NHM. Eight of them in different areas have been selected for evaluation of the performance in this review. These are given in **Annexure- 16 (IV)**.

This shows that the establishment of model nurseries for the production of good quality, high yielding and disease-free planting material under the public sector has been very satisfactory, both under big (4ha) and small (1 ha) size. Under the private sector it is just the reverse. Vegetable seed production has however, lagged behind target to a very large extent. In the public sector only 89 ha out of 200 ha and in private sector only 15 ha out of 590 ha were taken up for vegetable seed production. For seed infrastructure, no targets have been fixed but six have been achieved (Proj.).

The NHM has done very well for development of spices and has achieved more than 100 per cent of the target.

The performance on Organic farming is disappointing.

One of the major objectives of production programmes is dissemination of production technology to improve yield per unit area/plants. This was taken-up

only in 2006-07 and not planned for other years. Demonstration/ Front Line demonstrations take the latest research recommendations to farmers through field demonstrations and extension activities. Under both of these there is no programme.

In 2005-06 and 2006-07, a component of New Interventions in the form of horticulture equipment and distribution of drying spices sheets was planned. Achievements have been shown only for horticulture equipments for achievements as 1641 nos. and 1316 nos. for 2005-06 and 2006-07, respectively. Details are given in **Annexure- 16 (V)**.

NHM Programmes/Activities in 2009-10

There are a large number of activities under NHM for development of horticulture in 24 identified districts. It seems a number of them are yet to be taken-up. The main activities with major outlays in 2009-10 are summarized in Table - 16.4 below.

Table-16.4
Activity wise Major Outlays (2009-10)

(Rs. in Lakh)

S. N.	Activity	2009-10 Outlay	% of total Outlay
1.	Planting Material	91.50	1.30
2.	Vegetable Production (Private Sector)	25.00	0.35
3.	Seed Infrastructure (Public Sector)	60.00	0.85
4.	Seed Infrastructure (Private Sector)	40.00	0.57
5.	Establishment of New Gardens New Plantation-Fruits (Perennial)	117.13	15.88
6.	1st Year Maintenance	328.48	4.67
7.	2nd Year Maintenance	355.20	5.05
8.	Spices	225.13	3.20
9.	Rejuvenation of Senile Plantations	75.00	1.07
10.	Creation of Water Resources	1500.00	21.32
11.	Normal Green House (S/M Farms)	325.00	4.62
12.	Normal Green House (Other Farms)	107.00	1.52
13.	Promotion of IPM	50.00	0.71
14.	Disease Forecasting Units	20.00	0.28
15.	Bio-Control Lab (Private Sector)	40.00	0.57
16.	Plant Health Clinic	20.00	0.28
17.	Adoption of Organic Farming	200.00	2.84
18.	Vermi compost Units	61.50	0.87
19.	Certification for Vermi compost	200.00	2.84
20.	Training of Supervisors	24.38	0.35
21.	Training of Officials/Officers		
	(a) Within State	5.00	0.07
	(b) Other States	10.00	0.14
	(c) Abroad	20.00	0.28
22.	Training of Farmers.		
	(a) Within State	51.00	0.72
	(b) Outside State	37.50	0.53
23.	Distribution of Colonies & hives	40.00	0.57
24.	Technology Dissemination	50.00	0.71
25.	PHT- Pack House	12.50	0.18
26.	Cold Storage	1000.00	14.22
27.	C.A. Storage	150.00	2.13
28.	Ref. vans/Containers	60.00	0.85
29.	Mobile Processing Units	30.00	0.43
30.	Whole sale markets	150.00	2.13
31.	Extension Quality awareness	25.00	0.35
32.	State & District Mission Structure	329.47	4.68
33.	Seminar (2 days)	10.00	0.14
34.	Farmer Friendly Literature	30.00	0.43
35.	Publicity	16.00	0.23
36.	Hiring of Consultants	9.00	0.13
37.	State Intervention Horticulture Equipments	25.00	0.35
38.	Distribution of drying spices sheets	25.00	0.35
39.	Others	-	1.24
	Total	7033.86	100.00

Source: Department of Horticulture, Govt. of Rajasthan.

Major activities with large outlays are:-

i) Creation of Water Resources	21.32%	} 51.42%
ii) Establishment of New Perennial Plantation (Fruits)	15.88%	
iii) Cold Storage	14.22%	
iv) 2nd Year Maintenance	5.05%	
v) State & District Mission Structure	4.68%	
vi) 1st Year Maintenance	4.67%	
vii) Normal Green House (S/M Farmers)	4.62%	
viii) Adoption of organic farming	2.84%	
ix) Certification of vermi compost	2.84%	
x) C.A. Storage	2.13%	
xi) Normal Green House (Other Farmers)	1.52%	
xii) Planting Material	1.30%	
xiii) Rejuvenation of Senile Plantation	1.07%	
	82.14%	

Performance in 2009-10

The Physical (Activity-wise) and Financial performance during the current year upto September 2009 is given in **Annexure - 16 (VI)**.

This is analysed below:

1. Private Sector model nursery (4 ha) - The target is 4 but the achievement is nil, still Rs. 4.50 lakh were spent from the outlay of Rs. 36.00 lakh. On each nursery, the estimated cost is Rs. 9.00 Lakh and 50% of this has already been spent.
2. Establishment of New Gardens, Fruits (Perennial) - Against a target of 10,000 ha for 2009-10, with an outlay of Rs. 1117.13 Lakh, the project achievement is 8148.86 ha (81.48%). The expenditure was only Rs. 54.39 lakh or 4.86 per cent of the outlay.
3. Medicinal and Aromatic Plants - The target is 50 ha (for Mehandi) but there was no achievement. Still a sum of Rs. 3.33 lakh has been spent out of a total outlay of Rs. 5.63 Lakh.

4. For water resources, the outlay is Rs. 1500.00 lakh for 150 works @ Rs. 10.00 Lakh per structure. However, for 19 works, the expenditure is only Rs. 18.88 Lakh.
5. Green Houses - The target for other farmers is 50,000 sq. m. but the achievement is 7000 sq. m. only. The figures for expenditure are not available against an outlay of Rs. 107.25 Lakh.
6. Coverage under IIP - The target was 5000 ha with Rs. 50 Lakh as the outlay. A sum of Rs. 7.96 lakh was spent but no achievement has been shown.
7. Organic Farming - The achievement was 'nil' but Rs. 3.50 lakh have been spent.
8. Post-Harvest Management - Again a target of five Mobile/Primary Processing units with Rs. 30.00 lakh outlay, the physical achievement is nil but there is an expenditure of Rs. 3.15 Lakh.
9. The Mission should organize five seminars of two day each.

Areas of Concern

1. Financial performance has been poor as shown in the report.
2. Districts vary in utilization of funds on a year to year basis.
3. On the basis of release of funds, the expenditure has been satisfactory.
4. Achievements for establishment of new gardens for perennial fruits and maintenance of earlier plantations were much below targets.
5. The survival of plants also needs to be provided for records.
6. Establishment of model nurseries fell short of the target.
7. Nothing has been done on Post-Harvest Management.
8. Performance in organic farming should be reviewed as this is one of the important activities of the Mission. Certification should be strengthened.
9. Dissemination of production technology seems to have not been given any importance. There should be a large number of demonstrations / Front Line demonstrations to extend technology to farmers. Proper records of all the demonstrations should be maintained for feedback.
10. Nothing has been done in the last five years on extension, quality awareness and market processed products.

This is a prestigious flagship programme of the Government to harness vast potential in horticulture development in the State. **It is not understood why a Five-Year Plan has not been prepared as the work is being planned, sanctioned and implemented on Annual Action Plan basis. In fact, proper planning, based on agro climatic conditions of a district should be done for fruits, vegetables, spices and aromatic plants. Arid horticulture development will only provide sustainability.**

On the basis of 2009-10 Annual Action Plan, it is obvious that 51.42 per cent outlay is for creation of water resources, establishment of perennial plantation (fruits) and cold storage. This seems to have taken away the focus from dry land horticulture development in the State.

Horticulture development is also taking place through a number of programmes like DPAP, DDP, NWDPRA, IWDP, etc. based on watershed concept. Integration of all the on-going programmes would strengthen the Mission approach. In these programmes, rain water conservation is done to improve the moisture regime of the land for plant growth. Following soil and moisture conservation measures for dry land horticulture is being developed.

Creation of water resources with a huge provision should not create ground water problem and this programme should be based on collection, conservation and utilization of rain water based on watershed concept only.

Dissemination of available production technology through the extension system should be the priority of the Mission. Demonstration/ Front-line demonstration along with training on farmer's fields greatly help in the transfer of technology at a faster rate.

There is no bench-mark or targets to be achieved for horticulture produce except that the total horticulture production is to be doubled to 300 million tonnes by

2011-12. The break-up of fruits, vegetables, spices, aromatic plants, flowers has not been given, which could have helped in the planning process for development.

The targets for NHM should be framed from the overall production scenario of the State. The achievements of NHM should be reflected in improving the productivity and quality of horticulture produce from the 2005-06 levels.

The Mission has to step-up its efforts to meet the goals set and re-look at various activities to provide an integrated direction to development of horticulture in the state.

Suggestions

Some weaknesses and needs have been spelt out by the State Government and are reflected here to understand their constraints in implementing this centrally sponsored scheme. These are:

- i) Cost norms of most of the programmes do not match with actual expenditure in the field.
- ii) Ceiling of 4 ha area in establishment of new orchard seems to be inadequate for sustainable production to diversify to horticulture.
- iii) More provisions are required for linking plantation programmes with rain water collection and utilization.
- iv) Small programmes with estimated cost below Rs. 1 lakh should be free from credit component for speedy implementation and greater coverage.
- v) Ceiling of area limit for drip irrigation should be as per the requirement of the farmer.
- vi) Stationary processing units should also be included under NHM.
- vii) Subsidy under PHM should be increased to 50 per cent.
- viii) Plant Protection Equipments may also be included in NHM.
- ix) Cost norms for cut flowers and bulbous flowers are required to be enhanced.

- x) Assistance on fencing for orchards has been suggested for proper protection.

It is understood that plans are prepared by each district based on some guidelines. The NHM could also take assistance in preparation of integrated district plan as envisaged under RKVY. This is what is required but it seems that no proper planning takes place in the district plan for horticulture development. In fact NHM plans should focus on few core local requirements for sustainable horticulture development based on available resources and resources to be created. There should be concurrent evaluation of all activities so that the survival of new plantations, improvement in vegetables, flowers, spices, organic farming, establishment of various infrastructures etc. could be monitored periodically for mid - stream corrections. Any failure will create a long lasting doubt in the minds of farmers / growers. They should be ensured of the quality of planting material and remunerative price of their horticulture produce. The post - harvest technology and processing units should ensure regular supply of raw material and balance the price structure and marketing.

