



सत्यमेव जयते

GOVERNMENT OF RAJASTHAN

**MID TERM APPRAISAL OF XIth FIVE YEAR PLAN
(2007 – 2012)**

STATE PLANNING BOARD

RAJASTHAN, JAIPUR

December, 2010



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Preface

Rajasthan has started its journey for economic and social development with several handicaps. Nearly two-third of its area is in arid and semi arid zones; low and uncertain rainfall and depleted soils create natural handicaps to agricultural growth; lack of infrastructure inhibits industrial growth. The fast growing population, the fastest in the country, exacerbates these hurdles. The legacy of feudal social structure with in-built discrimination against women, schedule castes and schedule tribes, keeps large section of population outside the orbit of growth. These various handicaps had to be removed if the state has to ensure adequate income and social justice to its people. State's successive plans have aimed at removing, or at least lighting the severity of these various hurdles.

The 11th Plan of the State in line with the country 11th Plan reiterates the objective of fast and inclusive growth. It identifies following priorities and outlines development programmes and schemes to achieve the objectives in these areas:

- Eliminating hunger, malnutrition, starvation, below-subsistence level of living and, abject poverty.
- Taking special care of disadvantaged, sections particularly women.
- Emphasizing Human Resource Development, and social infrastructure.
- Providing gainful employment, creating livelihoods.
- Conserving natural resources and cultural heritage.
- Ensuring good governance and fiscal reforms.
- Emphasizing creation of economic infrastructure.

Now that more than three years of the 11th Plan period is over it is time to assess the achievements in some key sectors and to suggest measures which needs to be taken in the remaining period of the plan. Though little late, the State Planning Board for the first time has taken up this exercise. Keeping in view that a quick appraisal is necessary if corrective actions are to be taken in the remaining period of the plan, a few important areas of development have been selected for this assessment. These include:

1. Mobilization and Allocation of Financial Resources
2. Appraisal of Development of Water Resources
3. Appraisal of Programmes in Agriculture and Allied Sectors
4. Appraisal of Programmes in Industry and Minerals.
5. Appraisal of Programmes in Infrastructure with particular reference to Roads & Power.
6. Appraisal of Programmes in Education
7. Appraisal of Programmes in Health
8. Appraisal of Programmes in Social Security

9. Appraisal of Programmes for Poverty Reduction and Livelihood Promotion.

The assessment is not undertaken in an auditing mode. The intent is to highlight the achievements, point out the gaps and make positive suggestion for improvements.

For the purpose of mid-term appraisal a Steering Committee was constituted under the Chairmanship of Prof. V.S. Vyas. Following served as the members of the Steering Committee:

- Shri Raj Singh Nirwan
- Dr. Ashok Panagariya,
- Dr. Ashok Bapna
- Shri Ajay S. Mehta
- Shri D.B. Gupta, Principal Secretary, Planning & Member-Secretary, SPB

Information on the outlay as well as physical targets during the first-three years of plan in the selected sectors was obtained from the Planning Department. Among the schemes operated by the concerned departments key schemes were chosen for closer scrutiny.

After preliminary study of data concerned departments were requested to suggest the reasons for the shortfall in, or reallocation of, resources in different schemes and programmes, and their views on the outcome of the outlays.

The members of the Steering Committee took upon themselves an in-depth analysis of the information received from various departments. To assist the Committee a few experts were invited to give their opinion on the progress of various schemes selected for appraisal, and also give their views on future directions. The experts included Dr. Tapas Kumar Sen, Dr. Ratna Reddy, Dr. S.L. Bapna, Dr. R.G. Agarwal, Shri G.L. Somani, Shri K.B. Kothari and Shri Shreekant Sambrani. Views of the experts were examined and incorporated in the notes for each sector. Before finalizing different sections, wherever thought necessary, officers from the concerned departments were contacted/invited to share their views.

All the notes were collated and a draft was prepared under the guidance of the Dy. Chairman of the State Planning Board. Necessary assistance was provided by Shri Munshi Singh, Joint Director, Officers and staff of State Planning Board in preparation of this report. Shri B.R. Dubey provided editorial assistance. The draft was put before the Steering Committee for comments and suggestions. The details of the appraisal of activities in the selected areas are provided in following sections.

It is to be hoped that mid-term assessment of the Plan will now become a permanent feature of the planning process in the State. It is also hoped that the results of the current assessment will be closely looked into while revising the outlays as well as *modus operandi* followed by different departments for the coming two years. Above all, this assessment will serve as a basis for formulating our approach to the next plan for which the preparation has to be initiated very soon.

V.S. Vyas
Deputy Chairman
State Planning Board, Rajasthan

Chapter - 1

Mobilisation and Allocation of Financial Resources

Summary

Background

- Outlay of the 11th Plan of the State (in current prices) is more than double the 10th plan outlay.
- The 11th Plan started at a time when the state's revenue was buoyant and fiscal deficit was within the acceptable limits.
- Since then two major changes have taken place which have adversely affected resource mobilization
 - (a)- the global recession, which directly impacted Central Government's revenue receipts and, in turn, the devolution from the Centre to the state
 - (b)- the Sixth Pay Commission, which increased state's liability in a significant way.

Plan Outlay

- The overall plan outlay in the first three years, about 60 percent of the total outlay, matches with the plan figures. But plan outlays for different sectors were at variance from the plan targets.
- Total outlay was higher for Agriculture (i.e., for Crop Husbandry and Agriculture Marketing Board), for Rural Development, Community Services, Cooperatives and, Housing.
- It was significantly higher in case of Energy.
- The outlay was less in case of Soil and Water Conservation, Animal Husbandry, Transport, Social Security, Welfare of SC ST and Backward classes and, Nutrition.
- It was substantially below the target in case of Irrigation and Flood Control.
- The outlay on Energy was more or less on track.

Resource Mobilization

- Plan finances roughly matched expenditure targets.
- However the composition of finances underwent substantial changes.

- Balances from current revenue (BCR) was way below the original estimates.
- The shortfall was made up by higher Central Assistance (already about 95% of the level originally estimated).
- It was also covered by proportionately higher borrowings, both by the state government and by public enterprises. It is worrisome, as it is leading to increasing future liabilities.
- Extent of borrowings will be still higher if the outstanding guarantees against borrowings by public sector enterprises are taken into account.
- Difference in Miscellaneous Capital Receipt was not substantial, and the amount was also, relatively, small.
- Striking changes in the pattern of borrowings occurred
 - (a)- Small Savings loans are much less than what was expected, while market borrowing is at a much higher level
 - (b)- The central assistance for Externally Aided Projects is much greater than expected, which though helpful in easing the overall resource position can also lead to some distortions in the priorities.
- With the current pattern of financing there is preemption of substantial resources by contractual obligations (pension, salary and wages and interest). And, it is expected to rise further.
- Tax revenue has grown at a healthy pace, although there is some slow down in the collection of state excise duties and motor vehicles tax.
- Currently the fiscal deficit is higher than suggested by 12th Finance Commission.

Future Prospects

- The total plan expenditure which was adversely affected in 2008-2009 has bounced back since then.
- As long as growth of expenditure is kept under check fiscal balances can be maintained at reasonable level.
- Target for total revenue receipt exceeded the estimates consistently, but expenditure did not remain within target.
- Two disabling factors in impinging on the state finances in the first three years of the plan viz, global recession, and increased liabilities due to the implementation of Sixth Pay Commission recommendations, were of temporary nature. Hopefully, their impact should be over by the current year.
- There is not much scope for additional taxation. However, possibility of getting extra revenue as royalty from crude oil, to the extent of Rs. 500 crores exists.

- For the other important taxes there is a scope for rationalization. For example, state may reduce what are now too many tax layers in the sales tax.
- The fee for liquor vendors can be more differentiated by taking into account demand in different areas.
- Though there is not much scope for raising Electricity Duty the reduction in the transmission losses can add to revenue.
- The prospect for resource mobilization seems better with growth in the economy at the centre and the state level; the emphasis should be on controlling expenditure.

Mobilisation and Allocation of Financial Resources

Appraisal Report

1. INTRODUCTION

Rajasthan intended to more than double the plan outlay in the Eleventh Five-year Plan at current prices from Rs. 31831.75 crore during the Tenth Plan to Rs. 71731.98 crore. While the increase is considerably lower in terms of constant prices because of relatively high inflation in recent years, it still represents a substantial rise. Attempt has been made in this chapter to examine (a) the pattern of actual plan expenditure during the first three years of the current Plan in comparison to the original estimates to identify possible shortfalls in order to initiate remedial measures as also (b) actual mobilisation of resources during 2007-08 to 2009-10 in comparison to the pattern originally envisaged, to facilitate both corrective measures and other adjustments deemed necessary, along with some related issues mainly in the domain of the state's finances. The last mentioned is of obvious relevance because given the resources made available by the central government, it is the resources raised by the state itself that crucially determine the ability of the state to undertake plan expenditures. This not only works directly through the component of balance from current revenues (BCR), but through the ease (in terms of interest rate) in borrowing from the market. The latter has some dynamic consequences as well, since future debt-related obligations are impacted by the terms on which debt is raised now.

There have been several developments that make this exercise particularly important; these include, *inter alia*, the impact of the global recession on the state finances and that of the recent pay revisions in the state following the announcements of pay revision of central government employees. At the same time, the fiscal incentives provided by the 12th Finance Commission have sought to shape the finances of all the states to improve fiscal balance as also to make them consistent with the macroeconomic scenario envisaged for the nation as a whole.

2. PLAN OUTLAYS/EXPENDITURES

Table 1 provides the progress in plan expenditures during the first three years of the Eleventh Plan against the originally approved plan outlays (for the entire plan period and annually approved) in comparable (2006-07) prices. The absolute figures in current prices are given in Annexure I. In terms of the total, it

can be seen that a little less than 60 percent of the total approved plan outlay for the whole plan period has been covered. This is roughly what would be expected if plan expenditures were spread evenly over the five years of the Eleventh Plan. However, this masks significant departures (both positive and negative) in actual expenditures from the originally envisaged pattern of outlays by sectors.

With respect to agriculture sector expenditures have been higher than average during the reference period as compared to the total plan outlay approved. In terms of annual approvals, the expenditures are well above them – this is probably because the annual approvals reveal a pattern that would account for a proportionately lower share of the total for the whole plan period, while the expenditures have not conformed to that pattern. Also, this outcome has resulted mainly because of a similar occurrence in the two relatively big-ticket sub-sectors, crop husbandry and agricultural marketing board. In the cooperation subsector, the expenditure in 2009-10 alone has exceeded the target by a huge margin. In contrast, expenditure in soil and water conservation subsector shows a large shortfall, though it is small in absolute terms all the same very important in the geographical conditions obtaining in Rajasthan. Expenditure in animal husbandry subsector also shows tardy progress so far, and the absolute numbers are not that small. This is despite the fact that the sector has an important bearing on the economy of the state.

Among other sectors, excluding social services, really poor progress is noticeable in only one major sector – irrigation and flood control, where only 31 percent of the targeted outlay has been realized so far. Realization of targeted outlay is relatively low in the transport sector as well (48 percent), but that is in spite of roughly adhering to the annual targets, again implying a proportionately lower share of the three years' annual targets vis-à-vis the target for the entire plan period. The sector with the largest allocation (greater than the entire social sector put together) – energy – is broadly on track with annual targets being met and a reasonable part of the outlay for the entire plan period (67 percent) already covered.

In social services, expenditures on housing have already overshoot the overall target by a third of the same. In most of the other subsectors, realization of planned outlay appears to be on track; the only areas where some amount of stepping up may be necessary are social security and welfare, welfare of SC/ST and backward classes, and nutrition. Out of these three, the first and the third exhibit some shortfall in realizing annual targets also, while the second does not, leaving a larger share of the total Plan target for the last two years. 'Other social services' as a group does show a large shortfall, but this is not very large in absolute terms.

Table 1
Plan Outlay During XI Plan in Rajasthan

(Percentages)

S. No.	Sector/Major Head	Actual Annual Expenditures (2007-10) as a ratio of			
		2007-12 (XI Plan) Approved Outlay	Annual Plan Outlay Approved		
			2007-08	2008-09	2009-10
I	AGRICULTURE & ALLIED SERVICES	73.74	166.28	282.73	129.07
II	RURAL DEVELOPMENT	66.40	119.89	99.48	142.12
III	SPECIAL AREA PROGRAMME	76.17	97.73	84.18	109.95
IV	IRRIGATION AND FLOOD CONTROL	30.74	71.90	77.27	82.59
V	ENERGY	67.05	111.40	93.47	103.73
VI	INDUSTRY AND MINERALS	47.14	103.81	76.45	153.17
VII	TRANSPORT	48.22	95.82	106.85	108.69
VIII	SCIENTIFIC SERVICES	38.90	141.21	165.23	202.27
IX	OTHER ECONOMIC SERVICES	132.41	343.02	114.49	70.92
X	SOCIAL AND COMMUNITY SERVICES, <i>of which</i>				
1	General Education	61.11	137.35	112.66	121.72
2	Medical and Public Health	60.69	108.36	96.73	92.37
3	Water Supply & Sanitation	63.05	154.93	115.36	130.00
4	Housing	132.79	241.00	285.00	132.77
5	Urban Development	64.49	109.57	117.43	64.60
6	Welfare of SC/ST and Other Backward Classes	49.93	172.49	143.37	98.20
7	Labour & Labour Welfare	61.18	131.19	87.84	145.25
8	Social Security & Welfare	38.76	115.18	125.93	106.51
9	Nutrition & WDP	51.10	92.17	86.26	96.67
	Total -X	62.74	132.84	120.48	95.06
XI	GENERAL SERVICES	8.12	308.73	320.51	167.37
	Grand Total	58.14	118.52	106.44	104.05

Note: The actual plan expenditures have been deflated to correspond to 2006-07 prices using wholesale price index (base: 2004-05=100) in the comparison with 2007-12 approved Plan outlay

It is of interest to examine what the shortfalls imply in terms of allocation between different heads of Plan expenditure. There is a certain distribution of Plan expenditures that is implicit in the original Plan estimates. Since the shortfalls or excesses are not uniform across the heads, obviously the actual pattern of allocation so far could be different from the originally intended one. Table 2 provides the necessary comparison.