Annexure - 16(I)

Financial Provision and Expenditure (District-wise and Year-wise) under National Horticulture Mission

Rs. In Lakh

S. No.	Name of District	Prov. 2005-06	Exp. 2005-06	%	Prov. 2006-07	Exp. 2006-07	%	Prov. 2007-08	Exp. 2007-08	%	Prov. 2008-09	Exp. 2008-09	%	Prov. 2009-10	Exp. 2009-10	%
1	Ajmer	81.42	81.43	100.01	267.98	198.24	73.98	381.54	238.66	62.55	508.51	184.95	36.37	261.53	4.90	1.87
2	Alwar	182.59	81.30	44.53	230.72	58.14	25.20	452.42	208.68	46.13	705.97	155.57	22.04	532.69	8.41	1.58
3	Banswara				125.02	39.68	31.74	99.40	62.78	63.16	213.03	142.48	66.88	89.03	0.72	0.81
4	Baran	121.09	67.55	55.78	311.80	113.93	36.54	243.82	180.99	74.23	368.39	58.27	15.82	194.21	10.06	5.18
5	Barmer	48.37	69.25	143.17	249.37	142.14	57.00	362.91	263.84	72.70	332.26	270.81	81.51	164.79	30.54	18.53
6	Bhilwara							167.40	118.64	70.87	326.18	228.25	69.98	308.51	1.80	0.58
7	Bundi							109.77	99.82	90.94	217.97	104.51	47.95	98.22	3.12	3.18
8	Chittor	62.40	49.51	79.34	234.45	161.03	68.68	155.44	109.66	70.55	293.41	175.33	59.76	259.46	10.42	4.02
9	Dungarpur							119.47	39.38	32.96	130.66	48.49	37.11	38.29	15.00	39.17
10	Jaipur	150.80	150.05	99.50	433.65	225.51	52.00	544.12	353.80	65.02	734.84	357.41	48.64	337.77	31.24	4.25
11	Jaisalmer										295.00	122.31	41.46	71.00	0.00	0
12	Jalore	67.15	63.64	94.77	264.25	159.35	60.30	295.01	249.63	84.62	384.55	246.18	64.02	250.17	9.67	3.86
13	Jhalawar	180.86	88.74	49.07	443.32	179.91	40.58	349.88	304.92	87.15	539.33	172.33	31.95	498.47	35.61	7.14
14	Jhunjhunu							121.65	68.95	56.68	361.44	129.16	35.73	121.34	20.45	16.85
15	Jodhpur	217.66	104.63	48.07	375.13	220.85	58.87	438.28	385.97	88.06	554.14	512.23	92.44	465.47	24.93	5.35
16	Karauli				255.04	128.62	50.43	102.10	49.68	48.66	233.66	147.60	63.17	124.34	3.23	2.59
17	Kota	127.04	74.62	58.74	428.79	225.09	52.49	464.17	337.77	72.77	562.65	132.05	23.47	660.18	4.86	0.74
18	Nagaur	80.63	41.04	50.90	304.70	161.63	53.05	383.99	283.28	73.77	498.76	308.27	61.81	358.48	4.50	1.25
19	Pali	82.10	47.83	58.26	260.34	168.26	64.63	343.24	302.58	88.15	392.37	355.08	90.50	249.19	19.08	7.65
20	S. Modhpur				286.55	100.32	35.01	266.30	233.39	87.64	432.64	215.86	49.89	231.49	17.31	7.47
21	Sirohi							163.28	72.94	44.67	325.76	63.32	19.44	91.76	1.67	1.82
22	Srigangangar	74.28	125.68	169.20	411.19	120.61	29.33	508.43	402.17	79.10	630.15	447.60	71.03	876.33	22.49	2.57
23	Tonk				462.50	149.22	32.26	269.36	268.30	99.61	309.12	211.91	68.55	233.53	6.31	2.70
24	Udaipur							145.24	76.27	52.51	488.85	263.85	53.97	101.96	5.50	5.39
	Total	1476.39	1045.27	70.79	5344.80	2552.53	47.76	6487.22	4712.10	72.64	9839.64	5053.82	51.36	6618.21	291.82	4.41
	HQ	2625.62	419.02	15.96	2281.88	757.46	33.19	2452.57	955.25	38.95	4790.52	156.57	3.27	415.69	61.63	14.82
	Grand Total	4102.01	1464.02	35.69	7625.80	3309.99	43.40	8939.79	5667.25	63.39	14630.16	5210.39	35.61	7033.90	353.45	5.02

Annexure -16(II)

NHM Performing Districts (% expenditure)

Year	> 100.00	50.00 to 99.90	< 50
2005-06 (13 Distts)	Ajmer, Barmer, Sri Ganganager	Baran, Chittorgarh, Jaipur, Jalore, Kota, Nagaur, Pali	Alwar, Jhalawar Jodhpur
2006-07 (17 Distts)	-	Ajmer, Barmer, Chittorgarh, Jaipur, Jalore, Jodhpur, Karauli, Kota, Nagaur, Pali	Alwar, Banswara, Baran, Jhalwar, S. Madhopur, Shri Ganganager, Tonk
2007-08 (23 distts.)	-	Ajmer, Banswara, Baran, Barmer, Bhilwara, Bundi, Chittorgarh, Jaipur, Jalore, Jhalawar, Jhunjhunu, Jodhpur, Kota, Nagaur, Pali, S. Madhopur, Sri Ganganagar, Tonk, Udaipur	Alwar, Dungarpur, Karauli, Sirohi.
2008-09 (24 distts.)	-	Banswara, Bhilwra, Barmer, Chittorgarh, Jalore, Jodhpur, Karauli, Nagaur, Pali, Sri Ganganagar, Tonk, Udaipur	Ajmer, Alwar, Baran, Bundi, Dungarpur, Jaipur, Jaisalmer, Jhalawar, Jhunjhunu Kota, S. Modhpur, Sirohi.
2009-10 (distts.)	Not considered as this is based on upto September'09 only.		

Annexure -16(III)

Financial Achievements under Key Components in NHM (From 2005-06 to 2009-10 Sept.'09)

(Rs. In lakh)

Component		2005-06		2006-07		2007-08		2008-09		2009-10		Total	
		T	A	T	A	T	A	T	A	T	A	T	A
A	Plantation Infrastructure & Dev.												
1	Production of planting material												
a	Development of Nurseries												
i	Public Sector												
	i) Model Nursery (4 ha.)	90.00	90.00	126.00	144.00	180.00	180.00	72.00	108.00	36.00	18.00	342.00	252.00
	ii) Small Nursery (1 ha.)		0.00	36.00	36.00	18.00	18.00	12.00	3.00	6.00	3.00	54.00	39.00
ii)	Private Sector												
	i) Model Nursery (4 ha.)	9.00	9.00	54.00	9.00	63.00	4.50	45.00	22.50	36.00	4.50	207.00	22.50
	ii) Small Nursery (1 ha.)	15.00	3.00	39.00	1.50	31.50	21.73	22.50	12.00	13.50	0.00	121.50	4.50
	Total	114.00	102.00	255.00	190.50	292.50	224.23	151.50	145.50	91.50	25.50	904.50	318.00
b.	Vegetable Seed Production												
	Public Sector	25.00	25.00	43.00	2.70	14.50	14.50	12.50	2.50	5.00	0.00	100.00	27.70
	Private Sector	25.00	0.00	22.50	0.36	12.51	0.00	50.00		25.00	0.00	135.01	0.36
	Total	50.00	25.00	65.50	3.06	27.01	14.50	62.50	2.50	30.00	0.00	235.01	28.06
C	Seed Infrastructure												
	Public Sector	40.00	0.00	80.00	29.79	25.00	181.00	200.00	25.49	60.00	0.00	405.00	29.79
	Private Sector	40.00	0.00	50.00	1.92	77.17	4.78	100.00	9.98	40.00	0.00	307.17	1.92
	Total	80.00	0.00	130.00	31.71	102.17	185.78	300.00	35.47	100.00	0.00	712.17	31.71
2	Establishment of New gardens												
a	Fruits (Perennial)		255.32	1495.69	216.19	828.56	506.12	1125.00	429.51	1117.13	54.39	4566.38	525.90

	First year Maintenance			212.76	32.58	178.74	134.55	236.79	72.48	328.48	33.82	956.77	66.40
	Second year Maintenance					85.12	99.18	268.11	70.32	355.20	36.14	708.43	36.14
	Fruits Sub Total	900.00	255.32	1708.45	248.77		739.85		572.31			2608.45	504.09
b.	Flowers					83.46		123.08					
i)	Cut Flowers												
	a) Small & Marginal Farmers	3.50		9.45								12.95	0.00
	b) Other Farmers	9.24		11.55								20.79	0.00
ii)	Bulbous Flowers												
	a) Small & Marginal Farmers	2.25		4.05								6.30	0.00
	b) Other Farmers	5.94		5.94								11.88	0.00
iii)	Loose Flowers												
	a) Small & Marginal Farmers	24.00		57.60	58.69		26.70		53.79	60.00	0.00	141.60	58.69
	b) Other Farmers	63.36		93.06	41.21		34.79		19.45			156.42	41.21
	Flowers Sub Total		64.74	181.65	99.90		61.49		73.24			181.65	164.64
c	Spices		349.77	1225.69	609.85	710.44	474.74	562.50	440.92	225.13	31.06	2723.76	990.68
d	M & A Plants	843.75	4.73		0.22	106.88	46.84	56.25	13.44	5.63	3.33	1012.51	8.28
	Total	1852.04	354.50	3115.79	610.07		521.58		454.36			4967.83	964.57
3	Rejuvenation/replacement of senile plantation	30.00	14.64	36.75	43.84	82.50	70.18	75.00	64.39	75.00	0.00	299.25	58.48
4	Water resources	200.00	129.84	1120.00	1192.19	2150.00	2387.99	3000.00	2891.76	1500.00	18.88	7970.00	1340.91
5	Protected cultivation											0.00	0.00
a	Green House											0.00	0.00
i	Small & Marginal Farmers	6.50		35.97		61.75	234.44	975.00	91.00	325.00	45.50	1404.22	45.50
ii)	Other Farmers	38.70	0.00	2.15	3.25	32.25	19.35	215.00	8.58	107.25	0.00	395.35	3.25
b.	Mulching	7.00	0.04	8.40	0.10	3.50		3.50	0.14	3.50	0.00	25.90	0.14
c	Shade Net	7.00	0.31	7.35	0.22	3.50	1.13	7.00	0.89	0.70	0.00	25.55	0.53
d	Plastic tunnel	2.50	0.03	2.75	0.00	2.50	0.09	0.50	1.04	0.50	0.00	8.75	0.03

	Total	61.70	0.38	56.62	3.57		264.01		101.66			118.32	3.95
6	Promotion of INM/IPM				105.80							0.00	105.80
i	Sanitary and Phytosanitary (Pub Sector)	200.00		200.00	72.08							400.00	72.08
ii)	Promotion of IPM	50.00	31.23	84.56	20.00	58.50	49.38	100.00	60.22	50.00	7.96	343.06	59.19
iii)	Disease Forecasting units	8.00	8.00	20.00		20.00	20.00	40.00	27.88	20.00	0.00	108.00	8.00
iv)	Bio control labs							120.00				120.00	0.00
	A. Public Sector								80.00			0.00	0.00
	B. Private Sector									40.00	0.00	40.00	0.00
v)	Plant health clinic					40.00		70.00				110.00	0.00
	A. Public Sector	20.00	20.00	160.00	137.00		36.00		40.00	20.00	0.00	200.00	157.00
	B. Private Sector			50.00								50.00	0.00
vi)	Leaf tissue analysis tabs (Public sector) Nos.			20.00				20.00	20.00			40.00	0.00
	Total	278.00	59.23	534.56	334.88		105.38		228.10			812.56	394.11
7	Organic Farming											0.00	0.00
a	Adoption of organic farming	50.00	20.01	119.00	53.40	235.00	55.48	250.00	5.01	200.00	3.50	854.00	76.91
b	Vermi compost units	9.00	5.37	48.00	44.10	160.50	151.06	180.00	161.49	61.50	9.37	459.00	58.84
c	Certification	50.00	0.00	155.00	1.00	235.00	10.46	250.00	20.02	200.00	7.04	890.00	8.04
	Total	109.00	25.38	322.00	98.50		217.00		186.52			431.00	123.88
8	HRD including horticulture institute			379.78								379.78	0.00
	Farmers Training	85.50										85.50	0.00
	A. Within state		46.77		102.18	67.50	67.99	52.50	53.15	51.00	0.00	171.00	148.95
	Bee training				3.40	6.75	5.66					6.75	3.40
	B. Outside state		13.06		43.80	85.00	80.52	70.00	59.83	37.50	0.00	192.50	56.86
	officers/officials training	28.50	3.45		13.95		18.98		5.00	10.00	0.00		17.40
	Training of supervisors	5.00	54.78		19.15	16.25	16.25	34.38	34.38	24.38	0.00	80.01	73.93

	Training of Entrepreneurs					10.13	10.13	0.00	7.53			10.13	0.00
	Gardeners Training					11.25	11.25	7.53		7.53	0.00	26.31	0.00
	Total		118.06		182.48		210.78		159.88			0.00	300.54
9	Pollination support through beekeeping	24.00	18.98	44.80	52.99		80.29	200.00	54.99			268.80	71.97
10	Technology dissemination through demonstration/Front line demonstration	187.50		171.00	47.74	1186.81	120.90	200.00		50.00	0.00	1795.31	47.74
B	Post Harvest Management												
a	Pack House	1.25		8.96		34.10		12.50		12.50	0.00	802.21	0.00
b	Cold Storage units	100.00		316.66		767.00	151.30	1000.00		1000.00	0.00	2482.66	0.00
c	CA storage							400.00		150.00	0.00	556.00	0.00
d	Ref. Vans/ Containers	12.00		38.00		66.00		60.00		60.00	0.00	380.00	0.00
e	Mobile/primary processing units	54.00		50.00		6.00		6.00	5.00	30.00	3.15	140.00	3.15
f	Market intelligence	30.00	30.00	159.17		210.00		100.00				499.17	30.00
g	Buy back intervention	30.00		50.00				50.00				130.00	0.00
h	Establishment of marketing infrastructure for hort. Crops							100.00		150.00	0.00	250.00	0.00
	i) Wholesale Market							2500.00				2500.00	0.00
	ii) Rural Market/ Apni Mandi	30.00	15.00	31.25				37.50				98.75	15.00
	iii) Functional infrastructure	56.25	44.97	12.50				37.50				106.25	44.97
i)	Extension, quality awareness & market led extension activities for fresh processed products	100.00	100.00	111.67		85.00	60.00	250.25		25.00	0.00	571.92	100.00
	Total	413.50	189.97	778.21	0.00		211.30		5.00			1191.71	189.97
	Sub Total	3599.74	1358.04	7010.00	3140.21		5415.26		4975.67			10609.74	4498.25
D	Mission Management											0.00	0.00

a	State & District Mission Structure including additional manpower & project preparation cost	140.00	17.51	249.95	58.31	397.63	165.95	654.67	201.03	329.47	72.72	1771.72	148.54
b	Support to co-operatives for infrastructural requirement	30.00	10.60	30.00				50.00				192.00	10.60
c	Institutional Strengthening, hire, purchase of vehicles, hardware/ software	85.00	43.79	180.50	28.67	82.00	18.07	100.00				535.23	72.46
c	Technical support group	10.00				169.73		1004.67				1014.67	0.00
i	State level farmer fair						6.99			0.00	0.00	0.00	0.00
ii)	District level farmer fair		0.85		8.30		8.14		3.18			0.00	9.15
iii)	National level seminar											0.00	0.00
iv)	Seminar (Two days)		0.91		7.59		19.59			10.00	1.08	10.00	9.58
v)	Orientation workshop		13.73				10.66		9.36			0.00	13.73
vi)	Farmer friendly literature, posters, exhibits, video films				40.30		15.00		1.72	30.00	0.00	30.00	40.30
vii)	Electronic/ print media								14.55	16.00	0.00	16.00	0.00
viii)	Hiring of consultants								4.89	9.00	0.00	9.00	0.00
	Sub Total		15.49		56.19		60.38		33.70			0.00	71.68
	Total	265.00	87.39		143.17		244.40		234.73	65.00	1.08	330.00	231.64
F	New Interventions												
a	Horticulture equipments	37.26	18.88	56.22	20.41	75.00	7.68	50.00	0.03	25.00	0.00	243.48	39.29
b	Distribution of drying spices sheets			100.00		50.00		50.00		25.00	0.00	225.00	0.00
	Total	37.26	18.88	156.22	20.41		7.68		0.03			193.48	39.29
G	IPDHTA	200.00										200.00	0.00
	Grand Total	4102.00	1464.31	7626.67	3303.79	8939.77	5667.34	14330.15	5210.43	7033.87	353.45	42032.46	15999.25

T - Target

A - Achievement

Annexure - 16(IV)

Physical Achievements under Some Key Components in NHM (From 2005-06 to 2009-10 Sept.'09)

Component	Unit	2005-06		2006-07		2007-08		2008-09		2009-10		Total		
		T	A	T	A	T	A	T	A	T	A	T	A	
1	Production of planting material													
	Development of Nurseries													
	i) Public Sector													
	a) Model Nursery (4 ha)	Nos.	5	5	7	7	10	10	4	6	2	1	28	29
	b) Small Nursery (1 ha)	Nos.	-	-	12	12	6	6	4	1	2	1	24	20
	ii) Private Sector													
	a) Model Nursery (4 ha)	Nos.	1	1	6	1	7	5	5	4	4	0	23	11
	b) Small Nursery (1 ha)	Nos.	10	2	26	6	21	23	28	10	9	0	94	50
2	Vegetable Seed Production													
	i) Public Sector	ha	50	50	86	5	29	29	25	5	10	0	200	89
	ii) Private Sector	ha	100	0	90	15	100	-	200	-	100	0	590	15
3	Seed Infrastructure													
	i) Public Sector	proj.	-	-	-	1	0	0	0	1	0	0	0	2
	ii) Private Sector	proj.	-	-	-	1	0	2	0	3	0	0	0	6
4	Spices	ha	-	6833	10895	8423	11645	11410	5000	10767	3950	200	31490	37633
5	Organic Farming													
	a) Adoption of organic farming	ha	500	467	1190	1222	2350	1290	2500	400	2000	0	8540	3379
	b) Vermi Compost units	Nos.	30	28	160	161	535	506	600	591	205	44	4909	1330
	c) Certification	proj.	-	-	-	-	-	-	2500	250	2000	341.5	4500	591.5
6	Techonology dissemination through demonstration/front live demonstration		-	-	-	178	133.5	-	-	-	0	0	133.5	178
7	Extension, quality awareness & market led extension activities for fresh processed products	PB	-	-	-	-	-	-	-	-	-	-	-	-
8	New Interventions													
	a) Horticulture equipments	Nos.	-	1641	-	1316	-	-	-	-	-	-	-	-
	b) Distribution of drying spices sheets	Nos.	-	-	-	-	-	-	-	-	-	-	-	-

T - Target

A - Achievement

Physical Performance of NHM in Rajasthan

S.No.	Components	Physical Target				Physical Achievement				Financial Outlay				Financial expenditure			
		2005-06	2006-07	2007-08	2008-09	2005-06	2006-07	2007-08	2008-09	2005-06	2006-07	2007-08	2008-09	2005-06	2006-07	2007-08	2008-09
A	Plantation Infrastructure & Dev.																
1	Production of planting material																
a	Development of Nurseries																
i	Public Sector																
	i) Model Nursery (4 ha.) Nos.	5	7	10	5	5	7	10	6	90.00	126.00	180.00	90.00	90.00	144.00	180.00	108.00
	ii) Small Nursery (1 ha.)		12	6	4	0	12	6	1		36.00	18.00	12.00	0.00	36.00	18.00	3.00
ii)	Private Sector																
	i) Model Nursery (4 ha.) Nos.	1	6	7	6	1	1	5	4	9.00	54.00	63.00	54.00	9.00	9.00	4.50	22.50
	ii) Small Nursery (1 ha.) Nos.	10	26	21	16	2	6	23	10	15.00	39.00	31.50	24.00	3.00	1.50	21.74	12.00
	Total				31	8	26		21	114.00	255.00		180.00	102.00	190.50		145.50
b.	Vegetable Seed Production																
	Public Sector Ha.	50	86	29	35	50	5	29	5	25.00	43.00	14.50	17.50	25.00	2.70	14.50	2.50
	Private Sector Ha.	100	90	100	210	0	15	0	0	25.00	22.50	12.51	52.15	0.00	0.36	0.00	0.00
	Total					50	20			50.00	65.50			25.00	3.06		
C	Seed Infrastructure																
	Public Sector			0	0		1	0	1	40.00	80.00	25.00	210.00	0.00	29.79	181.00	25.49
	Private Sector			0	0		1	2	3	40.00	50.00	77.17	100.00	0.00	1.92	4.77	9.98
	Total					0	2			80.00	130.00			0.00	31.71		

2	Establishment of New gardens																
a	Fruits (Perennial) Ha.		13295	7365	10250	4688	3972	5263	7300		1495.69	828.56	1153.13	255.32	216.19	506.12	429.51
	First year Maintenance			3972	5262		1261	2531	1677		212.76	178.74	236.79		32.58	134.55	72.48
	Second year Maintenance			1261	3972			1212	1079			85.12	268.11			99.18	70.32
	Fruits Sub Total	8000				4688	5233			900.00	1708.45			255.32	248.77		
b.	Flowers																
i)	Cut Flowers																
	a) Small & Marginal Farmers Ha.	10	27	10	10			0	0	3.50	9.45	3.50	3.50			0.00	0.00
	b) Other Farmers Ha.	40	50		10				0	9.24	11.55		2.31				0.00
ii)	Bulbous Flowers																
	a) Small & Marginal Farmers Ha.	5	9		10				0	2.25	4.05		4.50				0.00
	b) Other Farmers Ha.	20	20		10		2		0	5.94	5.94		2.97				0.00
iii)	Loose Flowers																
	a) Small & Marginal Farmers Ha.	200	480	302	725		274	288	628	24.00	57.60	36.24	85.98		58.69	26.70	53.79
	b) Other Farmers Ha.	800	1175	552	350		633	489	282	63.36	93.06	43.72	30.78		41.21	34.79	19.45
	Flowers Sub Total Ha.				1115	0	909		910		181.65		130.04	64.74	99.90		73.24
c	Spices		10895	11645	5500	6833	8423	11411	10767		1225.69	710.44	618.75	349.77	609.85	474.74	440.92
d	M & A Plants	7500		3850	375	52	2	2632	950	843.75		95.63	42.19	4.73	0.22	46.84	13.44
	Total					6885	8425			1852.04	3115.79			354.50	610.07		
3	Rejuvenation/replacement of senile plantation Ha.	200	245	550	500	104	355	565	470	30.00	36.75	82.50	42.19	14.64	43.84	70.18	13.44