Table 2
Percentage Allocation Among various Sectors in XI Plan Expenditure

(%)

S. No.	Sector/Major Head	2007-12 (XI Plan) Approved Outlay	2007-10 Actual Expenditure	Difference (percentage point)
I	AGRICULTURE AND ALLIED SERVICES	4.1	5.2	1.1
II	RURAL DEVELOPMENT	7.4	8.5	1.1
III	SPECIAL AREA PROGRAMME	0.5	0.6	0.1
IV	IRRIGATION AND FLOOD CONTROL	10.2	5.4	-4.8
V	ENERGY	35.7	41.2	5.5
VI	INDUSTRY AND MINERALS	1.3	1.1	-0.3
VII	TRANSPORT	5.6	4.7	-1.0
VIII	SCIENTIFIC SERVICES	--	--	--
IX	ECONOMIC SERVICES	1.0	2.3	1.3
X	SOCIAL AND COMMUNITY SERVICES			
1	General Education	4.9	5.1	0.2
2	Medical and Public Health	2.1	2.2	0.1
3	Water Supply & Sanitation	7.1	7.7	0.6
4	Housing	1.1	2.6	1.4
5	Urban Development	7.5	8.3	0.8
6	Welfare of SC/ST and Other Backward Classes	2.4	2.1	-0.3
7	Labour & Labour Welfare	0.1	0.2	0.0
8	Social Security & Welfare	1.4	1.0	-0.5
9	Nutrition & WDP	1.3	1.2	-0.2
10	Other Social Services	--	--	--
	Total -X	28.0	30.2	2.2
XI	GENERAL SERVICES	6.1	0.9	-5.3

It can be easily seen that there are two sectors that have lost their shares to a significant extent during the implementation of the Plan – irrigation and flood control, and general services, while the share of energy is significantly higher in the actual expenditures compared to that in the original estimates. There are other sectors where the actual shares are higher by a smaller margin (but at least by one percentage point) as compared to the originally planned shares. These are agriculture and allied services, rural development, and social and community services. Within the last-mentioned group of services, it is actually housing that shows a significant increase in its share during implementation of the Plan.

3. PLAN FINANCING

The mobilisation of plan resources during the period 2007-10 roughly matched the realisation of the expenditure target at around 60 percent. However, the pattern of plan financing underwent a substantial change in comparison to the originally envisaged one at the start of the current Plan. First of all, BCR has been way below the level originally estimated (only about 10 percent), mainly because of the large negative figures for 2009-10, although in terms of the annual approved figures for the first three years of the 11th Plan, the actual BCR figures do not fare that poorly. It seems difficult to make up for the entire lost ground in the remaining two years, given the limits on raising BCR in the short run, although it may be possible to raise BCR to some extent.

How aggregate resources have been maintained more or less at the required level is a question that can be simply answered by stating that the BCR shortfall has been made up mainly through higher level of central assistance (already about 95 percent of the level originally estimated) and proportionately higher borrowings – both budgetary borrowings of the state government and borrowings by public enterprises (extra-budgetary resources). The substantially higher borrowings are obviously a matter of concern since the associated interest costs in the future are likely to make revenue deficits larger (or, in the case of revenue surpluses, smaller). However, a minor part of the answer varies somewhat depending on which set of figures for 2009-10 is considered more reliable – the latest estimates or the revised estimates. These two sets are not very different from each other except in one major financing item, miscellaneous capital receipts (MCR), and in this item the difference is quite large. As such, using the latest estimates for 2009-10, the contribution of MCR so far has been negative, while revised estimates show the contribution to be far greater already than originally envisaged for the entire plan period. This difference, however, does not affect the rest of the components of plan financing too much, since the original financing pattern included only a relatively small absolute amount.

Within the borrowings by the state government, there is a striking change in the pattern relating to its components between the originally planned and the realisation. While only a very small part of the small savings loans originally expected have been actually incurred, market borrowings are already higher than originally estimated (possibly a result of the 'debt swap' scheme of the central government to some extent).¹ Also, negotiated loans are at a proportionately higher level after three years of the current plan, while loans under additional central assistance (ACA) relating to externally aided projects (EAPs) are at a much lower level than estimated.²

Table 3
Financing of the Eleventh Plan in Rajasthan

(Percentages)

Items			Actual Financing (2007-10) as a Ratio of					
			Original Plan (2007-12)@	Original Plan (2007-12)*	Annually Approved Amounts			
					2007-08	2008-09	2009-10@	2009-10*
1	2	3	4	5	6	7		
A	State Government Resources							
	1	State Government's Own Funds (a to c) **	12.04	22.09	162.64	48.92	161.90	-234.56
		a BCR \$	10.28	9.95	294.56	24.28	84.27	87.23
		b MCR (excluding deductions for repayment of loans)	-15.40	718.44	-3218.99	909.17	55.44	200.46
		c Plan grants from Gol (TFC)	62.48	60.35	176.83	66.15	100.00	87.48
	2	State Government's Budgetary Borrowings (f-ii)	65.54	63.68	91.47	133.28	110.24	102.85
	(i)	Borrowings (a to g)	60.71	59.27	92.82	126.23	108.52	102.35
	a	Net Accretion to State Provident Fund	44.59	53.50	85.83	126.49	100.00	162.19
	b	Gross Small Savings	2.80	2.98	5.60	3.60		
	c	Net Market Borrowings	152.06	140.45	209.58	231.27	109.59	91.00
	d	Gross Negotiated Loans	72.80	72.80	100.00	140.00	121.43	121.43
	e	Loans portion of ACA for EAPs	20.32	17.98	73.64	68.07	124.85	81.02
	f	Loans for EAPs (back to back)					0.00	0.00
	g	Other Loans from Gol (NCDC/CPS/CSS)	0.00	0.00	0.00			

¹ This would imply lower interest costs in general, as small savings loans are more expensive than market borrowings.

² In this case, it is difficult to assess the implications *a priori*, because the relative terms of the negotiated loans may vary on a case-to-case basis.

1			2	3	4	5	6	7
	(ii)	Repayments (a to c)	44.48	44.46	98.98	99.66	100.05	99.92
	a	Repayment of Gov Loans	44.28	44.18	97.42	98.57	99.56	98.91
	b	Repayment to NSSF	37.31	37.31	100.00	100.00	100.00	100.00
	c	Repayment of Negotiated Loans	59.79	59.82	99.84	100.34	100.58	100.70
3		Central Assistance (a+b+c)	95.42	92.49	114.06	112.43	99.04	90.83
	a	Normal Central Assistance	45.48	46.20	91.67	91.67	100.00	104.21
	b	ACA for EAPs	101.53	97.33	89.71	67.83	81.90	66.21
	c	Others	134.50	128.83	129.83	127.30	100.00	89.03
		Total A: State Government Resources (1+2+3)	51.33	53.32	106.56	108.50	104.85	116.41
B		Resources of Public Sector Enterprises (PSEs)	74.82	73.79	112.02	107.10	105.35	101.56
	1	Internal Resources #	-778.78	-778.78	352.49	566.94	249.63	249.63
	2	Extra Budgetary Resources	197.13	195.95	172.12	210.77	156.59	154.15
C		Resources of Urban Local Bodies					58.66	58.66
	a	Internal Resources					80.65	80.65
	b	Extra Budgetary Resources					7.69	7.69
D		AGGREGATE PLAN RESOURCES (A+B+C)	59.21	60.29	108.57	107.98	102.16	107.15

@ Using latest estimates instead of the actuals for 2009-10 * Using revised estimates instead of the actuals for 2009-10

\$ All figures for 2009-10 negative

** Approved and LE figures negative, but revised figures positive

Both annual approved and actual amounts are negative, but estimate for whole plan period positive

The substantial jump in central assistance is mainly through the increased ACA for EAPs and other central assistance (probably various centrally sponsored schemes) and not the normal central assistance (which is primarily formula-based). One implication of this is that since ACA for EAPs and centrally sponsored schemes are tied transfers for specific purposes, plan expenditures in the concerned areas would have been boosted, while the non-supported plan expenditures would have slowed down for lack of resources.

The original estimates for the entire plan period were rather optimistic in counting on a positive contribution from the internal resources of public enterprises. This hope has been completely belied, and both the annual approvals and the realisations indicate a major shortfall on this account, made up through almost a doubling of extra-budgetary resources (loans) already. The significance of this change in financing pattern hardly needs emphasis; the problems of servicing these obligations can create further difficulties in the future.

To sum up, the contribution of the most desirable form of plan financing – BCR – has been poor so far. This has been made up to a considerable extent by central assistance which, being non-debt in nature is not likely to have negative implications except possibly in terms of affecting the sectoral composition of plan expenditure. But the other major compensatory variation of increased borrowings by the state government and its public enterprises do carry negative implications for the future in terms of higher debt servicing demands.

4. STATE FINANCES DURING 2007-10

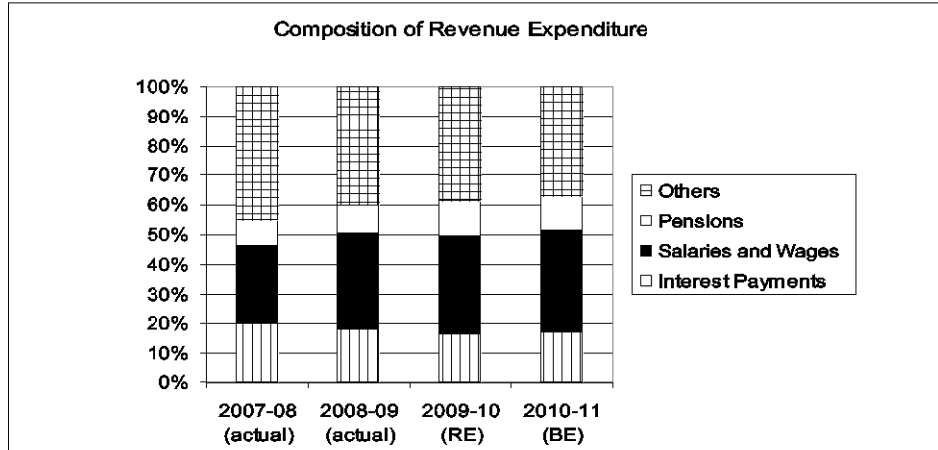
The current Five-year Plan started with fairly comfortable financial situation for the state government. There was revenue account surplus, and fiscal deficit was at a low level of less than two percent of GSDP, with primary balance at a surplus. This translated into a positive and significant BCR for the Plan. Total Plan expenditure (excluding centrally sponsored schemes or CSS) was at a relatively high level of 5 percent of GSDP, which was about a quarter of total expenditures excluding discharge of various liabilities including public debt. Despite accommodating a relatively high level of interest payments at 3.37 percent of GSDP, non-plan revenue expenditures were contained at a relatively low level of 13.6 percent of GSDP. Salary and wages and pensions together did not cross 35 percent of total revenue expenditure.

All this changed for the worse in the next two years as a result of two shocks to the system – the global recession and the implementation of salary revisions at the state level. Although the state's own resource-raising was impacted by the recession only marginally, its impact is vividly seen in the state's share of central taxes that dropped from 4.83 percent of GSDP in 2007-08 to 4.46 in 2008-09 and further to 4.21 percent in 2009-10. It was only through special efforts that the central government maintained the grants at 2.8 percent of GSDP. The overall impact on the revenue side was a reduction in total revenue receipts from 17.45 percent of GSDP in 2007-08 to 16.6 and 16.9 percent of GSDP in 2008-09 and 2009-10 respectively.

On the expenditure side, there was a significant impact of the salary (and pensions) revisions, pushing up the wages and pensions bills of the state from 4.3 and 1.45 percent of GSDP respectively in 2007-08 to 5.48 and 1.65 percent respectively the very next year, further rising to 6.22 and 2.28 percent respectively in 2009-10. Despite some contraction in plan expenditures and non-plan capital expenditures as well as a reduction in interest payments, (non-plan revenue expenditures and) total revenue expenditures rose by 0.5 and 1.75

percentage (of GSDP) points in 2008-09 and 2009-10. However, it may be noted that total plan expenditures were allowed to be adversely affected adversely only in 2008-09; in 2009-10 it bounced back to a level of 5.1 percent of GSDP as compared to the 5.04 percent in 2007-08 (Annexure 3).