4	Water resources	Nos.	20	112	215	305	6	105	238	292	200.00	1120.00	2150.00	3050.00	129.84	1192.19	2387.99	2891.76
5	Protected cultivation																	
a	Green House																	
i	Small & Marginal Farmers	Sq. Mtr	2000	11683	44000	301000			74904	28000	6.50	35.97	61.75	978.25			243.44	91.00
ii)	Other Farmers	Sq. Mtr.	18000	1000	15000	101000	1	2000	9000	4000	38.70	2.15	32.25	217.15	0.00	3.25	19.35	8.58
b.	Mulching	Ha.	100	120	50	50		7	0	2	7.00	8.40	3.50	3.50	0.04	0.10	0.00	0.14
c	Shade Net	Sq. Mtr.	1,00,000	105000	50000	100000	9	2800	11140	12768	7.00	7.35	3.50	7.00	0.31	0.22	1.14	0.89
d	Plastic tunnel	Sq. Mtr.	50000	55000	50000	10000	500		1705	21933	2.50	2.75	2.50	0.50	0.03	0.00	0.09	1.04
	Total						510	4807			61.70	56.62			0.38	3.57		
6	Promotion of INM/IPM																	105.80
i	Sanitary and Phytosanitary (Pub Sector)										200.00	200.00						72.08
ii)	Promotion of IPM	Ha.	5000	8456	5850	10300	4257	10085	7631	10733	50.00	84.56	58.50	103.00	31.23	20.00	49.38	60.22
iii)	Disease Forecasting units	Nos.	2	5	5	11	2		5	7	8.00	20.00	20.00	44.00	8.00		20.00	27.88
iv)	Bio control labs																	
	A. Public Sector					1				1				80.00				80.00
	B. Private Sector					1				0				40.00				0.00
v)	Plant health clinic																	
	A. Public Sector		1	8	2	3	1		2	2	20.00	160.00	40.00	60.00	20.00	137.00	36.00	40.00
	B. Private Sector			5		1				0		50.00		10.00				0.00
vi)	Leaf tissue analysis tabs (Public sector)			1		1				1		20.00		20.00				20.00
	Total						4260	10085			278.00	534.56			59.23	334.88		

7	Organic Farming																
a	Adoption of organic farming Ha.	500	1190	2350	2550	467	1222	1290	400	50.00	119.00	235.00	255.00	20.01	53.40	55.48	5.01
b	Vermi compost units Nos.	30	160	535	625	28	161	506	591	9.00	48.00	106.50	187.50	5.37	44.10	151.06	161.48
c	Certification			0	2550			0	250	50.00	155.00	235.00	255.00	0.00	1.00	10.46	20.02
	Total					495	1383			109.00	322.00			25.38	98.50		
8	HRD including horticulture institute										379.78						
	Farmers Training Nos.	5700								85.50							
	A. Within state			7500	3750	3350	88	6989	2134			67.50	56.25	46.77	102.18	67.99	23.51
	Bee training			750			326	762				6.75			3.40	5.66	
	B. Outside state			3400	2850	589	37	3247	2617			85.00	71.25	13.06	43.80	80.52	59.82
	officers/officials training Nos.	48								28.50				3.45	13.95		
	Training of supervisors Nos.	1		2	75			2	75	5.00		16.25	34.38	54.78	19.15	16.25	34.37
	Training of Entrepreneurs			1				1				10.13				10.13	
	Gardeners Training			3	20			3	20			11.25	7.53			11.25	7.52
	Total					3939	451							118.06	182.48		
9	Pollination support through beekeeping Nos.	3000	5600			2975	6820			24.00	44.80			18.98	52.99		

10	Technology dissemination through demonstration/Front line demonstration			134	0		178	0	0	187.50	171.00	1186.81	200.00		47.74	120.90	0.00
B	Post Harvest Management Nos.																
a	Pack House Nos.	2	13	20	21			0	0	1.25	8.96	34.10	13.13			0.00	0.00
b	Cold Storage units Nos.	2	6	16	21			6	0	100.00	316.66	767.00	1050.00			151.30	0.00
c	CA storage			11	1			0	0			66.00	400.00			0.00	0.00
d	Ref. Vans/ Containers Nos.	2	6	1	10			0	0	12.00	38.00	6.00	60.00			0.00	0.00
e	Mobile/primary processing units Nos.	9	8	0	1			0	1	54.00	50.00	210.00	6.00			0.00	5.00
f	Market intelligence Nos.				0				0	30.00	159.17		100.00	30.00			0.00
g	Buy back intervention Nos.				0				0	30.00	50.00		50.00				0.00
h	Establishment of marketing infrastructure for hort. Crops																
	i) Wholesale Market				1				0				2500.00				0.00
	ii) Rural Market/ Apni Mandi Nos.	8	7		11	4			0	30.00	31.25		41.25	15.00			0.00
	iii) Functional infrastructure Nos.	15			10	15			0	56.25	12.50		37.50	44.97			0.00
i)	Extension, quality awareness & market led extension activities for fresh processed products			0	0			0	0	100.00	111.67	85.00	250.25	100.00		60.00	0.00
	Total					19	0			413.50	778.21			189.97	0.00		
	Sub Total					23939	38799			3599.74	7010.00			1358.04	3140.21		

D	Mission Management																
a	State & District Mission Structure including additional manpower & project preparation cost			0	0			0	0	140.00	249.95	397.63	668.06	17.51	58.31	165.94	201.27
b	Support to co-operatives for infrastructural requirement				0				0	30.00	30.00		50.00	10.60			0.00
c	Institutional Strengthening, hire, purchase of vehicles, hardware/ software			0	0			0	0	85.00	180.50	82.00	105.00	43.79	28.67	18.07	0.00
c	Technical support group									10.00							
i	State level farmer fair			2	1		6	2	0			10.00	5.00			6.99	0.00
ii)	District level farmer fair			11	23	1		8	4			11.00	23.00	0.85	8.30	8.14	3.18
iii)	National level seminar				1				0				25.00				0.00
iv)	Seminar (Two days)			16	10	1	4	12	0			32.00	20.00	0.91	7.59	19.59	0.00
v)	Orientation workshop			14	23			9	8			14.00	23.00	13.73		10.66	9.36
vi)	Farmer friendly literature, posters, exhibits, video films				0				0				53.00		40.30		1.72
vii)	Electronic/ print media			0	0			0	0			16.22	33.00			0.00	14.55
viii)	Hiring of consultants				10				0				18.00				4.89
	Sub Total					2	10							15.49	56.19		
	Total				68	2	10		12	265.00			200.00	87.39	143.17		33.70
F	New Interventions																
a	Horticulture equipments			0	0	1641	1316	658	4	37.26	56.22	75.00	50.00	18.88	20.41	7.67	0.03
b	Distribution of drying spices sheets			0	0			0	0		100.00	50.00	50.00			0.00	0.00
G	IPDHTA									200.00							
	Total					1641	1316			37.26	156.22			18.88	20.41		
	Grand Total				-				-	4102.00	7626.67	8939.73	14630.15	1464.31	3303.79	5667.31	5210.43

Annexure-16(VI)

Physical and Financial Performance During 2009-10 (upto Sept. 2009)

2009-10					
S.No.	Components	Physical Target	Physical Achievement	Financial Outlay	Financial expenditure
A	Plantation Infrastructure & Dev.				
1	Production of planting material				
a	Development of Nurseries				
i	Public Sector				
	i) Model Nursery (4 ha.) Nos.	2	1	36.00	18
	ii) Small Nursery (1 ha.)	2	1	6.00	3
ii)	Private Sector				
	i) Model Nursery (4 ha.) Nos.	4	0	36.00	4.50
	ii) Small Nursery (1 ha.) Nos.	9	0	13.50	0.00
	Total				
b.	Vegetable Seed Production				
	Public Sector Ha.	10	0	5.00	0.00
	Private Sector Ha.	100	0	25.00	0.000
	Total				
C	Seed Infrastructure				
	Public Sector	0	0	60.00	0.00
	Private Sector	0	0	40.00	0.00
	Total				
2	Establishment of New gardens				
a	Fruits (Perennial) Ha.	10000	8148.86	1117.13	54.39
	First year Maintenance	7299.59	727	328.48	33.82
	Second year Maintenance	5262.19	697.6	355.20	36.14
	Fruits Sub Total Ha.				
b.	Flowers				
i)	Cut Flowers				
	a) Small & Marginal Farmers Ha.				
	b) Other Farmers Ha.				

ii)	Bulbous Flowers				
	a) Small & Marginal Farmers Ha.				
	b) Other Farmers Ha.				
iii)	Loose Flowers				
	a) Small & Marginal Farmers Ha.	500	0.5	60.00	0
	b) Other Farmers Ha.				
	Flowers Sub Total				
c	Spices Ha.	3950	200	225.13	31.06
d	M & A Plants	50	0	5.63	3.33
	Total				
3	Rejuvenation/replacement of senile plantation Ha.	500	0	75	0.00
4	Water resources Nos.	150	19	1500.00	18.88
5	Protected cultivation				
a	Green House				
i	Small & Marginal Farmers Sq. Mtr	100000	15000	325.00	45.5
ii)	Other Farmers Sq. Mtr.	50000	7000	107.25	0.00
b.	Mulching Ha.	50	0	3.50	0.00
c	Shade Net Sq. Mtr.	10000	0	0.70	0.00
d	Plastic tunnel Sq. Mtr.	10,000			
	Total	10000	0	0.50	0.000
6	Promotion of INM/IPM				
i	Sanitary and Phytosanitary (Pub Sector)				
ii)	Promotion of IPM Ha.	5000	0	50.00	7.96
iii)	Disease Forecasting units Nos.	5	0	20.00	0.000
iv)	Bio control labs				
	A. Public Sector				
	B. Private Sector	1	0	40	0
v)	Plant health clinic				
	A. Public Sector Nos.	1	0	20.00	0
	B. Private Sector Nos.				

vi)	Leaf tissue analysis tabs (Public sector) Nos.				
	Total				
7	Organic Farming				
a	Adoption of organic farming Ha.	2000	0	2000.00	3.50
b	Vermi compost units Nos.	205	44	61.50	9.37
c	Certification	2000	341.5	200.00	7.04
	Total				
8	HRD including horticulture institute				
	Farmers Training Nos.				
	A. Within state	3400	0	51	0.00
	Bee training				
	B. Outside state	1500	0	37.50	0.0
	officers/officials training Nos.				
	Training of supervisors Nos.	3	0	24.38	0.00
	Training of Entrepreneurs				
	Gardeners Training	1	0	7.53	0
	Total				
9	Pollination support through beekeeping Nos.				
10	Technology dissemination through demonstration/Front line demonstration	0	0	50.00	0
B	Post Harvest Management Nos.				
a	Pack House Nos.	20	0	12.50	0
b	Cold Storage units Nos.	20	0	1000.00	0
c	CA storage	1	0	150.00	0
d	Ref. Vans/ Containers Nos.	10	0	60.00	0
e	Mobile/primary processing units Nos.	5	0	30.00	3.15
f	Market intelligence Nos.				
g	Buy back intervention Nos.				
h	Establishment of marketing infrastructure for hort. Crops	1	0	150.00	0

	i) Wholesale Market				
	ii) Rural Market/ Apni Mandi Nos.				
	iii) Functional infrastructure Nos.				
i)	Extension, quality awareness & market led extension activities for fresh processed products	0	0	25	0
	Total				
	Sub Total				
D	Mission Management				
a	State & District Mission Structure including additional manpower & project preparation cost	0	1.12	329.47	72.72
b	Support to co-operatives for infrastructural requirement				
c	Institutional Strengthening, hire, purchase of vehicles, hardware/ software				
c	Technical support group				
i	State level farmer fair	0	0	0	0
ii)	District level farmer fair				
iii)	National level seminar				
iv)	Seminar (Two days)	5	0	10	1.00
v)	Orientation workshop				
vi)	Farmer friendly literature, posters, exhibits, video films	0	0	30	0.00
vii)	Electronic/ print media	0	0	16	0
viii)	Hiring of consultants	5	0	9	0
	Sub Total				
	Total				
F	New Interventions				
a	Horticulture equipments	0	0	25.00	0.00
b	Distribution of drying spices sheets	0	0	25.00	0
G	IPDHTA				
	Total				
	Grand Total			7033.87	353.450

In order to step-up the pace of implementation of on-going irrigation projects in various states, the Government of India launched an Accelerated Irrigation Benefit Programme (AIBP) during 1996-97. The main aim of the programme was to help State Governments for expeditious completion of all those projects which have investment clearance by the Planning Commission and have made substantial progress. Initially on-going major/medium irrigation projects were included in AIBP.