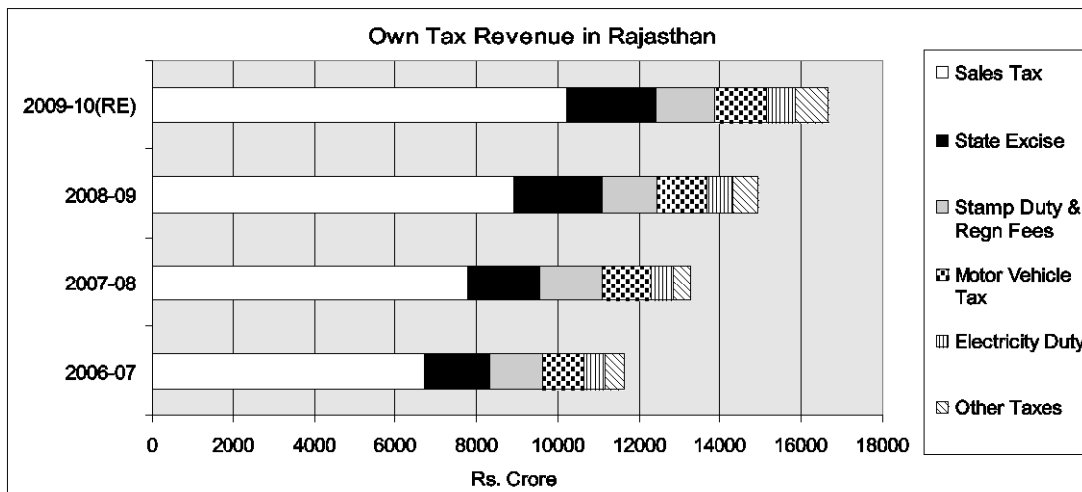
Figure 1



The composition of expenditures underwent a significant change after 2007-08 in terms of pre-emption of resources by contractual obligations. Taking revenue expenditures only, Figure 1 shows the changes during the period 2007-10 and in the budget estimates for 2010-11. It can be seen that the three contractual expenditures accounted for about 55 percent of revenue expenditure in 2007-08, but jumped to about 60 percent in 2008-09 and further to about 62 percent in 2009-10. It is expected to rise further in 2010-11 (budget estimates).

Own tax revenues have been growing at a healthy pace since 2006-07, with all the major components registering reasonable to excellent growth in revenues (excepting stamp duties in 2008-09). The global recessionary tendencies did not affect the tax performance very significantly in the state. This is evident from Figure 2 and the corresponding numbers in Annexure 4.

Figure 2



Because of its dominant share, the performance of sales tax broadly determines the trend in own tax revenues of most states in India and Rajasthan is no exception to this. However, a close look reveals that there have been some exceptions in particular years to the generally healthy growth in revenues. Apart from the actual drop in stamp duty collections in 2008-09 (because of significant downward rate revision), some slowdown is noticeable in state excise and motor vehicle tax collections in 2009-10.

The fiscal liabilities of the state government at the end of the fiscal year 2008-09 was 44 percent of GSDP as per the Audit Report for 2008-09 (Rs. 58,766 crore of liabilities in the Consolidated Fund and Rs. 16,827 crore in the Public Account). This was above the norm of 30 percent suggested by the 12th Finance Commission. If outstanding guarantees (Rs. 27,765 crore) were to be added to the liabilities, they would have risen to 58 percent of GSDP from 44 percent. Further, the accumulated debt of state public sector undertakings, which constitute a part of the contingent liabilities, amounted to Rs. 10,220 crore at the end of 2008-09. Even though the state-guaranteed portion of these are already included in the outstanding guarantees, and that the state government does not treat the remainder as off-budget borrowings or even its contingent liabilities, the fact remains that a default by a public undertaking has to be willy-nilly covered by the state government, whether formally guaranteed or not. There have been occasions in the past when the state government has had to effectively write-off its own loans to public sector undertakings, using the accounting procedure of showing repayment with a contra-entry denoting assistance to the concerned public undertaking. This goes to show that the state bears the responsibility of being the 'ultimate resort' of public enterprises under financial stress.

4. PERFORMANCE AGAINST FRBM TARGETS

The FRBM targets, actual outcomes and the debt write-off obtained by the state are provided in Annexure-5. The state had a sizeable revenue deficit (Rs. 2142.6 crore) and a correspondingly high fiscal deficit of Rs. 6146 crore in 2004-05, the year before the FRBM came into operation.³ The deficits were substantially reduced in 2005-06 itself, and revenue surplus was achieved in 2006-07, with fiscal deficits dropping substantially to Rs. 5150 crore and Rs. 3970 crore in 2005-06 and 2006-07 respectively. The fiscal consolidation continued in 2007-08, with higher revenue surplus and lower fiscal deficit *in absolute terms*. The state was thus able to avail debt write-off to the tune of Rs. 308.7 crore every year during 2005-08.

³ The 12th Finance Commission required the revenue deficit to be brought down to zero or revenue surplus by 2008-09 and fiscal deficit was to be reduced to at most 3 percent of GSDP under the FRBM Act of the state. Debt write-off during a year, even if counted as revenue in the state accounts, was not to be counted as such while eligibility for the incentive scheme was being reckoned; also the GSDP figures used for reckoning the revenue and fiscal deficit percentages were not the latest ones available.

The aforementioned fiscal shocks hit the state in 2008-09, and despite relaxation in the targets⁴ for the purpose of reckoning eligibility for debt write-off by the Government of India state could not qualify for debt write-off during the next two years of the award period of the 12th Finance Commission. However, by virtue of its willingness to pass the FRBM Act, it also got the benefit of debt rescheduling at a uniform, low rate of interest; this was a one-time action that should have a benefit span of longer duration.

In terms of meeting the broad budgetary targets of revenues and expenditures, the framework required a rising trend in revenues with restrained growth of expenditures. The targets were also set accordingly. The targets for total revenue receipts were consistently exceeded every year. However, expenditures remained within targets only in 2005-06. After that, the expenditure targets (both revenue and capital) were consistently exceeded as well. Thus, it was the relatively greater excess in revenue receipts during 2006-07 and 2007-08 that kept the deficits within target levels; as soon as the revenue buoyancy was relatively inadequate to cover the rising expenditures (2008-09 and 2009-10), the deficit targets could not be met, that too by a large margin. It may indicate that the main control variable is the revenue expenditure, mainly because there is a substantial exogenous element in the revenue receipts; as long the growth of expenditures is kept under check, the fiscal balances are reasonable.

5. THE REMAINING TWO YEARS OF THE PLAN

The two shocks that derailed state finances and impacted strongly on the plan financing – not so much on plan expenditures – are fortunately temporary. The recessionary tendencies have been mostly beaten back, and the current year is likely to end with renewed strong growth. To what extent that would translate into a strong growth in central revenue collection is, however, debatable. The balance of considerations indicate a substantial growth in the tax collection of the central government as well as the state government, although the pre-recession high rates of growth in some of the taxes (>20 percent) is probably unlikely. The other problem – that of higher salary and wages bill – should also abate since the concerned variable should resume normal growth from 2011-12 onwards once the arrears are fully paid out. Thus, the resource position should improve somewhat in the current year itself, with substantial improvement from the next year, creating an opportunity for setting things right in the final year of the current Plan (this is, of course, presuming there are no further shocks to the system).

⁴ The fiscal deficit target was increased to 3.5 percent of GSDP for 2008-09 and further to 4 percent for 2009-10.

Additional resource mobilisation opportunities in the state are rather limited, although there is at least one area where additional resources are likely. The recent beginning of actual production of crude oil in the state has provided it with a substantial non-tax source of revenue in the form of royalties. As the extraction capacity is increased to its full potential, the royalty stream should provide about Rs. 500 crore of additional resources per annum.

As far as the taxes are concerned, the mainstay – sales tax/VAT – would probably have brought in additional revenues with substitution by GST. Unfortunately, this important reform is not likely to be implemented from April 2011 as scheduled, and hence the benefit of this reform is not likely to be available for the current Plan. The best that the state can do given the uncertainties surrounding the actual system of GST that would finally replace sales tax/VAT is to rationalise its own system to reduce too many tax rates or assessment methods to prepare for GST; in the process, such rationalisation may bring in some additional revenues.

State excise, currently the second largest tax source, has already undergone several changes in policy in recent years; more changes would only create uncertainties and destabilisation of the system. However, one possibility that could bring in some additional revenues is to make the actual license fees for retail liquor vends more responsive to the varying demand in different areas. At present, there is an executive assessment of the demand and license fees are adjusted through changes in the minimum guaranteed quantity of lifting. The rates of the fees also could be adjusted, if thought fit, based on the number of applications received for each vend. This is a system used in some of the states, which, like Rajasthan have found it difficult to carry out a proper auction system.

Among the other taxes, electricity duties were enhanced in the recent past and should not be changed in such a short time again. However, efforts to increase priced consumption of electricity and reduce distribution loss should automatically raise more revenue from this source. In the case of stamp duty, the rates were reduced to conform to the JNNURM conditionalities for transfers; once the process of rate reduction is completed, the low buoyancy of the previous years should not be a problem any more.

To sum up, the resource position is likely to improve in the current year as also the next year; this improvement in fiscal balances of the state would provide additional flexibility for Plan implementation and should help reach at least the annual targets without further undue resorting to borrowed resources.

Plan Outlay During XI Plan in Rajasthan

(Rs. Crore)

S. No.	Sector/Major Head	2007-12 (XI Plan) Approved Outlay	Annual Plan Outlay Approved			Actual Expenditure		
			2007-08	2008-09	2009-10	2007-08	2008-09	2009-10
1	2	3	4	5	6	7	8	9
I	AGRICULTURE & ALLIED SERVICES							
1	Crop Husbandry	1560.00	75.25	132.18	350.05	250.21	620.99	383.91
2	Horticulture	105.00	12.97	17.55	40.45	14.47	35.22	29.62
3	Soil & Water Conservation	3.97	0.47	0.34	0.20	0.40	0.18	0.20
4	Animal Husbandry	181.60	17.41	22.60	15.73	22.61	13.99	19.98
5	Fisheries	6.15	0.85	0.39	0.36	0.60	0.22	0.29
6	Forestry & Wild Life	197.00	68.65	48.00	84.30	54.12	45.01	55.75
7	Storage & Warehousing	16.35	2.70	2.95	1.00	4.27	0.44	2.77
8	Research & Education (Agriculture University)	64.00	8.61	9.97	7.54	10.25	9.39	7.54
9	Agriculture Financial Institute	35.00	6.50	6.50	6.50	6.50	10.74	3.16
10	Cooperation	100.00	8.96	10.46	8.94	2.63	8.34	262.66
11	Agriculture Marketing Board	650.00	110.00	110.70	170.00	153.34	274.48	118.32
12	Others - Agriculture Marketing Programme			0.01			3.50	
	Total- I	2919.07	312.37	361.65	685.07	519.40	1022.50	884.20
II	RURAL DEVELOPMENT	5332.15	823.03	1278.93	1217.48	986.69	1272.31	1730.29
III	SPECIAL AREA PROGRAMME	338.58	88.65	119.38	92.25	86.64	100.49	101.43

1	2	3	4	5	6	7	8	9
IV	IRRIGATION AND FLOOD CONTROL	7302.06	1219.92	1082.94	949.17	877.07	836.83	783.96
V	ENERGY	25606.75	5109.80	6199.49	7483.97	5692.38	5794.60	7763.24
VI	INDUSTRY AND MINERALS	958.65	163.93	157.78	140.10	170.17	120.63	214.59
VII	TRANSPORT	4033.05	707.77	678.27	709.60	678.22	724.73	771.24
VIII	SCIENTIFIC SERVICES	29.70	1.99	3.48	2.20	2.81	5.75	4.45
IX	ECONOMIC SERVICES	731.04	202.28	242.64	100.25	693.87	277.81	71.10
X	SOCIAL AND COMMUNITY SERVICES							
1	General Education	3485.70	455.17	742.75	765.79	625.19	836.75	932.11
2	Medical and Public Health	1477.62	295.19	350.45	371.02	319.88	339.00	342.72
3	Water Supply & Sanitation	5085.93	645.52	1001.74	1111.40	1000.09	1155.58	1444.82
4	Housing	808.00	136.80	147.97	340.93	329.69	421.71	452.65
5	Urban Development	5400.51	962.95	1071.88	2476.84	1055.14	1258.74	1599.93
6	Welfare of SC/ST and Other Backward Classes	1741.07	174.20	212.85	373.92	300.48	305.17	367.20
7	Labour & Labour Welfare	103.79	17.92	26.40	16.62	23.51	23.19	24.14
8	Social Security & Welfare	1029.17	112.88	114.29	162.73	130.01	143.92	173.32
9	Nutrition & WDP	958.37	154.93	189.86	253.40	142.80	163.78	244.97
10	Other Social Services	13.52	2.25	0.04	0.00	2.24	0.60	0.41
	Total -X	20103.68	2957.81	3858.23	5872.65	3929.03	4648.44	5582.27
XI	GENERAL SERVICES	4377.25	51.31	37.21	69.26	158.41	119.26	115.92
	Grand Total	71731.98	11638.86	14020.00	17322.00	13794.69	14923.35	18022.69

Annexure 2

Scheme of Financing for Estimates for the Annual Plan 2007-08 to 2009-10

(Rs. In crore)