The Government of Rajasthan received Central Loan Assistance (CLA) under AIBP for nine irrigation projects (excluding IGNP) in the year 1996-97. Out of these, two project namely Jaisamand (Udaipur distt.) and Gambhiri (Chittorgarh distt.) have been completed and excluded from AIBP during the financial year 2001-02. The Bisalpur project for which CLA was received separately was also excluded from AIBP and sanctioned under IRDF VI and VII of NABARD. Therefore, six irrigation projects namely, Chhapi (Pali distt.), Chauli (Jhalawar distt.), Panchana (Bharatpur distt.), Mahi (Banswara distt.), Narmada major and Gang Canal modernisation (Ganganagar distt.) are receiving CLA under AIBP.

Out of six projects, only Mahi Bajaj Sagar Project is being carried out from pre-V Plan. The project could not be completed within the stipulated time schedule because, ever since its inception, the scope of the project has been revised

in respect of CCA (Cultural Command Area) and power generation by constructing two power houses. The state Government has now decided to bifurcate Mahi Project into two as Mahi-I and Mahi-II.

Progress of AIBP Projects

Table-17.1
Details of Completed AIBP Projects

(Rs. in crore)

S. No.	Name of Project	Date of Start	Date of Completion	Estimated Cost	Expenditure upto 2009	CLA/CA Received upto 2009	Year of sanction Under AIBP
1	Jaisamand	1996-97	2000-01	24.16	16.63	3.115	1996-97
2	Gambhiri	1998-99	2000-01	17.00	15.21	1.315	1998-99
3	Chhapi	1980-81	2004-05	93.96	104.17	38.230	1996-97
4	Chauli	1992-93	2006-07	95.55	95.50	48.283	1998-99
5	Panchana	1977-78	2004-05	125.00	123.58	43.377	1997-98
6	Mahi	1971-72	2006-07	930.00	923.06	113.650	1999-2000

Eleventh Plan Provisions: Although Chauli and Mahi projects have been completed but plan provisions for Eleventh five year plan have been made as under:

Chauli Project - In 2007-08, Outlay was Rs. 155.00 Lakh and expenditure was Rs. 87.83 lakh. Whereas in 2008-09, against an Outlay of Rs. 70.00 Lakh, there was an expenditure of Rs. 64.67 lakh.

Mahi Project - The project was completed in 2006-07. The State Government have made a provision of 130.00 crore for the XI Plan. In 2007-08 against Rs. 20.00 crore outlay the expenditure was Rs. 22.00 crore and for 2008-09 the expenditure was Rs. 27.14 crore against outlay of Rs. 28.46 crore.

On-going Projects: Narmada Major and Gang canal modernisation are on-going projects. Details are given as under:

Table-17.2
Details of Ongoing AIBP Projects

(Rs in crore)

S. N.	Name of Project	Date of Start	Date of Completion	Estimated Cost	Expenditure upto 2009	CLA/CA Received upto 2009	Year of sanction Under AIBP
1	Narmada Major	1993-94	On-going	1541.36	1370.31	851.836	1998-99
2	Gang Canal Modernization	2000-01	On-going	591.76	473.53	214.363	2000-01

Narmada Major: - This project was sanctioned under AIBP in 1998-99 after five years of its start. The project was taken up to utilize 0.5 MAF (million acre feet) of Narmada water allocated to Rajasthan. This water is available to Rajasthan from Sardar Sarowar Project under construction in Gujrat. The share of water will be delivered through 458 km long Narmada canal (NMC). Out of this 358 km canal has been completed in all respect and work in last stretch of 100 km is in progress.

The revised cost of this project is estimated as Rs. 1541.36 crore which includes Rs. 222.57 crore on share of PHED for providing drinking water to the command and outside command areas in 1107 villages and 2 towns.

A provision of Rs. 305.00 crore has been proposed for the XI Plan of which Rs. 140.00 crore was outlay for 2007-08. The expenditure has been reported as Rs. 139.72 crore. For 2008-09 the outlay was Rs. 150.39 crore and expenditure was almost the same (Rs. 150.06 crore). Narmada Project is scheduled to be completed by 2012. For 2009-10 an outlay of Rs. 175.00 crore has been provided and expenditure upto August 2009 comes to Rs. 63.97 crore. Against XI Plan provision of Rs. 305.00 crore, project has already spent Rs. 353.75 crore (upto August 2009). As only 100 km canal is to be completed, therefore, the state Government expects to complete earlier so that desired benefits may flow. For 2007-08, physical target was 55,460 ha and 100 per cent was achieved (55,465 ha). For 2008-09, target was 85,570 ha but achievement was 45,000 ha only.

Gang Canal Modernization - The Gang Canal modernisation project was started in 2000-01 and sanctioned in AIBP in the same year. Out of estimated cost of Rs. 591.76 crore, the project has already spent Rs. 473.53 crore, thus Rs. 118.23 crore is left-out. In X plan a sum of Rs. 350.00 crore was provided and the expenditure was 348.45 crore. For XI Plan a provision of Rs. 87.53 crore has been made. For 2007-08, against outlay of Rs. 40.00 crore, the expenditure was Rs. 41.51 crore. For 2008-09 the outlay was Rs. 25.00 crore and the expenditure reported was Rs. 24.93 crore. For 2009-10 the proposed Outlay is Rs. 20.00 crore and upto August 2009 the expenditure was Rs. 5.12 crore. Thus, against the XI Plan outlay, the project has already spent Rs. 71.56 core upto August 2009 and only Rs. 15.97 crore are left for the remaining XI plan period. In 2007-08, against physical target of 20,150 ha, the achievement was 50 per cent only (10,150 ha). For 2008-09, the target was 16,570 ha and achievement was less than 50 per cent at 7000 ha. The Target for 2009-10 is 11,000 ha but achievement upto August 2009 has been reported as 1460 ha. The physical progress is slow in Gang canal modernisation project in the Eleventh plan period. A target of 42,000 ha was the target but upto August 2009, only 20,300 ha were covered.

Expenditure

From expenditure point of view, it comes to 91.31 per cent upto March 2009 for all the eight project's estimated cost of Rs. 3418.79 crore from 1996-97 to 2008-09. Of the completed projects, except Chhapi, expenditure was less than estimated cost. Mahi and Chhapi also took longest time for completion of the projects.

Physical Achievements:-

The physical aspects of achievements of all the eight AIBP projects are given below:

Table-17.3
Physical Achievements of AIBP Projects in Rajasthan

(CCA in 000'ha)

S. N.	Name of Project	Estimated CCA	Irrigation potential created	Irrigation potential created under AIBP	Per ha cost for creation of Irrigation Potential (Based on Actual Expenditure) in Rs.
1	Jaisamand	8.35	7.27	2.76	22874.82
2	Gambhiri	7.57	5.47	3.76	35957.44
3	Chhapi	10.00	10.00	10.00	104140.00
4	Chauli	8.96	9.02	9.02	105875.83
5	Panchana	10.61	10.61	6.11	116475.02
6	Mahi	80.00	71.20	21.61	129643.26
7	Narmada Major	246.00	133.00	133.10	10295.34
8	Gang Canal Modernisation	96.51	68.82	63.17	68807.03
	Total	465.21	323.97	253.50	96366.60 (51840.00) *

* Cost per ha from AIBP.

During the XI Plan, state has provided an outlay of Rs.39263.03 lakh and an expenditure of Rs.48469.11 lakh has been made which includes Rs.1025.47 lakh for minor irrigation works in AIBP area. This amount has been spent from consolidated funds available for minor irrigation programme in the state. Against the physical targets of 263180 ha, area covered is 154042 ha. Some shortfall in financial targets has been seen in Gang canal modernisation project, which will be covered during the remaining period of XI Plan. In case of Narmada canal project against XI plan outlay of Rs.305.00 crores has been spent till Feb. 2010. However, against physical target of 2,24,430 ha, only 1,33,570 have been achieved. Thus it seems that cost of this project has gone up and still physical target has not been achieved.

Benefits from AIBP Scheme

The information regarding benefits from a irrigation projects generally means over all development in agriculture, increasing water use efficiency, economic and other gains. Such information is very patchy and available data are summarised below provided by Collectors of concerned district where project is situated.

Table-17.4
Benefits Accrued from AIBP Projects

(CCA in' 000ha)

S. N.	Name of Project	Estimated CCA	Irrigation Potential Created	Potential Utilized	Production Benefits	Irrigation Potential Creator under AIBP
1.	Chauli	7.794	7.794	7.794	Rs. 22.00 crore per year	7.794
2.	Chhapi	9.375	9.375	9.375	Rs. 61.84 crore per year	9.376
3.	Mahi*	80.000	71.200 (89% intensity)	59.850	Rs. 1214.00 crore upto March 2007	21.62
4.	Panchana	9.985	9.500	8.000	34 villages benefited under AIBP	9.500
5.	Gang canal Modernization	355.60	63.400	63.400	1.76 BC ratio	37.67
* Rs. 857.00 crore worth of power also produced						

Data pertaining to Chauli, Chhapi, Panchana and Gang canal modernization vary with data provided by Chief Engineer, Water Resources, Jaipur. The estimated CCA is 465.21 thousand ha and irrigation potential has been created on 323.97 thousand ha or 63.93 per cent. Out of the total irrigation potential created, 78.24 per cent (253.50 thousand ha) has been created under AIBP. Out of all these projects 100 per cent irrigation potential has been created by AIBP assistance in projects like Chhapi, Chauli and Narmada (on-going).

Of the total expenditure and irrigation potential created, the per hectare cost for the creation of irrigation potential comes to Rs. 96,366. Based on CLA/CA received up to March, 2009 and irrigation potential created under AIBP, it comes to Rs. 51,840 which is 46.21 per cent less.

Indicators for Monitoring the Performance of AIBP

For irrigation projects generally following indicators are considered for performance:

1. Cost of the project

- i) Original
- ii) At Completion

2. Estimated CCA

- i) Total
- ii) Total Irrigation Potential Created
- iii) Irrigation Potential Created under AIBP

3. Irrigation Potential Utilization

- i) Total
- ii) Under AIBP

4. Benefits

- i) Cost Benefit Ratio at Project Preparation.
- ii) After Completion of Project
- iii) Changes in Cropping Patterns
- iv) Enhancement in Crop Yields
- v) Water Use Efficiency
- vi) Diversification in agriculture like annual cropping to horticulture adopting water saving devices.