Items	Eleventh Plan 2007-12 Projections	2007-08			2008-09			2009-10		
		Approved	Actuals	Approved	Pre- Actual	Approved	LE	Revised		
		(at current prices)								
1	2	3	4	5	6	7	8	9		
A State Government Resources										
1 State Government's Own Funds (a to e)	15953.24	1068.21	1737.36	2124.41	1039.33	-474.50	-768.20	1112.97		
a BCR	15076.07	902.46	2658.27	1941.39	471.29	-1952.65	-1645.57	-1703.23		
b MCR (excluding deductions for repayment of loans)	227.17	35.75	-1150.79	53.02	482.04	1348.15	747.37	2702.48		
c Plan grants from GoI (TFC)	650.00	130.00	229.88	130.00	86.00	130.00	130.00	113.72		
2 State Government's Budgetary Borrowings (i-ii)	25948.55	4739.56	4335.10	4814.82	6417.24	7663.15	8447.57	7881.49		
(i) Borrowings (a to g)	33677.94	5782.91	5367.81	6091.68	7689.71	9220.88	10006.15	9437.98		
a Net Accretion to State Provident Fund	7627.76	1303.01	1118.42	1110.97	1405.22	1281.82	1281.82	2078.93		
b Gross Small Savings	9339.83	1870.00	104.70	1755.51	63.24		123.67	144.11		
c Net Market Borrowings	9173.03	1542.50	3232.80	2246.40	5195.35	6716.06	7359.89	6111.36		
d Gross Negotiated Loans	2500.00	500.00	500.00	500.00	700.00	700.00	850.00	850.00		
e Loans portion of ACA for EAPs	4989.80	559.30	411.89	478.80	325.90	313.00	390.77	253.58		

		1	2	3	4	5	6	7	8	9
								210.00	0.00	0.00
	f	Loans for EAPs (back to back)								
	g	Other Loans from GoI (NCDC/CPS/CSS)	47.52	8.10						
	(iii)	Repayments (a to c)	7729.39	1043.35	1032.71	1276.86	1272.47	1557.73	1558.58	1556.49
	a	Repayment of GoI Loans	2379.09	391.37	381.26	397.71	392.01	404.57	402.81	400.17
	b	Repayment to NSSF	3622.21	327.38	327.38	497.27	497.27	703.55	703.55	703.55
	c	Repayment of Negotiated Loans	1728.09	324.60	324.07	381.88	383.19	449.61	452.22	452.77
3		Central Assistance (a+b+c)	5858.32	1550.59	1768.61	1847.92	2077.63	2448.66	2425.22	2224.04
	a	Normal Central Assistance	2418.97	388.84	356.44	428.57	392.86	484.42	484.42	504.81
	b	ACA for EAPs	412.20	239.70	215.03	205.20	139.19	129.50	106.06	85.74
	c	Others	3027.15	922.05	1197.14	1214.15	1545.58	1834.74	1834.74	1633.49
		Total A: State Government Resources (1+2+3)	47760.11	7358.36	7841.07	8787.15	9534.20	9637.31	10104.59	11218.50
B		Resources of Public Sector Enterprises (PSEs)	20662.05	4280.50	4795.08	5232.85	5604.58	6606.50	6959.88	6709.88
	1	Internal Resources	2589.60	-1426.10	-5026.93	-1523.12	-8635.16	-3638.73	-9083.24	-9083.24
	2	Extra Budgetary Resources	18072.45	5706.60	9822.01	6755.97	14239.74	10245.23	16043.12	15793.12
C		Resources of Urban Local Bodies	0.00	0.00	0.00	0.00	0.00	1078.19	632.46	632.46
	a	Internal Resources						753.19	607.46	607.46
	b	Extra Budgetary Resources						325.00	25.00	25.00
D		AGGREGATE PLAN RESOURCES (A+B+C)	68422.16	11638.86	12636.15	14020.00	15138.78	17322.00	17696.93	18560.84

Annexure 3

State Finances in Rajasthan - Key Variables

(Rs. Crore)

Budgetary Variable	2007-08 (actual)	2008-09 (actual)	2009-10 (RE)	2010-11 (BE)
A Total Revenue Receipts	30780.62	33468.85	37207.13	42463.49
1. Tax revenue	21802.33	23942.22	25921.44	31273.07
a. Own Tax Revenue	13274.73	14943.50	16663.31	19020.86
b. Shared Taxes	8527.60	8998.72	9258.13	12252.21
2. Non-tax Revenue	8978.29	9526.63	11285.69	11190.42
a. Own Non-tax Revenue	4053.93	3888.46	5126.96	4975.92
b. Central Grants	4924.36	5638.17	6158.73	6214.50
B Total Revenue Expenditure (including CSS)	29127.64	34295.60	41200.00	43561.72
1. Plan	4094.23	4361.58	5234.91	5766.50
2. Non-Plan, of which,	23993.98	28524.99	34336.17	35809.91
a. Interest Payments	5942.99	6224.25	6804.76	7427.02
b. Salaries and Wages	7578.80	11053.37	13675.39	14988.68
c. Pensions	2564.20	3322.11	5008.76	4996.14
C Capital Outlay (including CSS)	6555.55	5899.95	5526.03	7433.00
1. Plan	4576.17	4884.25	5553.95	6533.66
2. Non-Plan	944.28	-195.85	-671.54	507.02
D Loans and Advances (including CSS)	287.69	340.06	500.85	40.98
1. Plan	221.96	314.24	429.64	7.86
2. Non-Plan	45.26	16.36	32.19	10.15
E Total Plan Expenditure	8892.36	9560.07	11218.50	12308.02
F Expenditure on CSS*	2095.00	2630.04	2311.56	2400.60
G Revenue Deficit(-)/ Surplus(+)	1652.98	-826.75	-3992.87	-1098.23
H Fiscal Deficit(-)	-3408.37	-6973.32	-9900.12	-8461.10
I Primary Deficit(-)/ Surplus(+)	2534.62	-749.07	-3095.36	-1034.08
J GSDP at current prices #	176420.21	201675.30	219768.80	242636.69

* CSS: Centrally Sponsored Schemes

The estimates are provisional, quick, advance and projected respectively

Annexure 4**State's Own Tax Revenue in Rajasthan***(Rs. Crore)*

Tax	2006-07	2007-08	2008-09	2009-10(RE)
Sales Tax	6720.71	7750.74	8904.50	10200.00
State Excise	1591.09	1805.12	2169.90	2200.00
Stamp Duty & Registration Fees	1293.68	1544.35	1356.63	1450.00
Motor Vehicle Tax	1023.61	1164.4	1213.56	1300.00
Electricity Duty	515.88	584.23	654.05	708.14
Other Taxes	463.27	425.89	644.86	805.17
Total Tax Revenue	11608.24	13274.73	14943.50	16663.31

Annexure 5

Fiscal Achievements under FRBM Act, Rajasthan

(Rs. in crore)

Year	Total Revenue Receipts		Revenue Expenditure		Revenue Deficit (-)/ Surplus (+)		Capital Outlay		Fiscal Deficit (-)/ Surplus(+)		Debt write- off Granted
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Target	Actual	
2004-05	NA	17763.59	NA	19906.19	NA	-2142.60	NA	3488.29	NA	-6145.98	NA
2005-06	20502.93	20839.19	22070.14	21499.21	-1567.21	-660.02	4296.08	4294.49	-6145.98	-5150.27	308.70
2006-07	22961.88	25592.18	23996.74	24953.80	-1034.86	638.38	4811.10	4809.37	-6145.98	-3969.73	308.70
2007-08	25636.97	30780.62	26373.15	29127.65	-736.18	1652.97	5091.52	6555.55	-6145.98	-3408.38	308.70
2008-09	28681.60	33468.85	28681.59	34295.60	0.01	-826.75	4943.58	5899.95	-5281.08	-6973.13	0.00
2009-10 (Tentative)	32152.59	35385.01	31193.54	40132.19	959.05	-4747.18	6558.34	5174.72	-5957.06	-10298.80	0.00

Chapter - 2

Water Resources

Summary

Background

Goals and Targets

Water resources sector is among the major sectors in Rajasthan planning. Water sector includes irrigation and flood control, groundwater, drinking water and sanitation. Together they account for about 17% (Rs. 6807.21+5085.93=11893.14 crores) of the total XI Plan outlay.

Plan Outlays and Outcomes

Irrigation

- Total XI plan allocations for irrigation are Rs.6807 crores to achieve a physical target of more than 716000 hectares of additional irrigation. Of this more than 60% (39% + 21% IGNP) was meant for major irrigation. On the other hand, minor irrigation gets about 18% (including the 4% on WHS).
- In comparison with the plan target it is expected that 60% of the targets should have been achieved by the end of three years indicating smooth planning process. But neither the financial nor physical targets have crossed 30% in major and medium irrigation. However the physical achievement for minor irrigation is at 39%. This indicates a poor off take of allocations resulting in low achievement rates. Thus, it puts enormous pressure on the administration during the last two years of the plan period resulting in inefficiencies and poor quality of works.
- However the overall low performance do not apply to all the projects or schemes. The project wise targets and achievements indicate that financial and physical achievements are satisfactory in some projects. Of these, 67% of the major and 43% of the medium projects have achieved above 90% of the financial targets of 2007-10. More than 80% of the major projects are in the range of 75-100% achievement and the remaining in the 50-75% range. Whereas in the case of medium irrigation projects, more than 25% of the projects have recorded poor performance of less than 50% achievement in financial terms.

Drinking Water and Sanitation

- Allocations are made separately for rural and urban areas. While rural gets 53% of the allocations, urban gets 47%. On per capita basis the allocations are much less in rural when compared to urban. The target set for XI plan is to achieve 24x7 services in all the 222 towns.
- The targets and achievements at the aggregate (all the schemes) level indicate that urban sector is doing fairly well when compared to rural. In the urban areas the achievements are as high as 95% of the first 3 years targets of the XI plan and 60% of the plan targets, but there are no physical achievements in urban sector. In the case of rural, the achievements are 90% and 43% respectively for the 3 years and the entire plan targets. The physical targets are 87% during the first three years and 28% for the entire plan period.
- The achievements are much less in the case of cap-99 and quality effected. On the other hand, the achievements in the case of slippage are reasonably high but slippage cannot be treated as sustainable for slippage occurs on annual basis and is a continuous phenomenon.

Observations

- With the given progress at the end of 3 years, it appears difficult to achieve the overall targets of the plan. Apart from allocations, there appear to be some inconsistencies in the set targets. There appears to be a mis-match or consistency between the per hectare cost of major irrigation (X Plan) and allocations in XI Plan.
- There is need for understanding the reason for such low allocations and how it is linked to the physical targets. In the case of unrealistic estimates, it needs correction in order to set the physical target for the next two years.

Priority and Suggestions

Short term

- Reassessment of physical targets and allocations especially in the major irrigation projects need to be carried out to arrive at realistic targets. Similarly in the case of physical targets of rural drinking water.
- Some of the long pending and ongoing projects like IGNP, Mahi BajajSagar etc. should be completed on priority during the next two years so that XII plan can focus on other important aspects of these projects.
- In case of rural drinking water, slippage issues need to be addressed effectively through ensuring source sustainability.

Medium and Long-term

- Water sector planning and allocations need to be aligned with GoR water policy 2010. Drinking water and sanitation planning and allocations need to be aligned with National guidelines 2010. The magnitude of costs and their composition would be different under the new guidelines. Adopting and implementing these guidelines in their true word and spirit would ensure water security at the household level.
- Need to bring some balance between major/medium and minor irrigation. Given the climatic conditions, emphasise on minor irrigation could be more efficient and sustainable. A policy re-think is necessary for placing appropriate emphasis on minor irrigation in the coming years.
- There is need for re-thinking on WHS and consider their implementation in a more scientific way instead of having a blanket approach.
- Integration of all relevant policies like water, power, pricing, etc. is a necessary condition for achieving the objectives of IWRM. Power and pricing of resources and food should go in tandem (to ensure sustainable water management) instead of going in opposite directions.

Water Resources

Appraisal Report

Objectives

Water resources sector is among the major sectors in Rajasthan planning. Water sector includes irrigation and flood control, groundwater and drinking water and sanitation. Together they account for about 17 percent (Rs. 6807.21+5085.93= 11893.14 crores) of the total XI plan outlay. Against these financial resources, the XI plan sets itself to achieve the physical objectives of: i) provide irrigation to an additional area of 9.33 lakh hectares. ii) completing all the ongoing projects during the first two years of the XI plan i.e., 2007-2009, iii) completion of the rehabilitation of the 91 canal systems under RWSRP during 2007-08, iv) rehabilitation of 415 minor schemes under JBIC funding project, v) to provide safe water supply as per the norms (40 lpcd) to the 34183 quality affected habitations, in 31030 habitations with distant source (>1.6 km) and restore the supply norms in the 17519 slipped back habitations, and vi) provision of 24*7 service levels as per prescribed norms in all the 222 towns in the state.

Three plan years have been completed since the starting of XI plan and the state is now in the middle of the XI plan. Based on the past three years progress, here an attempt has been made to appraise the achievements in water sector in order to assess whether the progress is as per the plan, and identify the areas that are lagging behind. Besides, important policy initiatives in water sector have taken place during the recent months in Rajasthan and also at the national level. These include: i) the new water policy of Rajasthan and ii) the central guidelines on drinking water and sanitation. These two initiatives are expected to have a bearing on the service delivery. There is need for tuning the second half of the plan in line with these policy changes. Besides, the appraisal also helps in developing perspectives for the forthcoming XII plan.

Rajasthan is the most water stressed state in the country. Fast deploding ground water is a matter of concern. Therefore, conservation, preservation and systematic utilisation of every drop of water constitute the basis for water resources planning in the state. The role of the state in the integrated development of water resources is gradually evolving from that of owner to that of facilitator. Role of NGOs is also promoted. There is focused attention in the XI Plan on harnessing surface water, reducing gap between potential created and its utilisation, strengthening WOAs, water harvesting and providing drinking water in areas having un- potable water complete major ongoing water- supply

schemes. Industries to be encouraged to use recycled and treated waste water within economic viability. To mitigate effects of fluoride and salinity. To encourage roof top rain water harvesting shifts from surface irrigation to increased adoption of drip and Sprinkler Irrigation System and shift from old cropping pattern (requiring excessive water) to new less water requiring crops. Renovation and restructuring of the irrigation systems is a pressing need.