Areas of Concern

1. For six completed projects the estimated CCA was 122.70 thousand ha and Irrigation Potential created comes to 122.05 thousand ha, which is 100 per cent achievement.
2. For all completed projects, estimated expenditure was less than estimated cost except for Chhapi which exceed by Rs. 10.21 crore. This could be due to long completion period (from 1980-81 to 2004-05) causing cost escalation.
3. From Irrigation Potential Utilization and Benefits point of view, no information has been made available, therefore, observation cannot be made.
4. From available information it seems that AIBP assistance helped in completing the six projects. Over all the cost of creation of one hectare of irrigation potential under AIBP was almost fifty per cent less than the total.

5. In both on-going projects of Narmada Canal and Gang Canal, physical achievements are much short of targets although funds have been utilized. This is particularly true for Narmada Canal project.

Suggestions

1. AIBP assistance accelerated the completion of irrigation projects and creation of desired irrigation potential.
2. This is not the end of an irrigation project but a beginning as benefits to farmers must flow.
3. For a water scarcity state like Rajasthan each drop of water is vital for survival and irrigation can be a boon.
4. It is, therefore, suggest that for each of the project agriculture and socio-economic aspects of irrigation should be studied for on-farm water management.
5. Utilization of irrigation potential figures are not available but one of the reasons for non-utilization or low-utilization of created irrigation potential could be non-completion of CAD work in the area where irrigation facilities have been created.
6. The CAD programme should be integrated with agriculture development for immediate and proper utilization of irrigation potential created under the programme.
7. The cost of the land development works should also be integrated with the project cost which may be funded under AIBP. The inclusion of CAD component with the cost of the project may affect the benefit cost ratio of the project.
8. Physical achievement for Narmada Canal projects should be re-looked as no money is available during the remaining period of XI Plan. In Gang Canal project, only Rs.7.90 crore are available for the remaining period of XI Plan whereas almost 50 per cent physical target is yet to be achieved.

18

POWER

Power sector in the Country is a vibrant sector, largely because the Country has always been and still continues to be power deficit and the consumer, whether domestic, agricultural or industrial has been a demanding customer. Governments pay special attention to the power requirements of the rural populace who are highly dependent on the availability of electricity for their *Rabi* and even *Kharif* crops. Utilisation of Plan allocations in the power sector, in almost all States has been above the average as compared to other sectors.

At the time of reorganisation of the power sector in July 2000, availability of power in the State was 23,809 million units (MU) and year wise increase has been tabulated here under (Table 18.1):

Table 18.1
Power Availability in Rajasthan

Year	2002	2003	2004	2005	2006	2007	2008	2009	2010
Availability of power in Million Units(MU)	22596	24100	25328	29397	31795	32463	36688	38973	42575
Peak availability in MW	3,497	3547	3620	4267	4487	4822	4966	5564	6101
Peak demand of power in MW	4002	3719	3874	4803	5216	5829	5716	6737	7511
Shortfall in demand	505	172	254	536	729	1007	750	1173	1410

Source : Department of Energy, Government of Rajasthan, 2009

Total availability of Power, in the state of Rajasthan is given in table 18.2 :

Table 18.2
Availability of Power

	Capacity in MW								
	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Shared power projects	943.41	943.41	943.41	943.41	943.41	943.41	943.41	943.41	943.41
RVUN Projects	2459.53	2459.53	3615.5	3615.5	3615.5	3615.5	3615.5	3615.5	3615.5
Central Sector IPPs					432.56	953.58	2278.97	2554.99	3327.40
Non conventional	374.60	374.60	374.60	374.60	374.60	374.60	374.60	374.60	374.60
TOTAL					5366.07	5887.09	7212.48	7488.50	8260.91

Source : Department of Energy, Government of Rajasthan, 2009

Implementation of the Electricity Act

Power sector reforms had commenced in Rajasthan through the Rajasthan Power Sector Reforms Act 1999 (RPSR Act), even before the enactment of the Electricity Act 2003(The Act). The Rajasthan Electricity Regulatory Commission (RERC) was established in January 2000 under the Rajasthan Power Sector reforms Act (RPSR Act). Rajasthan State Electricity Board(RSEB) was unbundled on 19.7.2000 on functional basis by formation of five Nigams and transfer of assets, liabilities and personnel of the RSEB to these Nigams. The scheme was given final shape by amended Rajasthan Power Sector Reforms Transfer Scheme 2002. With unbundling, the generation activity was entrusted to the Rajasthan Rajya Vidyut Utpadan Nigam Limited (RVUN), the transmission activity to the Rajasthan Rajya Vidyut Prasaran Nigam (RVPN) and the distribution activity to three Nigams, namely, Ajmer, Jaipur and Jodhpur Vidyut Vitran Nigam Limited (AVVNL, JVVNL and JdVVNL).Operation and maintenance of partnership projects was entrusted to RVPN. The Act stipulates setting up of forums for Consumer complaints Redress Forums, appointment of an Ombudsman. Regulations for setting up of district and corporate level forums and ombudsman through RERC (guidelines for Redressal of Grievances) regulations -2003 and RERC (Settlement of

disputes by Ombudsman) Regulations 2003 were issued in Nov., 2003. There are provisions for constitution of State Load Despatch Centre (SLDC), promotion of co-generation, generation of electricity through renewable energy sources and obligation of utilities to purchase a certain minimum quantum of energy .The Act also provides for setting up of special courts for speedy trial of offences of theft of electricity, and related matters. There exists a provision for designation of Assessing Officers for inspection and assessment. The Act mandates 100% metering and transparency in providing subsidies to the utilities.

Open Access

The act necessitates open access to transmission system. RERC notified RERC (terms and conditions of Open Access) Regulations 2004 on 26.5.04. Short Term and Long Term Open access has been introduced for consumers with contract Demand of 1.0 MVA and above. RERC notified Open Access regulations. RERC has determined transmission charges, cross subsidy surcharge and losses for voltage of supply applicable for open access.

Following the notification of Tariff Policy by Govt. of India under Sec. 3 of the Act, RERC had effected reduction in cross subsidy surcharge and provided its progressive linear reduction by 20% p.a. till FY2010-11. It has been observed that open access has been availed by industrial units having captive power plants for supply to their remote captive units. There have been some third party sales through power exchange.

Setting up of load Despatch Centres

As required under the Act, the State Government issued relevant notifications, in respect of State Load Despatch Centre (SLDC), State Transmission Utility (STU), designating assessing officers, Appellate Authority, authorization for checking theft in consumer's premises, empowerment under Telegraph Act, constitution of coordination forums and District Level coordination committees. Special Courts and anti power theft police stations were established by the State

Government through notifications dated 18.5.04 and 21.2.06. Trading activity, not permitted to STU under the Act, was withdrawn from RVPN with effect from 1.4.04 and was entrusted to Rajasthan Power Procurement Centre (RPCC).RPCC was entrusted scheduling and procurement of power for all Discoms at centralized level under the guidance of a committee which had chairman /managing directors of Discoms as its members.

Shortfalls in implementation of the Act

All legal provisions of Electricity Act 2003 have been implemented, however, 100% metering is yet to be achieved. Resistance from flat rate agricultural consumers has been the main hurdle. Even 11 kV metering at substations for energy audit has faced consumer's resistance. Some resistance has also been observed in domestic service. Rajasthan has 203756 un-metered agricultural service consumers. 100% metering has been proposed in next 5 years.

The State government has not been following the provisions of Section 65 of the Electricity Act. This section mandates that in case the State Government intends to provide electricity to any consumer class at rates lower than notified in the tariff determined by the Commission then the State government can issue a directive but simultaneously the utility is required to be reimbursed by the amount of subsidy provided to the consumer. The State Government has been reimbursing the State utilities only partly and that also not in advance. Since 2000, 6 tariff petitions have been filed by RVUN, 7 by RVPN but only two by distribution Companies .In case of distribution companies the gap between revenue and expenses had been left largely uncovered. Since no tariff petitions had been submitted by the State utilities, RERC had to undertake suo moto petition for rationalization of retail tariff. In absence of corresponding revision in retail tariff, these add to losses to Distribution Nigams. There exists no provision to legally enforce release of subsidy or to mandate annual filing of tariff petitions by utilities.

Regulatory Commission has issued directions to Nigams from time to time. By and large these have been complied except for approval of schemes prior to ARR / Tariff petitions, preparation of asset registers and determination of voltage wise losses.

Revenue Generation

Table 18.3
Revenue and expenses

(Rs. In Crore)

Financial Year	AVVNL			JVNL			JdVVNL		
	Revenue	Expense (PPC)*		Revenue	Expense (PPC)*		Revenue	Expense (PPC)*	
2001-02*	1668	2096	-428	1719	2152	-433	1231	1661	-430
2002-03*	1686	2222	-536	1802	2325	-523	1283	1807	-524
2003-04*	1640	2313	-673	1935	2460	-525	1456	1991	-535
2004-05*	1771	2487	-716	2176	2791	-615	1484	2167	-683
2005-06**	2008	2692	-684	2628	2967	-339	1783	2455	-772
2006-07 (ARR FY09)	2184	2926 (2315)	-742	2839	3273 (2648)	-434	2009	2574 (2072)	-565
2007-08	2,567	4033	- 1,466	3,294	4,440	-1,146	2,229	3,603	- 1,374
2008-09 (unaudited)	2953	4,990 (3,311)	- 2,037	4,183	5,196 (3,750)	-1,012	2,548	3,948 (2948)	- 1,400
2009-10 (projected)	3205	5664 (3515)	-2459	4509	5861 (3917)	-1352	2786	4561 (3051)	-1775

petitions for truing up upto FY04-05

** truing up order of Sept 08 for FY05-06 and 06-07

Source : Department of Energy, Government of Rajasthan, 2009

There has been progressive growth of revenue due to increased tariff, increased number of consumers and better consumer mix (Table 18.3). The cost of power purchase and the expenses have increased at a faster pace during FY07-08 and FY08-09 but the revenue has not increased proportionately resulting in higher requirement of subsidy. Subsidies released to the State utilities have been much less than the requirement indicated above. Electricity Act provides for Government of India to notify Tariff Policy under section 3. The tariff policy

notified on 6th June 2006 stipulates target of providing access to electricity to all households in five years span.

Capital Expenditure

To meet the growing demand and increase efficiency, there has been a heavy investment in the sector during last four years. The expenses/ capital additions during various years have been tabulated below (Table 18.4):

Table 18.4
Investments in the Power Sector

(Rs in Crore)

Year	RVUN	RVPN	AVVNL	JVVNL	JdVVNL
2001-02	855.44	223.32	156.18*	188.72*	151.22*
2002-03	851.99	283.04	152.81*	151.46*	170.65*
2003-04	261.66	359.77	159.22*	170.12*	200.71*
2004-05	268.94	262.58	308.12*	284.86*	292.66*
2005-06	553.83	309.92	425.11**	843.00**	475.63**
2006-07	1588.96	656.39	599.52**	922.05**	603.05**
2007-08	2554.62	712.92	748.50#	1165.15#	516.27#
2008-09 provisional	2343.34	1226.01	1814.61#	2009.99#	1106#
2009-10 anticipated	3940.00	1166.72#	755.37#	1434.79#	867#

* capital addition as per truing up orders of Dec 06 for FY upto FY04-05

** capital addition as per truing up order of Sept 08 for FY05-06 and 06-07

capital addition as per MYT petition for Fy09-10 to FY14-15

Source : Department of Energy, Government of Rajasthan, 2009

Funds have gone to respective sub sectors. Generation capacity of RVUN increased from 1302.35 MW at the time of unbundling to 3402.35 MW by the end of FY 08-09. Besides, there has been addition of wind power generation capacity of 400 MW and bio mass power generation of 38 MW mainly in private sector. The State has done well in achieving high performance parameters like Plant Load Factor (PLF), Station Heat Rate (SHR), secondary oil and auxiliary consumption. This has resulted in better electricity supply vis-a-vis neighbouring states. Non utilization of the generation capacity at Giral Lignite Thermal Station due to problems associated with a high sulphur content lignite and at Ramgarh Gas

thermal power station due to non availability of requisite quantity of gas have been a matter of concern.