II Review of Plan Outlays and Outcomes

The approach followed here is to assess the achievements against the plan targets – physical as well as financial. The targets of the XI plan and the year wise targets set by the government are considered for the appraisal. The achievements against the overall plan targets are expected to move in a systematic and planned manner i.e., achievements are expected to be distributed equally over the five year period. Accordingly at the end of 3 years, 60 percent of the financial and physical targets are expected to have reached. However, it is often observed that physical targets may lag behind due to the time lag between contracting and execution. On the other hand, if the financial allocations are lagging behind, it would be difficult to achieve the physical targets as well. The year wise targets are often fixed differently to suite the conditions of resource availability, capacities of the department, etc. But, aiming to achieve the targets towards the end of the plan period might result in inefficiencies and poor quality of works. At the end of 3 years, the progress of XI could be termed as satisfactory provided 60 percent of the plan targets and 100 percent of the annual targets are achieved. The appraisal is carried out separately for irrigation and drinking water.

Irrigation

Total XI plan allocations for irrigation are Rs. 6807 crores to achieve a physical target of more than 716000 hectares of additional irrigation (Table 1). Of this, more than 60 per cent (39% + 21% IGNP) was meant for major irrigation. On the other hand, minor irrigation gets about 18 percent (including the 4 % on WHS). The proposed Isarda project is allocated about 3 percent of the total plan outlay. Together major and medium projects get above 80 percent of the plan outlay. Though it is natural that major irrigation takes a lions' share of allocations due to high costs, the agroclimatic conditions of Rajasthan call for a greater emphasis on minor irrigation. For, given the limited surface water resources, the marginal area created per unit of investment in the major irrigation increasingly goes down. On the other hand, investments in minor irrigation are not only more appropriate and easy to complete in the conditions but also strengthen the fast depleting groundwater sources. One reason for the low allocations could be the controversy about the water harvesting structures in the state. Despite the

arguments for and against these structures, these structures are sustainable and productive in the long run if designed appropriately. Instead of taking a one sided approach, it would be beneficial to study the technical aspects in terms of region specific size and height of these structures. Similarly, there is need for exploring the possibilities of small ponds and percolation tanks (Kahdins) across regions.

Table 1
XI Plan Outlays by Major, Medium and Minor Irrigation Projects

Project	Physical ('000' ha.)	Financial (Rs. Crores)	% to Total XI Plan Outlay
Multipurpose Works LOTC	-	1.30	Neg.
Major Projects	224.43	2652.00	39
Medium Projects	50.30	845.00	12
Minor Irrigation Works	70.47	985.85	14
Augmentation of Traditional Water Sources / WHS	-	275.00	4
Flood Control Works	-	14.50	Neg.
Water Management Services	-	126.65	2
Ratanpura Distributory	-	3.30	Neg.
Modernisation of Gang Canal	38.75	87.63	1
Ghaggar Flood Control	-	22.00	Neg.
Bisalpur	-	43.98	1
Mahi	-	130.00	2
Isarda Project	-	190.00	3
Indira Gandhi Nahar Project	332.00	1430.00	21
Total	716.47	6807.21	100

A comparison of the achievements and targets during the last three years indicates that financial targets are more or less achieved (above 90 percent), while physical targets are lagging behind, especially in major and medium irrigation (Table 2). Physical targets are at 96 per cent in the case of minor irrigation. In comparison with the plan target, it is expected that 60 percent of the targets should have been achieved by the end of three years indicating smooth planning process. But neither the financial nor physical targets have crossed 30 percent in major and medium irrigation and the physical achievement for minor irrigation is at 39 percent. This indicates a poor off take of allocations resulting in low

achievement rates. More importantly, this puts enormous pressure on the administration during the last two years of the plan period resulting in inefficiencies and poor quality of works. This might also result in revising the targets down wards. Of the three sub-sectors, minor irrigation is performing better, which could be due to low allocations and simple technologies adopted using local materials. The annual targets do not match with the entire plan targets. Though this could be due to financial constraints, these two targets need to be harmonised in order to ensure smooth execution of plan targets.

Table 2
Targets and Achievements of XI Plan during the Past Three Years
(2007- 2010) in the Irrigation Sector

Sub-Sector	% Achieved against Plan Target		% Achieved against 2007-10 target	
	Physical	Financial	Physical	Financial
Total Irrigation Potential	31	---	61	---
Major	29	31	61	94
Medium	21	27	55	96
Minor	39	---	96	---

Table 3
Financial Achievements in Irrigation Sector by Level of Achievement

	% of schemes achieving 50 and more of plan target	% of schemes achieving more than 90 % of 2007-10 targets	% of schemes achieving more than 75 % of 2007-10 targets	% of schemes achieving more than 50 % of 2007-10 targets
Major	67	67	22	11
Medium	50	43	29	0

The overall low performance does not apply to all the projects or schemes. The project wise targets and achievements indicate that financial and physical achievements are satisfactory in some projects. There are about 9 major and 11 medium projects (important) for which financial details are available (see appendix Table A1). Of these, 67 percent of the major and 43 percent of the medium projects have achieved above 90 percent of the financial targets of 2007-10 (Table 3). More than 80 percent of the major projects are in the range of 75-100 percent achievement and the remaining in the 50-75 percent range. Whereas in the case of medium irrigation projects more than 25 percent of the projects have recorded poor performance of less than 50 percent achievement in financial terms. In the case of overall plan targets 67 percent of the major and 50 percent of the medium projects achieved more than 50 percent of the financial targets.

The project or scheme wise physical achievements indicate that for only few projects both the targets and achievements are available. This is due to the reason that some of the projects were supposed to have been completed during the X plan period. In the case of some medium projects, the 2007-10 targets were not fixed and hence there were no achievements. Of the major projects, Narmada is on track as far as XI plan targets are concerned, i.e., achieved 63 percent of the target, though lagging behind in terms of 2007-10 targets (Table 4). This indicates that annual targets are kept at higher level when compared to overall plan targets. Progress is tardy in the case of IGNP in terms of overall as well as three year achievements. This is true for lining the IGNP distributor systems as well. In the case of medium irrigation, two of the three projects (for which targets and achievements are given) are on track. In fact, these projects are almost completed as they achieved more than 90 percent of the physical as well as financial target (See Appendix Table A1). In the case of minor irrigation, while the 2007-10 targets are achieved only 40 percent of the overall plan target is achieved indicating that 60 percent of works have to be completed during the remaining two years. Review of some of the important irrigation projects / schemes is as follows:

Table 4
Physical Achievements in Irrigation Sector by Level of Achievement in Important Irrigation Projects

Name of the Programme/ Scheme	% Ach. (2007-10)	% Ach. (XI Plan)
Creation of Irrigation Potential		
Multipurpose Projects-Mahi Bajaj Sagar	71	71
Major Projects		
I.G.N.P. Stage I & II	31	9
Narmada	78	63
Total ii	61	29
Medium Projects		
Sukli	100	90
Bandisendra	107	96
Gardada	11	11
Total iii	55	21
Modernisation Projects-Gang canal	44	55
Minor Irrigation	96	40
Total Creation of Irrigation Potential	61	31
IGNP Lining of Distributory System	41	3

Multi-purpose and Major Projects

Mahi Bajaj Sagar was expected to be completed by 2007 and a Provision of Rs. 130.00 crores was proposed for the Eleventh Five Year plan. Financial achievements are to the extent of 100 percent in the case of 2007-10 targets though the achievements in terms of XI plan allocations are only 38 percent. But the physical achievements are more in the case of XI plan targets when compared to 2007-10 physical achievements. There is no explanation on the status of the project.

IGNP is going on for quite some time. Now the focus is the second stage of *IGNP*, which need to be completed. Though *IGNP* gets financial allocations it does not seem to be in the priority list any longer. The financial allocations are not fully drawn (40 %) or made available for *IGNP* stage II (see Appendix Table A1). No explanation is offered for the poor achievement rates. It is high time that *IGNP* is completed and concluded so that the problems like water logging and salinity can be accorded priority.

Narmada Canal Project was expected to be completed by end 2006-07, with a revised and likely expenditure of 880.26 crore to achieve a physical target of 21.57 thousand ha. The expenditure was enhanced with a provision of Rs. 305.00 crores in the Eleventh Five Year plan for creating additional irrigation to 85570 ha with a target to be completed by end 2008-09. The physical achievements by the end of 2007-10 indicate that works have not been completed. This is despite an over draw (142 %) of the XI plan allocations. This indicates an under estimation of allocations or cost escalations beyond predictions. The explanation for the delay is the reduction in revised estimates and the delay in the construction of lift station / pump house.

Rajasthan Water Sector Restructuring Project (RWSRP) was conceived among others for the improvement of selected surface irrigation systems to improve performance efficiency. The project was expected to be completed in 2007-08. But the completion was delayed despite the World Bank setting the completion schedule. The explanation was that due to the scheduled closer of the project tender could not be given during the financial year 2007-08 and hence the delay, which is not clear.

Ratanpura distributary work was started in the year 2000-01 to provide irrigation facilities to cultivators of left over area of Sidhmukh & Nohar Irrigation Project. The estimated cost of the project is Rs. 27.53 crore and ultimate potential is 18 thousand ha. The lining in 64 Km has been completed and the balance work of the distributary is in progress. The progress as reflected in the financial achievements is tardy as only 43 percent of the 2007-10 targets were achieved. The delay was explained as due to works of the F and B braches. This needs to be looked into.

Medium Irrigation Projects

Chauli Irrigation Project targets and achievements indicate a mismatch between the 2007-10 and XI plan targets and achievements. Though the financial achievements in terms of XI plan targets has crossed 200 percent (see appendix Table A1), the achievements in terms of 2007-10 targets only 72 percent. No explanation is provided for fixing the excess targets during the first three years of XI plan and the low achievement at the end of these years. This should be looked into.

Sukli Selwara irrigation project has achieved 100 percent of the overall plan targets in three years and achieved 85 percent of the 2007-10 targets. This is also reflected in the physical achievements. The project was nearing completion.

Bandi Sendra irrigation project also has achieved 95 percent of the plan allocations while only 67 percent of the 2007-10 target was achieved. The project was scheduled to be completed by 2007-08 with a physical target of 5000 ha. But it was not completed due to the reason that the project was transferred to Rastriya Krishi Vikas Yojana (RKVK) during the financial year 2008-09.

Minor Irrigation

Minor irrigation includes minor irrigation tanks, water harvesting structures and groundwater. While tanks and WHS allocations for improving the command area under tanks and water conservation, allocations towards groundwater are mainly for groundwater recharge. The coverage of tank rehabilitations is mainly limited to 1135 tanks under the JBIC programme. In the case of water harvesting structures only about 1700 structures out of 48000 structures identified were completed by 2007-08. A policy rethink is necessary for placing appropriate emphasis on minor irrigation in the coming years.

Drinking Water and Sanitation

Drinking water and sanitation are the most strident and nagging issues. Despite the policy focus for the past three decades, the status of coverage is not satisfactory. And more so in the case of sanitation. Despite substantial investment in the sector over the years (Table 5) only a third of the rural habitations are of full coverage status. The remaining are effected by either quality, distance or slippage. Slippage of habitations is as high as 20 percent in Rajasthan. Slippage is defined as "falling back of habitations from full coverage (FC) status to partial coverage (PC) status" due to the reasons of quality, quantity, etc. Allocations are made separately for rural and urban. While rural gets 53 percent of the allocations, urban gets 47 percent. On per capita basis the allocations are much less in rural when compared to urban. Even in the case of urban, the service levels are very poor, where supply frequency is more than 48 hours and above (that is not getting daily) in majority of the towns. The target set for XI plan is to achieve 24*7 services in all the 222 towns.

Table 5
XI Plan Outlays by Urban and Rural Drinking Water Sectors

(Rs. In Crores)

Scheme	XI Plan Out Lay	% of Total Outlay
Urban Water Supply	2402.40	47
Rural Water Supply	2670.58	53
Low Cost Sanitation	9.50	Neg.
Training Institute	3.45	Neg.
Total	5085.93	100

The targets and achievements at the aggregate (all the schemes) level indicate that urban sector is doing fairly well when compared to rural (Table 6). In the urban areas the achievements are as high as 95 percent of the first 3 years targets of the XI plan and 60 percent of the plan targets, but there are no physical achievements in urban sector. In the case of rural the achievements are 90 percent and 43 percent respectively for the 3 years and the entire plan targets. And the physical targets are 87 percent during the first three years and 28 percent for the entire plan period. The achievements are much less in the case of cap-99 and quality effected (Table 7). On the other hand, the achievements in the case of slippage are reasonably high but slippage cannot be treated as sustainable. For slippage occurs on annual basis and is a continuous phenomenon. One reason for the low physical achievements could be that the cost estimates may not be realistic on per household or per capita basis and they end up covering less number of habitations for the allocations.

Table 6
Targets and Achievements of XI Plan during the Past Three Years (2007-2010)
in Drinking Water sector

Sub-Sector	% Achieved against Plan Target		% Achieved against 2007-10 target	
	Physical	Financial	Physical	Financial
Drinking water Rural	28	43	87	90
Drinking water Urban	---	60	---	95

Table 7
Physical Achievements in Rural Drinking Water Sector by Annual and Plan Targets

Rural Drinking Water	% Achieved (Annual)	% Achieved (XI Plan)
Coverage of Habitations	87	28
Cap-99	74	5
Quality affected	77	20
Slipped back NC/ PC	94	87

Scheme wise financial achievements indicate that only 15 percent of the urban schemes have achieved more than 50 percent of the XI targets. This is not consistent with the aggregate picture. This is due to the reason that some of major projects like Bisalpur water supply project has recorded excess achievements (see appendix Table A3). This is reflected even in the achievements of the first 3 years of the plan period, which show that about 60 percent of the projects or schemes (both rural and urban) have reported above 90 percent of achievements. Urban achievements are less than 50 percent in 19 percent of the projects and in the case of rural schemes only 7 percent of the schemes reported less than 50 percent achievement of the targets. When compared to irrigation this looks different, as the proportion of individual projects performing well is high when compared to the aggregate picture in the case of irrigation.

Table 8

Financial Achievements in Drinking Water by Level of Achievement

	% of schemes achieving 50 and more of plan target	% of schemes achieving more than 90 % of annual targets	% of schemes achieving more than 75 % of annual targets	% of schemes achieving more than 50 % of annual targets
Urban	15	62	19	0
Rural	50	57	25	11

III Observations from the Plan Documents:

Given the progress at the end of 3 years, it appears difficult to achieve the overall targets of the plan. Apart from allocations, there appears to be some inconsistencies in the targets set.

There appears to be a mis-match or inconsistency between the per hectare cost of major irrigation (X Plan) and allocations in XI plan. Per hectare investments vary between the plans and the allocations are substantially low in the XI plan (Table 9). Per hectare allocations in major irrigation are reduced by half in the XI plan when compared to X plan. And the reverse is true in the case of medium and minor irrigation. Even when compared to X plan achievement estimates, the per hectare allocation for major irrigation is substantially low, while the allocations have gone up substantially for medium and minor irrigation. This is very unusual as the costs often go up over time. Given the low allocations, it is difficult to visualise how the physical targets can be achieved. This could be the reason for the poor physical achievements in the irrigation sector. There is need for understanding the reason for such low allocations and how it is linked to the physical targets. In the case of unrealistic estimates, it needs correction in order to set the physical target for the next two years.

Table 9
Per Hectare Allocations and Achievements during X and XI Plan Periods

Category	X Plan (Rs. In lakhs Per Ha.)		XI Plan (Rs. In Lakhs per ha.)	
	Target	Achievement	Target	2007-08
Major	2.32	2.17	1.18	0.44
Medium	0.62	1.21	1.68	0.59
Minor	0.58	0.79	1.40	0.79

Minor irrigation gets low emphasis: allocations and coverage of WHS is quite low given the huge target of 48000. So far the coverage is less than 5 percent. There is need for scaling up on this front. Strengthening the minor irrigation tanks in terms of scaling up of JBIC support and focus on creating new structures as well needs to be treated as priority. Allocations towards groundwater are nominal and not for any management purpose.

There is some inconsistency in the physical targets of rural drinking water. The figures given in the plan document do not match with the latest figures provided (for the same period) and the plan targets are much higher (Table 10). These anomalies need to be checked and corrected to as the XI plan achievements and set the XII plan targets.

Table 10
Physical Targets (number of Habitations) as given by Plan Document and the PHED

Scheme	XI Plan (2007-12)Target as in Plan Document	XI Plan (2007-12)Target as given by the Planning Board (PHED)
Cap-99	31030	1512
Quality affected	34183	---
Slipped Back (NC /PC)	17159	49534

Drinking water and sanitation sector need more emphasis in allocations in order to achieve the targets. Year wise achievements do not match with the XI plan targets in most of the important components like coverage of drinking water, sanitation, IEC, source identification, etc (see appendix Table A2). Slippage remains a major concern while infrastructure gets excessive share in expenditure. Even the 3 year target and achievements (though do not match with the XI plan targets), physical achievements are about 75 % while financial achievements are at 90 %. In the case of urban water where unaccounted water is about 50 percent allocations towards leakage detection gets nominal amounts. Similarly wastewater recycling and IEC get nominal allocations. Expenditure on bulk water metering is zero despite substantial allocations.

IV Next Steps

The next steps can be grouped under short term and medium/long term. Short run steps are the ones that need immediate attention in order to achieve the XI plan targets in the next two years. Medium / long term steps are those that would provide policy direction for the XII plan and beyond. These steps may need serious debate and consensus prior to policy formulation.

Short Term

- Efficient and effective use of the resources to achieve the physical targets during the next two years. The order of achievements during the next two years is disproportionately higher in number of projects and schemes. Systematic planning is needed to achieve the targets.
- Reassessment of physical targets and allocations especially in the major irrigation projects needs to be carried out to arrive at realistic targets. Similarly in the case of physical targets of rural drinking water.
- Some of the long pending and ongoing projects like IGNP, Mahi Bajaj Sagar, etc., should be completed on priority during the next two years so that XII can focus on other important aspects of these projects.
- WUAs need further strengthening under RWRSP through devolution of powers in terms of funds and functions. The WUAs need scaling up to cover more area and sources like tanks and ground water.
- In the case of rural drinking water slippage issues need to be addressed effectively through ensuring source sustainability.
- In the context of urban water supply, target of achieving 24*7 service in all the towns appears very unrealistic. The target could be narrowed down to some specific towns.

Medium / Long term

- Water sector planning and allocations need to be aligned with GoR water policy 2010
- Given the IWRM focus of the GoR Water Policy 2010 groundwater need to be brought under the management regime.
- Need to bring some balance between major/medium and minor irrigation. Given the climatic conditions emphasis on minor irrigation could be more efficient and sustainable.
- There is need for rethinking on WHS and consider their implementation in a more scientific way instead of having a blanket approach.

- Drinking water and sanitation planning and allocations need to be aligned with National guidelines 2010. The magnitude of costs and their composition would be different under the new guidelines. Adopting and implementing these guidelines in their true word and spirit would ensure water security at the household level.
- Sanitation needs mainstreaming, i.e., separate planning and budgetary allocations are critical for dealing with the task on hand.
- Integration of all relevant policies like water, power, pricing, etc., is a necessary condition for achieving the objectives of IWRM. Power and pricing of resources and food should go in tandem (to ensure sustainable water management) instead of going in opposite directions.

Table A1

Financial Achievement (%) by Project for important Irrigation Projects

Irrigation	% Ach. (Annual)	% Ach. (XI Plan)
Multipurpose Projects		
Chambal - LOTC Works	94	75
Mahi Bajaj Sagar	101	38
Total Multipurpose Projects	102	39
Major Projects		
IGNP- ERM Project	90	124
IGNP-Stage II	95	40
Total—a	95	43
Narmada	100	142
Bisalpur	97	128
Ratanpura Distributory	43	29
RWRSP	85	121
Parwan Project	97	1
Total Major Projects	94	31
Medium Projects		
Som Kamla Amba	71	41
Panchana	46	16
Parwan Lift	99	14
Sawan Bhadon	113	213
Chauli	72	232
Modernisation/ Strengthening (ERM)	89	26
Bandi Sendra	67	95
Sukli	85	100
Gardada	95	205
Takli	99	19
Piplad	91	38
Gagrin	121	19

Table A2
**Financial Achievement by Project for important Rural Water Supply
and Sanitation Projects**

Rural Water Supply	% Ach. (Annual)	% Ach. (XIPlan)
Implem./Completion of ongoing RWSS	102	108
Water Supply in Tribal Sub Plan area	112	108
Water Supply in SC Basties	80	28
Integrated Project for Rural Water Supply in Saline belt	109	201
Summer Augmentation Works	116	47
Replacement of pumps & Motors	94	29
Modernisation, Revitalisation and Rejuvenation of Schemes, Machines, Filter plants etc.	90	25
Information, Education & Communication Activities for Environmental Improvement	79	5
Rep. of old defective & Polluted Pipe Line & other improvement for better facility to consumers	83	20
Bisalpur-Dudu WS project-1352 Villages	93	148
Chambal-Baler-Sawai Madhopur W.S.Project	98	27
Janta Jal Yojna	58	20
Rejuvenation & repair of inlet channel, SSF etc.	88	26
Total Sanitation Campaign	75	19
FCP-Kekri-Sarwar Ph-II	133	130
FCP-Arain-Kishangarh WS Project	99	73
FCP- Bhinay-Masuda Ph-II & III	103	78
Dang Area WS Project	94	87
Purchase and Rejuvenation of Rigs	98	4
Chambal-Dholpur-Bharatpur Project	82	78
Improvement of Mains/Exploration of Sources	44	7
Churu,Bisau W.S.Proj.through PMC,Churu	10	6
Provision for Domestic defluordification Plant	158	97
W S Project for 216 villages from Rana Pratap Sagar	100	129
ARWSP (Normal & Quality)	90	29
Desert ARWSP	68	23

Table A3**Financial Achievement by Project for important Urban Water Supply and Sanitation Projects**

Urban water Supply	% Ach. (Annual)	% Ach. (XIPlan)
Water Supply Project for Jaipur from Bisalpur	87	192
Water Supply Arrangement Under Sahbhagita Scheme	155	13
Modernisation, Revitalisation of various units of WSS	77	20
Rej., Upg., & Modification of Filter Plants	82	21
Information, Education & Communication Activities for environmental improvement	47	3
Purchase of Water Meters	98	33
Jodhpur RGLC WS Phase II	95	10
Leakage detection Project	46	3
Recycling of Waste Water	42	1
Barmer Lift Water Supply Project	97	4
Jawai-Jodhpur Pipe Line Project	99	52
WS project from chappi to Jhalawar & Jhalarapatan	95	28
Nagaur lift Canal	146	143
Pokran-Phalsoond WS project	96	43
Narmada WS Project	474	95
Ajmer-Bisalpur Water Supply Scheme Phase-II	234	3
Water Supply Project to SEZ, Jaipur	103	27
Bisalpur-Dudu Water Supply project	100	2
Chambal-Baler-Sawai Madhopur WS Project	85	3
Dewas Water Supply Scheme II	317	38
Sarwar-Nasirabad Pipeline Project	72	14
Twelfth Finance Commission	80	134

The details of Financial & Physical targets and achievements are given in Annexure 2.1 & 2.2.

Outlay & Expenditure

(11th Five Year Plan 2007-12)

(Rs. in Lacs)

Sr. No.	Name of the Programme/ Scheme	Funding Agency Central: State Others Agency if any	Total Outlay (2007-12)			3 years Total Outlay (2007-10) (upto 31-03-2010)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-10) (12 to 9)
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13
Irrigation												
A. Multipurpose Projects												
a.	Chambal - LOTC Works	State	130.00		130.00	103.99	0.00	103.99	97.85	0.00	97.85	94.10
b.	Bhalra	State	0.11		0.11	5.11	0.00	5.11	80.99	0.00	80.99	1584.93
c.	Mahi Bejjaj Sagar	State	13000.00		13000.00	4866.69	0.00	4866.69	4914.62	0.00	4914.62	100.98
	Total Multipurpose Projects		13130.11	0.00	13130.11	4975.79	0.00	4975.79	5093.46	0.00	5093.46	102.36
B. Major Projects												
a.	Indira Gandhi Nahar Project											
i.	ERM Project	State	4400.00		4400.00	6062.13	0.00	6062.13	5476.25	0.00	5476.25	90.34
ii.	Stage II	State	138600.00		138600.00	58229.24	0.00	58229.24	55567.86	0.00	55567.86	95.43
	Total- a		143000.00	0.00	143000.00	64291.37	0.00	64291.37	61044.11	0.00	61044.11	94.95
b.	Gurgaon Canal	State	0.05		0.05	263.03	0.00	263.03	215.81	0.00	215.81	82.05
c.	Narmada	State	30500.01		30500.01	43539.75	0.00	43539.75	43406.40	0.00	43406.40	99.69
d.	Yamuna Water project	State	36000.00		36000.00	30.02	0.00	30.02	30.00	0.00	30.00	99.93