Transmission network has also expanded as reflected by parameters in following table.

**Table 18.5
Transmission Network**

Financial Year	EHV Lines (Circuit Kms.)					No. of EHV Sub Stations
	400 KV	220 KV	132 KV	66 KV	Total	
1	2	3	4	5	6	7
1996-97	-	5691.22	9187.71	303.06	15181.99	192
1997-98	286.98	6203.85	9602.09	303.06	16395.98	202
1998-99	286.98	6254.36	9787.25	303.06	16631.65	207
1999-2K	286.98	6352.78	9940.88	303.06	16883.70	216
2000-01	286.98	6482.68	10252.4	303.06	17325.15	223
2001-02	286.98	6923.10	10562.40	303.06	18075.54	242
2002-03	286.98	7095.05	10949.52	303.06	18634.61	264
2003-04	286.98	7095.05	11379.53	303.06	19064.62	282
2004-05	620.18	7491.89	11465.80	303.06	19880.93	292
2005-06	620.18	8270.44	11789.01	303.06	20982.69	305
2006-07	620.18	8418.25	12016.52	303.06	21368.01	317
2007-08	915.38	8851.19	12250.54	303.06	22320.17	331
2008-09	1356.62	9320.89	12775.32	303.06	23755.89	382

Ref: RVPN Web Site

Except for 100% metering, reduction in distribution and financial losses, there has been an improvement in the sector. There is marked improvement in release of service connections.

**Table 18.6
Status of Pendency for New Connections**

	Waiting List of New Connections				
	Dom.	NDS	Agr.	Ind.	Others
AVVNL	106152	1806	29921	445	1572
JVVNL	114,493	4,496	44,803	869	722
JdVVNL	112668	1585	40551	429	758

Source : Department of Energy, Government of Rajasthan, 2009

Consumer servicing is reportedly better but public perception is otherwise. Under feeder renovation program and APDRP, over head lines in urban and rural area have been replaced by underground or aerial bunched conductor cables to check theft. These have helped in reduction of T&D losses.

Table 18.7
Redressal of complaints

	Complaints Received and pending	Redressed within stipulated time	Beyond stipulated time	Pending at the end of the year
AVVNL	285242	231567	52430	1245
JVNNL	215006	192487	19661	2858
JdVVNL	229242	210119	17947	1176

Source : Department of Energy, Government of Rajasthan, 2009

Distribution Losses

RERC processed all available information, data passing through public scrutiny, and based on these actual distribution losses were determined. Actual T&D losses were found to be much higher than reported earlier.

Table 18.8
T&D Losses as reported in first tariff Petitions by the Discoms

(in %)

Year	Ajmer VVNL	Jaipur VVNL	Jodhpur VVNL
Estimated on reorganization	34.95	38.30	39.65
Proposed for FY00-01	33.25	36.60	37.95
Proposed for FY01-02	29.55	32.90	34.25
Targets set by RERC for ARR 2003-04			
2003-04	29.55	32.90	34.25
2004-05	25.54	29.00	27.28
2005-06	22.43	25.25	23.29
2006-07	20.00	22.00	20.0
Disallowed Amount (Lakh Rs)	1200	1350	1100

Source: Department of Energy, Government of Rajasthan, 2009

While examining the Annual Revenue Requirement of three Vitran Nigams for FY03-04, the Commission observed that Vitran Nigams had failed to achieve

targets for reducing losses and these had in fact gone up. Actual distribution losses for FY02-03 were indicated as 39.90 per cent for Ajmer VVNL, 39.22 per cent for Jaipur VVNL and 41.03 per cent for Jodhpur VVNL. Jaipur and Jodhpur VVNL proposed 2 per cent reduction in distribution losses while Ajmer proposed only 1 per cent reduction. Distribution losses were again scrutinized by the Commission in the ARR for FY07-08 vide orders dated 21.3.07 and the Loss reduction trajectory was reworked. It takes into account the collection efficiency also (table 18.9).

Table 18.9
T&D losses as determined by RERC in '07-'08

(in percentage)			
Year	Ajmer VVNL	Jaipur VVNL	Jodhpur VVNL
2007-08	35.0	28.5	33.0
2008-09	32.0	23.9	31.0

The actual distribution losses for the three Vitran Nigams have been as shown in table 18.10.

Table 18.10
Actual T&D losses

(in percentage)			
Year	Ajmer VVNL	Jaipur VVNL	Jodhpur VVNL
2000-01	34.81	39.39	40.98
2001-02	35.73	38.51	39.64
2002-03	39.90	39.24	40.93
2003-04	44.01	38.62	40.97
2004-05	43.58	37.60	42.39
2005-06	42.09	37.30	41.72
2006-07	37.68	33.70	32.47
2007-08	34.17	30.16	28.82
2008-09 (anticipated)	28.99	26.48	26.50

Substantial distribution loss reduction has been achieved during the last three years by feeder renovation program, segregation of domestic and agricultural loads in rural area and effecting 24 hour single phase supply to

domestic rural areas through Aerial bunched conductor line and push fit meters. Distribution losses targeted by three Vitran Nigams in their Annual Revenue requirement for FY 09-FY14 is as under (table - 18.11)

Table 18.11
T&D Losses as per ARR petition to RERC

Financial Year	Ajmer VVNL		Jaipur VVNL		Jodhpur VVNL	
	Distribution loss (%)	Reduction over previous years (%)	Distribution loss (%)	Reduction over previous years (%)	Distribution loss (%)	Reduction over previous years (%)
FY 09	29.00	5.17	26.48	3.68	25.00	3.82
FY 10	25.00	4.00	21.46	5.02	22.00	3.00
FY 11	22.00	3.00	18.00	3.46	20.00	2.00
FY 12	19.00	3.00	16.00	2.00	18.00	2.00
FY 13	17.00	2.00	15.00	1.00	16.00	2.00
FY 14	15.00	2.00	15.00	0.00	15.00	1.00

The reduction is proposed to be achieved by Intensive vigilance checking, replacement of stopped/defective meter, conversions of flat rate connections despite public protests, utilization of LT less system ,intensive electrification under APDP ,renovation of 11 kV feeders under Feeder Renovation Programme (FRP) to effect reduction in losses and burning rate of distribution transformers and improving quality of power, energy accounting & audit based on metering of 11kV feeders and use of ABC conductors.

Elimination of Subsidy

Two tariff revisions have substantially raised the domestic service tariff close to the average cost of supply. This service is only marginally subsidized. Agricultural service, which accounts for about 30% energy sales, is highly subsidized. Without tariff raise for this service, subsidies cannot be eliminated. Increasing tariff for agricultural service is a socio-economic and political issue which can not be resolved in near future. Elimination of subsidy is thus not feasible in the foreseeable future.

Demand and Supply as per latest (Seventeenth) Electricity Survey

The three distribution companies namely Jaipur, Ajmer and Jodhpur Vidhyut Vitran Nigam limited have been supplying energy to various categories of consumers. Year wise sales and estimated sales for coming years have been tabulated in table - 18.12:

Table 18.12
Estimated Energy Sales

(Energy in million units)

	FY03	FY04	FY05	FY06	FY07	FY08	Fy09	FY10	FY11	FY12	FY13	FY14
Jaipur	4347	4658	5352	5963	6655	8079	10558	11313	12307	13319	14358	15506
Distribution losses	3406	3659	3824	4100	3900	3941	3802	3091	2702	2537	2534	2736
transmission losses			664	678	686	775	859	915	1126	1192	1420	1526
Total Energy Requirement							15220	15318	18522	19773	23898	25875
Ajmer	3952	3837	4279	4661	5049	6041	8420	9612	10258	10940	11673	12475
distribution losses	3428	4063	3751	4196	3801	3961	3439	3204	2893	2566	2391	2201
Transmission losses			607	615	598	763	859	915	1126	1192	1420	1526
Total							12719	13730	14277	14698	15485	16202
Jodhpur	3047	3252	3689			5988	8145	9335	10201	11052	11872	12776
JdVVNL distribution losses	2795	3072	3485	3769	2921	2923	3066	2633	2550	2426	2261	2255
Transmission losses			494	503	518	664	760	711	875	927	1105	1187
Total							11529	12678	13627	14406	15238	16218

A detailed analysis of increase in category-wise demand shows that increase in demand in SUBSIDISED category ranges from 9 to 15 per cent, while in case of SUBSIDISING category it varies from 5 to 12 per cent. This is a trend that needs to be reversed.

Subsidised tariff has resulted in heavy drain on underground water reserve and steep depletion in water table has been observed in major parts of the State. Restricting exploitation of this resource to reasonable level and charging of underground water reservoir by rain water harvesting and /or diverting excess flood water of rivers in neighbouring states is need of the hour.

Contribution to state exchequer

There is no direct contribution to state exchequer by this sector operating under heavy losses and subsidy support. It is not earning return on Govt. Equity and govt. levy, in the form of electricity duty, is presently adjusted against subsidies due. Till subsidies are eliminated, this sector can not contribute to state exchequer.

RAJIV GANDHI GRAMEEN VIDYUTIKARAN YOJANA (RGGVY)

Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY) was launched with REC as nodal agency in April 05 by merging all the ongoing schemes. This program consisted of 90% grant by Govt. of India, excluding the amount of state or local taxes, and 10% by the State Government through own resources or loan by REC/ financial institutions. RGGVY aimed at:

- Electrifying all villages and habitations as per new definition
- Providing access to electricity to all rural households
- Providing electricity Connection to Below Poverty Line (BPL) families free of charge.
- Separate records to be maintained for BPL, SC/ST populations.

Infrastructure

RGGVY aims at providing Rural Electricity Distribution Backbone (REDB) with 33/11 KV (or 66/11 KV) sub-station of adequate capacity and lines in blocks

where these do not exist, Village Electrification Infrastructure (VEI) for the Electrification of un-electrified villages (under new definition) Electrification of un-electrified habitations with a population of above 100 and providing with provision of distribution transformer of appropriate capacity in villages/habitations, Decentralized Distributed Generation (DDG) Systems for villages based on conventional or renewable or non-conventional energy sources (sources such as biomass, bio fuel, bio gas, mini hydro, geo thermal and solar etc.) where grid supply is not feasible or cost-effective.

Deployment of franchisees for the management of rural distribution

Rajiv Gandhi Grameen Vidyutikaran Yojana Scheme of Rural Electricity Infrastructure and Rural Household Electrification was continued in XI-Plan for attaining the goal of providing access to electricity to all households, electrification of about 1.15 lakh un-electrified villages and electricity connections to 2.34 crores BPL households by 2009 with provisions for capital subsidy of Rs.28000 crores during the Eleventh Plan period.

RGGVY was to be finalized by the State Government to provide beforehand the sanction, the Guarantee for a minimum daily supply of 6-8 hours of electricity in the RGGVY network and assurance of meeting any deficit in this context by supplying electricity at subsidized tariff as required under the Electricity Act.