1	2	3	4	5	6	7	8	9	10	11	12	13
e.	Bisalpur	State	4398.00		4398.00	5768.01	0.00	5768.01	5613.15	0.00	5613.15	97.32
f.	Ratanpura Distributory	State	330.03		330.03	224.00	0.00	224.00	95.30	0.00	95.30	42.54
g.	RWRCP	State	20700.01		20700.01	29669.00	0.00	29669.00	25106.58	0.00	25106.58	84.62
h.	Parwan Project	State	12500.00		12500.00	153.00	0.00	153.00	147.83	0.00	147.83	96.62
i	Jakhau	State	0.05		0.05	40.02	0.00	40.02	40.00	0.00	40.00	99.95
j	Yamuna Link Canal	State	14000.00		14000.00	4.39	0.00	4.39	0.00	0.00	0.00	0.00
k	Isardia Project	State	19000.00		19000.00	0.00	0.00	0.00	0.00	0.00	0.00	
l	Barrage on Chambal	State	1500.00		1500.00	0.01	0.00	0.01	0.00	0.00	0.00	0.00
m	Kalisindh and Dholpur Lift Canal	State	150000.00		150000.00	0.10	0.00	0.10	0.00	0.00	0.00	0.00
	Total Major Projects		431928.15	0.00	431928.15	143982.70	0.00	143982.70	135699.18	0.00	135699.18	94.25
C.	Medium Projects											
a.	Som Kamla Amba	State	120.00		120.00	69.58	0.00	69.58	50.58	0.00	50.58	72.69
b.	Panchana	State	140.00		140.00	50.03	0.00	50.03	22.83	0.00	22.83	45.63
c.	Chhapi	State	50.00		50.00	435.87	0.00	435.87	367.77	0.00	367.77	84.38
d.	Parwan Lift	State	200.00		200.00	29.00	0.00	29.00	28.63	0.00	28.63	98.72
e.	Sawan Bhadon	State	30.00		30.00	56.59	0.00	56.59	63.96	0.00	63.96	113.02
f.	Chauli	State	90.00		90.00	288.00	0.00	288.00	208.71	0.00	208.71	72.47
g.	Bethli	State	5.00		5.00	85.50	0.00	85.50	42.30	0.00	42.30	49.47
h.	Modernisation/ Strengthening (ERM)	State	7700.00		7700.00	2257.23	0.00	2257.23	2016.32	0.00	2016.32	89.33
i	Bandi Sendra	State	660.00		660.00	940.00	0.00	940.00	629.37	0.00	629.37	66.95
j.	Sukli	State	1190.00		1190.00	1400.00	0.00	1400.00	1185.23	0.00	1185.23	84.66
k.	Gardada	State	3070.00		3070.00	6581.08	0.00	6581.08	6283.97	0.00	6283.97	95.49
l.	Taki	State	6200.00		6200.00	1180.00	0.00	1180.00	1165.75	0.00	1165.75	98.79
m.	Piplad	State	7470.00		7470.00	3100.00	0.00	3100.00	2807.25	0.00	2807.25	90.56
n.	Gagrin	State	18470.00		18470.00	2850.00	0.00	2850.00	3462.13	0.00	3462.13	121.48
o.	Lhasi	State	0.00		0.00	4050.00	0.00	4050.00	4068.66	0.00	4068.66	100.46
p.	Bilas	State	15.00		15.00	1.00	0.00	1.00	0.00	0.00	0.00	0.00
q.	Manohar Thana	State	0.00		0.00	30.01	0.00	30.01	16.14	0.00	16.14	53.78
r.	Hotiadeh	State	0.00		0.00	1.02	0.00	1.02	0.00	0.00	0.00	0.00
s.	Ancheri	State	39090.00		39090.00	1.02	0.00	1.02	0.00	0.00	0.00	0.00
t	Rajgarh	State	0.00		0.00	1.02	0.00	1.02	0.00	0.00	0.00	0.00

1	2	3	4	5	6	7	8	9	10	11	12	13
u	Jawai Canal	State	0.00	0.00	0.00	50.02	0.00	50.02	48.59	0.00	48.59	97.14
v	Khari Feeder	State	0.00	0.00	0.00	754.01	0.00	754.01	776.65	0.00	776.65	103.00
	Total Medium Project		84500.00	0.00	84500.00	24210.98	0.00	24210.98	23244.84	0.00	23244.84	96.01
D.	Dam Safety Measures	State	0.05		0.05							
E.	Modernisation - Gang Canal	State	8763.02		8763.02	8469.83	0.00	8469.83	8302.00	0.00	8302.00	98.02
F.	Water Management Services											
a.	Survey and Investigation	State	5850.00		5850.00	2500.50	0.00	2500.50	2237.96	0.00	2237.96	89.50
b.	Irrigation Management Training Institute	State	1290.00		1290.00	585.00	0.00	585.00	585.00	0.00	585.00	100.00
c.	Stipend to Unemployed Graduate	State	25.00		25.00	2.00	0.00	2.00	0.00	0.00	0.00	0.00
d.	Others	State	5500.22		5500.22	5.16	0.00	5.16	0.00	0.00	0.00	0.00
	Total Water Management Services		12665.22	0.00	12665.22	3092.66	0.00	3092.66	2822.96	0.00	2822.96	91.28
	TOTAL -- Irrigation - I		550986.55	0.00	550986.55	184731.96	0.00	184731.96	175162.44	0.00	175162.44	94.82
2	Minor Irrigation											
A.	Ground Water Department											
a.	Civil Works (Const. of Building)	State	323.00		323.00	61.72	0.00	61.72	43.09	0.00	43.09	69.82
b.	Others	State	108.00		108.00	0.02	0.00	0.02	0.00	0.00	0.00	0.00
c.	Purchases of Machinery & Equipments	State	154.00		154.00	25.80	0.00	25.80	25.66			
	Total Ground Water Department		585.00	0.00	585.00	87.54	0.00	87.54	68.75	0.00	43.09	49.22
B.	Irrigation Department											
a.	Chambal Lift Scheme	State	385.00		385.00	105.00	0.00	105.00	107.13	0.00	107.13	102.03
b.	MI Innovative Scheme (ERM)	State	1000.00		1000.00	450.00	0.00	450.00	374.55	0.00	374.55	83.23
c.	Surface Minor Irr. Works	State	41500.00		41500.00	33574.06	0.00	33574.06	32799.72	0.00	32799.72	97.69
d.	Water harvesting structure	State	27500.01		27500.01	14917.00	0.00	14917.00	14468.13	0.00	14468.13	96.99
e.	Minor Irrigation Improvement Scheme	State	55000.00		55000.00	1950.00	0.00	1950.00	1281.49	0.00	1281.49	65.72
f.	Surface Scheme	State	0.00		0.00	1500.00	0.00	1500.00	1412.75	0.00	1412.75	94.18

1	2	3	4	5	6	7	8	9	10	11	12	13
g.	State Partnership Irrigation Project	State	0.05		0.05	4451.00			3668.86	0.00	3668.86	
h.	Raj. Community Business on Water	State	0.00		0.00	211.01	0.00	211.01	104.32	0.00	104.32	49.44
i.	Kagdi Nala	State	700.03		700.03	376.23		376.23	358.73		358.73	95.35
j.	Other Schemes	State	0.05		0.05	0.10	0.00	0.10	0.00	0.00	0.00	0.00
	Total - Irrigation Department		126085.14	0.00	126085.14	57534.40	0.00	53083.40	54575.68	0.00	54575.68	102.81
	Total - Minor Irrigation		126670.14	0.00	126670.14	57621.94	0.00	53170.94	54644.43	0.00	54618.77	102.72
C.	Flood Control											
i.	Ghaggar	State	2200.00		2200.00	669.36	0.00	669.36	529.80	0.00	529.80	79.15
ii.	Others	State	1450.00		1450.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
	Total C		3650.00	0.00	3650.00	669.36	0.00	669.36	529.80	0.00	529.80	79.15
	Grand total-Irrigation & Flood Control		681306.69	0.00	681306.69	243023.26	0.00	238572.26	230336.67	0.00	230311.01	96.54
PHED												
	Sewerage and Water Supply											
A.	Urban water Supply											
a.	Sewerage Scheme	State	2300.00		2300.00	692.20	0.00	692.20	626.81	0.00	626.81	90.55
b.	Augmentation/Reorganisation of UWSS incl. Development of bore holes & Rejuvenation of Pumping Sets											
i.	State Plan	State	36004.92		36004.92	48116.30	0.00	48116.30	45682.48	0.00	45682.48	94.94
ii.	State share of AUWSP	State/Central	500.00		500.00	1915.71	883.15	2798.86	2125.01	594.92	2719.93	97.18
iii.	Summer Contingency	State	0.00		0.00	5844.00	0.00	5844.00	1859.39	0.00	1859.39	31.82
c.	Water Supply Project for Jaipur from Bisalpur	State	20000.05		20000.05	44201.00	0.00	44201.00	38479.78	0.00	38479.78	87.06
d.	Water Supply Arrangement Under Sahbhagita Scheme	State	350.00		350.00	30.00	0.00	30.00	46.47	0.00	46.47	154.90
e.	GIS Mapping & Project Preparation	State	600.00		600.00	22.50	0.00	22.50	8.98	0.00	8.98	39.91

1	2	3	4	5	6	7	8	9	10	11	12	13
f.	Modernisation, Revitalisation of various units of WSS	State	1000.00		1000.00	255.26	0.00	255.26	196.11	0.00	196.11	76.83
g.	Rej., Upg., & Modification of Filter Plants	State	700.00		700.00	175.00	0.00	175.00	144.07	0.00	144.07	82.33
h.	Add./ Mod./ Rej. of Admn. offices of XEN/SE/ ACE/CE	State	340.00		340.00	85.00	0.00	85.00	90.08	0.00	90.08	105.98
i.	Information Education & Communication Activities for environmental improvement	State	265.00		265.00	15.00	0.00	15.00	7.09	0.00	7.09	47.27
j.	Rep. of old defective Pipe Line & other improvement for better, Facility to Consumer	State	1450.00		1450.00	3344.38	0.00	3344.38	3383.09	0.00	3383.09	101.16
k.	Purchase of Water Meters	State	2700.00		2700.00	900.00	0.00	900.00	882.92	0.00	882.92	98.10
l.	Jodhpur RGLC WS Phase II	State	6500.00		6500.00	655.00	0.00	655.00	622.92	0.00	622.92	95.10
m.	Leakage detection Project	State	450.00		450.00	25.01	0.00	25.01	11.43	0.00	11.43	45.70
n.	Recycling of Waste Water	State	450.00		450.00	14.00	0.00	14.00	5.87	0.00	5.87	41.93
o.	Bhilwara-Kankroli Ghati Water Supply Project	State	0.01		0.01	10.30	0.00	10.30	6.93	0.00	6.93	67.28
p.	Barmer Lift Water Supply Project	State	2800.05		2800.05	110.00	0.00	110.00	106.58	0.00	106.58	96.89
q.	Jawai-Jodhpur Pipe Line Project	State	10500.00		10500.00	5510.74	0.00	5510.74	5507.63	0.00	5507.63	99.94
r.	WS project: from chappi to Jhalawar & Jhalrapatan	State	5500.00		5500.00	1600.01	0.00	1600.01	1526.61	0.00	1526.61	95.41
s.	Nagaur lift Canal	State	20042.82		20042.82	8292.99	0.00	8292.99	12119.20	0.00	12119.20	146.14
t.	Pokran-Phalsonnd WS project	State	9600.00		9600.00	4300.01	0.00	4300.01	4126.47	0.00	4126.47	95.96
u.	Narmada WS Project	State	7900.00		7900.00	500.00	0.00	500.00	2370.53	0.00	2370.53	474.11
v.	Ajmer-Bisalpur Water Supply Scheme Phase-II	State	76432.00		76432.00	1042.00	0.00	1042.00	2438.24	0.00	2438.24	234.00
w.	Water Supply Project to SEZ, Jaipur	State	4303.00		4303.00	1122.00	0.00	1122.00	1152.56	0.00	1152.56	102.72
x.	Scheme/Project Funded through UIDSSMT & Other agency	State	0.03		0.03	1100.00	0.00	1100.00	700.03	0.00	700.03	63.64

1	2	3	4	5	6	7	8	9	10	11	12	13
y.	Left over work of Providing I/J of Distribution P/L for Kota City	State			0.00	3070.00	0.00	3070.00	2765.06	0.00	2765.06	90.07
z.	Scheme/Project funded through JNNURM	State			0.00	1863.00	0.00	1863.00	2540.00	0.00	2540.00	136.34
aa.	Ranganj Mandi-Pachpahar WS Project	State			0.00	700.00	0.00	700.00	697.83	0.00	697.83	99.69
ab.	Safety Measures Ajmer-Bisalpur Project	State			0.00	200.00	0.00	200.00	185.92	0.00	185.92	92.96
ac.	Reorganisation of UWSS For Jodhpur	State			0.00	730.00	0.00	730.00	0.00	0.00	0.00	0.00
ad.	Bisalpur Water Supply Project for Ajmer etc. - PHED	State			0.00	3.00	0.00	3.00	3.29	0.00	3.29	109.67
ae.	Water Supply Scheme for Udaipur from Mansiwakal	State			0.00	3.00	0.00	3.00	7.48	0.00	7.48	249.33
af.	Water Supply Scheme from IGINP for Jodhpur	State			0.00	3.00	0.00	3.00	2.98	0.00	2.98	99.33
ag.	Chambal Project Bharatpur	State	3000.02		3000.02	13.00	0.00	13.00	12.94	0.00	12.94	99.54
ah.	Fluoride Control Project Bhinay-Masuda	State			0.00	13.00	0.00	13.00	15.00	0.00	15.00	115.38
ai.	Bisalpur-Dudu Water Supply project	State	2150.00		2150.00	50.00	0.00	50.00	49.98	0.00	49.98	99.96
aj.	Chambal-Baler-Sawai Madhopur WS Project	State	5500.00		5500.00	200.00	0.00	200.00	170.18	0.00	170.18	85.09
ak.	Dewas Water Supply Scheme II	State	3808.02		3808.02	452.01	0.00	452.01	1432.51	0.00	1432.51	316.92
al.	Construction of Coffor Dam Isarda	State	100.00		100.00	1100.00	0.00	1100.00	1097.81	0.00	1097.81	99.80
am.	Sarwar-Nasirabad Pipeline Project	State	1800.00		1800.00	345.00	0.00	345.00	247.97	0.00	247.97	71.88
an.	Twelfth Finance Commission	State	6000.00		6000.00	10000.00	0.00	10000.00	8044.11	0.00	8044.11	80.44
ao.	Chambal Project Bharatpur	State			0.00	900.00	0.00	900.00	900.00	0.00	900.00	100.00
ap.	One day storage CWR, Ajmer	State			0.00	200.00	0.00	200.00	133.00	0.00	133.00	66.50
aq.	Safety Measures Ajmer-Bisalpur Project	State			0.00	65.00	0.00	65.00	98.14	0.00	98.14	150.98
ar.	Rajgarh-Bungi WSS	State	1394.01		1394.01	10.00	0.00	10.00	3.59	0.00	3.59	35.90