As per earlier definition of village electrification, a village was considered electrified if it had electricity supply, for any purpose what so ever ,in the inhabited locality within the revenue boundary of the village,. This definition was changed under RGGVY. Accordingly, a village would be declared as electrified, only if basic infrastructure such as Distribution Transformer and Distribution lines are provided in the inhabited locality as well as the Dalit Basti hamlet where it exists. Electricity is provided to public places like Schools, Panchayat Office, Health Centres, Dispensaries and Community Centres etc. The number of

households electrified should be at least 10 per cent of the total number of households in the village (table - 18.13).

Table 18.13
Village electrification under RGGVY

S. N.	Plan	No. of Schemes	Sanctioned Cost (Rs. Cr)	Un/deelectrified villages		Intensive electrification of villages		Electrification of Dhanies		BPL Households		APL Households	
				Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement
1	X plan	25	505.29	1705	1645	15599	14698	4093	3554	699651	441281	309632	
2	XI Plan	15	801.86	2750	449	19233	1757	3145	52	105016	162459	169965	
3	Total	40	1307.15	4455	2094	34832	16455						

In RGGVY Dhanies having population more than 100 are being covered.

Under RGGVY status of sanctioned costs of schemes, funds released and expenditure actually incurred has been supplied only revenue circle wise (not district wise). These for Vitran Nigam as a whole are as under (table 18.14).

Table 18.14
Details of schemes sanctioned in RGGVY

Figures in Rs. lakhs

Discom	Sanctioned amount (A)	Released amount (B)	Expenditure incurred (C)	Ratio (B)/(A)	Ratio (C)/(A)
Ajmer	1307.15	632.95	468.33	48.4%	35.8%
Jaipur	418.91	232.9	175.23	55.6%	41.8%
Jodhpur	443.56	229.66	168.48	51.8%	38.0%
Total	2169.62	1095.51	812.04	50.5%	37.4%

Thus on an average 50.5 per cent of funds as per sanctioned schemes have been released and only 37.4 per cent is the actual expenditure.

Village Electrification: Out of 35645 villages in the State, there are 3,649 de electrified villages and 788 un-electrified villages. The total number of villages to be electrified was considered as 4437. Out of these, 2070 villages (46.5 per cent)

have been electrified. None out of three distribution Nigams has achieved 100 per cent rural electrification (table - 18.15).

Table 18.15
Details of village electrification under RGGVY

	AVVNL	JVVNL	JdVVNL
System improvements: Electrified villages	+5854 out of 12117	+5890 out of 12616	+4300 out of 10100
Electrified dhanis	+1464 out of 2361	+1726 out of 3520	+408 out of 1647
No of house hold.	+138890 out of 923293	+354760 out of 731790	+359207 out of 574332

Thus, performance of electrification of Dhani's and system improvement etc. has been of the same order as utilization of funds / village electrification.

ACCELERATED POWER DEVELOPMENT PROGRAMME (APDP)

Accelerated Power Development Programme (APDP) had been undertaken since the year 2000-01 for restoring commercial viability of the Distribution Sector. Later it was linked to the reform process and incentive financing was integrated with the existing investment programme to achieve commercial viability of SEBs / Utilities. The original APDP was rechristened as Accelerated Power Development & Reforms Programme (APDRP) during 2002-03 for the 10th Five year Plan.

The objectives of APDRP were:

- (i) Improving financial viability of State Power Utilities
- (ii) Reduction of AT & C losses
- (iii) Improving customer satisfaction
- (iv) Improved reliability & quality of power supply

The scheme has two components, investment component and incentive component as under:

Investment component - It consists of Government of India providing Additional Central Assistance equal to 25% of the project cost in form of grant to the state utilities for strengthening and up gradation of sub-transmission and distribution network. Utilities have to arrange remaining 75% of the project cost from financial institutions like PFC/REC or their resources. Schemes undertaken under APDRP are for renovation and modernisation of sub-stations, transmission lines & distribution transformers, augmentation of feeders & transformers, providing feeder and consumer meters, high voltage distribution system (HVDS), consumer indexing, SCADA, computerised billing etc

Incentive component - An incentive equivalent to 50% of the actual cash loss reduction by SEB/ Utilities is provided as a grant. The cash losses are calculated net of subsidy and receivables. 2000-01 is considered as the base year for the calculation of loss reduction in subsequent years.

Incentive amount released by Govt. of India has been Rs. 2879.63 crores. Out of which Rajasthan received only Rs. 137.71 crores for the year 2001-02. Only Gujarat and West Bengal received it for four consecutive years. This indicates that the reduction in losses could not be maintained by Rajasthan.

There were thirty sanctioned schemes of Rs.127696 lakhs in Rajasthan. The sanctioned amount was subsequently revised to Rs.119320 Lakhs, indicating an initial overestimation. The expenditure has been of Rs.114552 lakhs.(with admissible subsidy of Rs.27997 lakhs).Number of schemes completed and benefits of individual scheme are not quantified. However, reduction in distribution losses is attributed to APDRP.

Govt. of India has revised the scheme as Re-structured Accelerated Power Development and Reforms Programme (R-APDRP) during the XI Plan. The focus has been on actual, demonstrable performance in terms of sustained loss reduction. Establishment of reliable and automated systems for sustained collection of accurate base line data, and the adoption of Information Technology

in the areas of energy accounting have been prescribed as prerequisite before taking up the regular distribution strengthening projects. R-APDRP coverage is urban areas i.e. towns and cities with a population of more than 30,000 (10,000 in case of special category states) and earlier sanctioned schemes. In addition, the scheme will also cover certain high-load density rural areas with significant loads, the works of separation of agricultural feeders from domestic and industrial ones, and creation of High Voltage (11kV) Distribution System. Part-A of scheme may include the projects for establishment of baseline data (in the project area having more than 4 lacs population and annual input energy of the order of 350 MU) and IT applications for meter reading, billing & collection, MIS, redress of consumer grievances, Energy accounting/auditing & IT based consumer service centres. Part-B of scheme includes regular distribution strengthening including renovation, modernization and strengthening of 11 kV level substations, transformers, replacement of old conductors on 11kV level and lower voltages, load bifurcation, feeder separation, load balancing, HVDS (11kV), Aerial Bunched Conductors in dense areas, replacement of electromagnetic energy meters with tamper proof electronic meters, installation of capacitor banks and mobile service centres etc.

In order to be eligible for R-APDRP, the States / Utilities are required to:

Constitute the State Electricity Regulatory Commission

Achieve the following target of AT&C loss reduction at utility level:

1. Utilities having AT&C loss above 30 per cent: Reduction by 3 per cent per year
2. Utilities having AT&C loss below 30 per cent: Reduction by 1.5 per cent per year
3. Commit a time frame for introduction of measures for better accountability at all levels in the project area
4. Submit previous year's AT&C loss figures of identified project area as verified by an independent agency appointed by Ministry of Power (MoP) based on

specified criteria. This loss level will be the baseline for considering conversion of loan into grant for part B projects

5. Devise a suitable incentive scheme for staff linking to achievements of 15 per cent AT&C loss in the project area.

Funding Mechanism Consists of 100 per cent GoI Loan for part A projects and up to 25 per cent Loan for Part B projects with entire loan from GoI routed through PFC/REC (FIs) for the respective schemes funded by them and the counterpart funding to be done by PFC/REC (FIs) as per its prevailing policy.

The entire amount of Gol loan (100 per cent) for part A of the project is convertible into grant after establishment of the required Base-Line data system within a stipulated time frame and duly verified by TPIEA and up to 50 per cent (90 per cent for special category States) of loan for Part-B projects is convertible into grant in five equal tranches on achieving 15 per cent AT&C loss in the project area duly verified by TPIEA on a sustainable basis for a period of five years. Where utility fails to achieve or sustain the 15 per cent AT&C loss target in a particular year that year's part of conversion of loan to grant will be reduced in proportion to the shortfall in achieving 15 per cent AT&C loss target from the starting AT&C loss figure.

R-APDRP is in its initial stage. The three Discoms have placed orders on M/S INFOSYS as IT consultants and IT part on M/s info Systems (table 18.16).

Table 18.16
Progress in APDP

	Rs. in lakhs			
	AVVNL	JVVNL	JdVVNL	Total
IT Consultants	60.7	58.2	64.0	182.9
IT part (total)	4212	18180	7131	29523
IT Part of HQ city included above	867	14666	3747	19280

A major portion of IT part is being spent in JVVNL on Jaipur city and its impact on consumer services will be felt only after the execution of the scheme.

Benefits Envisaged

After implementation of the projects, the entire working of the Discoms' sub-divisions offices will be automated and become paperless. Moreover Discoms will be able to sustain the loss levels achieved after implementation of Feeder Renovation Programme. The overall stress to implement the scheme is to make the working customer centric.

The programme will ensure increased consumer satisfaction, transparency in working, reduce outages & interruptions, thus to ensure regular supply to consumers. The programme will also help in compilation of a comprehensive data base of consumers, assets, network etc., identification of T&D losses at feeder level and DT level, monitoring of substation and Distribution Transformers, reduction of AT&C losses and bring about commercial viability. The State is well prepared to implement the revised programme. Part B of the scheme, estimated to cost 1000-1200 crores, will be taken up later.

RERC, vide its order dated 31.3.06 and 29.9.06, has prescribed minimum percentage of energy purchases to be effected for financial years FY06-07 to FY 2011-12 in the area of distribution licensee from Renewable sources of power and has incorporated it in RERC (terms and conditions of extermination of tariff) Regulations 2004 with effect from Nov 06. It has subsequently made purchase of renewable power as obligatory on Distribution licensees. This has boosted interest in the sector.

Wind Power in the State

The State was considered a 'No Wind Zone' up to 1997. However the Rajasthan Energy Development Agency (REDA) installed wind observation masts in the twelve passes through which the desert is creeping into the eastern half. These observation masts revealed very high wind velocities and all these locations

had very low population densities as there was practically no water in these tracts and the situation was ideal for setting up of wind turbines. Wind generation in the State picked up momentum and now the installed capacity of the wind turbines is 875 MW.

As the electricity generation is limited to the months of June, July, August and September the Power Factor is about 15 per cent with generation of electricity of about 867.00 MU in FY 09.

Biomass based generation

Biomass based power stations in the State have an installed capacity of 31 MW, although generation is practically nil.

Power sector in the State

Areas of Concern

1. Implementation of the Electricity Act 2003 needs to be ensured in respect of release of subsidy amount to the State Utilities, in cash, to ensure financial health of the Utilities.
2. The state Utilities have to be given the right to file Annual tariff petitions before the Rajasthan Electricity Regulatory Commission so that requirement of ARR and thereby the need for Subsidy could be ascertained every year.
3. Tariff for subsidised categories needs to be made realistic.

Suggestions

1. Special efforts need to be made to reduce T&D losses both TECHNICAL and NON TECHNICAL. Innovative measures like using small transformers, feeder up gradation and audit, use of ABT conductors, encouraging use of CFL lamps in rural areas, improvement in efficiency of

pumps & motors, adoption of PVC based suction and delivery pipes in wells, shall all go in making this effort a success.

2. Increased installation of Wind farm based capacity should be given priority.
3. Encouragement to Non Conventional systems based on solar, bio-mass, should be given.
4. Optimal exploitation of Hydro potential of the State needs attention.
5. Refurbishment of existing power plants to improve the Capacity Utilisation Factor.