1	2	3	4	5	6	7	8	9	10	11	12	13
as	Indroka-Manaklao-Danitwara Project	State	3000.00		3000.00	0.00	0.00	0.00	0.00	0.00	0.00	
at	Installation & Maintenance of Bulk Meters	State	2400.00		2400.00	0.00	0.00	0.00	0.00	0.00	0.00	
au	Innovative Works Recommended by EPRC	State	200.00		200.00	0.00	0.00	0.00	0.00	0.00	0.00	
av	Laxmangarh-Churu Water Supply	State	200.01		200.01	0.00	0.00	0.00	0.00	0.00	0.00	
aw	Others	State	0.10		0.10	2.29	0.00	2.29	0.00	0.00	0.00	0.00
	Total - Urban water supply - A		240240.04	0.00	240240.04	149800.71	883.15	150683.86	142635.07	594.92	143229.99	95.05
B.	Rural Water Supply											
a.	Implem./Completion of ongoing RWSS	State	49056.75		49056.75	52056.54	0.00	52056.54	52993.90	0.00	52993.90	101.80
b.	Water Supply in Tribal Sub Plan area	State	4650.00		4650.00	4505.54	0.00	4505.54	5026.01	0.00	5026.01	111.55
c.	Establishment Expenditure	State	20967.99		20967.99	10502.89	0.00	10502.89	12310.22	0.00	12310.22	117.21
d.	Water Supply in SC Basties	State	3000.00		3000.00	1060.00	0.00	1060.00	845.86	0.00	845.86	79.80
e.	Integrated Project for Rural Water Supply in Saline belt	State	250.03		250.03	460.01	0.00	460.01	502.59	0.00	502.59	109.26
f.	Registration fee for Trainers attending Seminars & Conferences	State	75.00		75.00	5.50	0.00	5.50	0.94	0.00	0.94	17.09
g.	Consultancy for Project Preparation of New Projects	State	1500.00		1500.00	30.00	0.00	30.00	7.49	0.00	7.49	24.97
h.	Summer Augmentation Works	State	27408.00		27408.00	11140.99	0.00	11140.99	12958.35	0.00	12958.35	116.31
i.	Replacement of pumps & Motors	State	2750.00		2750.00	850.00	0.00	850.00	795.56	0.00	795.56	93.60
j.	Modernisation Revitalisation and Rejuvenation of Schemes, Machines, Filter plants etc.	State	2500.00		2500.00	700.00	0.00	700.00	627.59	0.00	627.59	89.66
k.	Training Institute for Subordinate Engineers	State	344.50		344.50	207.40	0.00	207.40	190.74	0.00	190.74	91.97

1	2	3	4	5	6	7	8	9	10	11	12	13
	Information Education & Communication Activities for Environmental Improvement	State	1600.00		1600.00	110.00	0.00	110.00	87.16	0.00	87.16	79.24
m.	Rep. of old defective & Polluted Pipe Line & other improvement for better facility to consumers	State	2000.00		2000.00	475.00	0.00	475.00	393.89	0.00	393.89	82.92
n.	Bisalpur-Dudu WS project-1352 Villages	State	6248.00		6248.00	10026.01	0.00	10026.01	9275.46	0.00	9275.46	92.51
o.	Chambal-Baler-Sawai Madhopur W.S.Project	State	8200.00		8200.00	1475.00	0.00	1475.00	2222.59	0.00	2222.59	150.68
p.	Janta Jal Yojna	State	3300.00		3300.00	1150.00	0.00	1150.00	672.42	0.00	672.42	58.47
q.	Rejuvenation & repair of inlet channel, SSF etc.	State	2000.00		2000.00	600.00	0.00	600.00	526.99	0.00	526.99	87.83
r.	Total Sanitation Campaign	State/Central	10000.00		10000.00	2550.00	9784.54	12334.54	1907.44	7942.29	9849.73	79.85
s.	FCP-Kekri-Sarwar Ph-II	State	307.00		307.00	300.00	0.00	300.00	398.24	0.00	398.24	132.75
t.	FCP-Arain-Kishangarh WS Project	State	3117.00		3117.00	2300.00	0.00	2300.00	2272.71	0.00	2272.71	98.81
u.	FCP- Bhinay-Masuda Ph-II & III	State	2100.00		2100.00	1584.00	0.00	1584.00	1637.66	0.00	1637.66	103.39
v.	Jawai-Pali-Jalore WS Project	State			0.00	11100.00	0.00	11100.00	10599.47	0.00	10599.47	95.49
w.	Dang Area WS Project	State	1800.01		1800.01	1659.00	0.00	1659.00	1561.66	0.00	1561.66	94.13
x.	Narmada WS Project	State			0.00	5500.00	0.00	5500.00	5350.74	0.00	5350.74	97.29
y.	Purchase and Rejuvenation of Rigs	State	1500.00		1500.00	68.01	0.00	68.01	66.40	0.00	66.40	97.63
z.	Chambal-Dholpur-Bharatpur Project	State	6370.00		6370.00	6050.00	0.00	6050.00	4970.39	0.00	4970.39	82.16
aa.	Bageri Ka Naka, Rejsamand	State	2103.00		2103.00	8950.00	0.00	8950.00	8929.48	0.00	8929.48	99.77
ab.	Tonk-Uniyara & Deoli WS Project from Bisalpur	State			0.00	5.01	0.00	5.01	0.00	0.00	0.00	0.00
ac.	WS Project Chappi to Jhalawar & Jhalrapatan	State			0.00	13064.00	0.00	13064.00	13130.06	0.00	13130.06	100.51
ad.	Cuuru-Jhunjhunu WS Project Phase II	State			0.00	0.02	0.00	0.02	0.00	0.00	0.00	0.00
ae.	Nagaur Lift Canal	State			0.00	5000.00	0.00	5000.00	1500.00	0.00	1500.00	30.00

1	2	3	4	5	6	7	8	9	10	11	12	13
af.	Improvement of Mains/Exploration of Sources	State	2850.00		2850.00	450.00	0.00	450.00	200.00	0.00	200.00	44.44
ag.	RWSS of Jayal tehsil of Matasukh	State			0.00	10700.00	0.00	10700.00	10693.57	0.00	10693.57	99.94
ah.	FCP-Aspur-Sagwara from Kali Amba Dam	State			0.00	1119.00	0.00	1119.00	1027.38	0.00	1027.38	91.81
ai.	RWSS of Kalikhar, Jhalawar	State			0.00	2300.00	0.00	2300.00	2300.00	0.00	2300.00	100.00
aj.	RWSS of Gulendi, Jhalawar	State			0.00	1700.01	0.00	1700.01	1699.66	0.00	1699.66	99.98
ak.	Unmaid Sagar Dhawa Samdari WS Project	State			0.00	11400.00	0.00	11400.00	15213.38	0.00	15213.38	133.45
al.	Indroka-Manakdao - Dantiwara WS Project	State			0.00	4500.00	0.00	4500.00	4183.67	0.00	4183.67	92.97
am.	WSS Tibba Area of Suratgarh	State			0.00	2350.00	0.00	2350.00	2699.60	0.00	2699.60	114.88
an.	Dewas WSS II Through Irrigation	State			0.00	10000.00	0.00	10000.00	6900.00	0.00	6900.00	69.00
ao.	Envisaged Provision of Domestic Defloridification Plants etc.	State			0.00	100.00	0.00	100.00	134.79	0.00	134.79	134.79
ap.	Indroka-Manakdao - Khangra WS Project	State			0.00	4029.00	0.00	4029.00	3891.86	0.00	3891.86	96.60
aq.	Barmer Lift Canal Water Supply Project	State			0.00	1410.00	0.00	1410.00	1410.00	0.00	1410.00	100.00
ar.	Pokran-Phalsoond WS project	State			0.00	200.00	0.00	200.00	200.07	0.00	200.07	100.04
as.	FCP-Sarwar to Nasirabad Pipe Line Project	State			0.00	2525.00	0.00	2525.00	0.00	0.00	0.00	0.00
at.	FCP Nasirabad Phase I & II	State	718.00		718.00	200.00	0.00	200.00	0.00	0.00	0.00	0.00
au.	FCP-Kekri-Sarwar Phase-I	State			0.00	90.00	0.00	90.00	0.00	0.00	0.00	0.00
av.	Rewa WS Project, Jhalawar	State			0.00	500.00	0.00	500.00	300.00	0.00	300.00	60.00
aw.	Tinwari-Mathania-Osian	State			0.00	1300.00	0.00	1300.00	1146.18	0.00	1146.18	88.17
ax.	RWSS Keru-Beru-Joliyali Phase-II	State			0.00	500.00	0.00	500.00	200.00	0.00	200.00	40.00
ay.	Devania-Shergarh-Chhaba	State			0.00	680.00	0.00	680.00	701.18	0.00	701.18	103.11
az.	Khudiyala-Jiyaberi-Agolai	State			0.00	700.00	0.00	700.00	413.66	0.00	413.66	59.09
ba.	Churu,Bisau W.S.Proj.through PMC,Churu	State/Central	450.00	381.91	831.91	0.01	471.04	471.05	-0.64	48.79	48.15	10.22

1	2	3	4	5	6	7	8	9	10	11	12	13
bb	Provision for Domestic defluoridification Plant	State	700.00		700.00	328.00	0.00	328.00	541.70	0.00	541.70	165.15
bc	W S Project for 216 villages of tehsil Ranganjmandi Pachpabar and Bhainsroadgarh from Rana Pratap Sagar	State	4036.00		4036.00	5225.00	0.00	5225.00	5222.02	0.00	5222.02	99.94
bd	Twelfth Finance Commission	State	5250.00		5250.00	7252.00	0.00	7252.00	5523.17	0.00	5523.17	76.16
be	Nagaur Lift Canal	State			0.00	1050.00	0.00	1050.00	1050.00	0.00	1050.00	100.00
bf	Aapni Yojana Phase-II	State	40500.00		40500.00	0.00	0.00	0.00	0.00	0.00	0.00	
bg	Desalination Project	State	42558.00		42558.00	0.00	0.00	0.00	0.00	0.00	0.00	
bh	ARWSP (Normal & Quality)	State/Central			710330.00	0.00	228114.31	228114.31	0.00	206000.99	206000.99	90.31
bi	Desert ARWSP	State/Central			237500.00	0.00	81871.29	81871.29	0.00	55758.09	55758.09	68.10
bj	Monitoring & Investigation Cell	State/Central			250.00	0.00	107.61	107.61	0.00	91.52	91.52	85.05
bk	Rural Drinking Water Supply due to draught situation	State/Central			1000.00	0.00	1285.96	1285.96	0.00	549.27	549.27	42.71
bl	P. M. Announcement	State/Central			159.42	0.00	20.65	20.65	0.00	3.90	3.90	18.89
bm	Installation Stand alone water purification system	State/Central			159.42	0.00	1377.32	1377.32	0.00	0.00	0.00	0.00
bn	Recycling of waste water	State	375.00		375.00							
bo	W.S. arrangement under Sahbhagita Scheme	State	300.01		300.01							
bp	Construction 30 No. of Artificial Recharge Structure by GWD	State	493.00		493.00							
bq	Laxmangarh-Churu Water Supply	State	2850.00		2850.00							
br	Raj. Intergrated Fluorosis-Mitigation Phase-II	State	1849.07		1849.07							
bs	Devash Water Supply Project	State	876.00		876.00							
bt	Consturction of Coffor Dam Isarda	State	450.00		450.00							
bu	Others	State/Central	0.15	500.00	500.15	0.15	2361.04	2361.19	0.53	645.84	646.37	27.37
	Total Rural Water Supply - B		267402.51	950280.75	1217683.26	224093.09	325393.76	549486.85	217413.79	271040.69	488454.48	88.89
C.	Low Cost Sanitation		950.00		950.00	0.02	0.00	0.02	0.00	0.00	0.00	0.00
	Total - Sewerage and Water Supply		508592.55	950280.75	1458873.30	373893.82	326276.91	700170.73	360048.86	271635.61	631694.47	90.22

**Physical Targets & Achievements
(11th Five Year Plan 2007-12)**

Water Resources

Sr. No.	Name of the Programme/ Scheme	Level/ Ind.	Units of Physical Targets	Eleventh Plan 2007-12 Targets	2007-08	2008-09	2009-10	3 years Physical Targets (2007-10) (upto 31-03-10)	2007-08	2008-09	2009-10	3 years Physical ach. (2007-10) (upto 31-03-2010)	% Ach. (13 to 9)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
PHED													
Sewerage & Water Supply													
a.	Coverage of Habitations												
i	Cap-99		Nos.	1512	749	846	406	2001	643	440	406	1489	74.41
ii	Quality affected		Nos.		2450	1596	5048	9094	1827	2165	3013	7005	77.03
iii	Slipped back NC/ PC		Nos.	49534	2573	7903	5475	15951	2883	4829	7225	14937	93.64
b.	Total Sanitation Programme (TSP)												
i	Individual House Hold Latrines		Lakh Nos.		NF	NF	NF	NF	8.09	8.90	6.66	23.65	
ii	School Toilet		Nos.		NF	NF	NF	NF	12501	9796	6773	29070	
iii	Balwadi Toilet		Nos.		NF	NF	NF	NF	2425	2196	2031	6652	
5	National Social Assistance Programme (NSAP)												
i	National Old age Pension		Lakh Nos.				4.55	4.55			4.80	4.80	105.49
ii	Jan Shree Beema Yojana		Lakh Nos.			26.48	26.48	26.48		25.84	26.05	26.05	98.38
iii	Indira Gandhi Rastriya Widow Pension Yojana		000 Nos.				32.16	32.16			46.44	46.44	144.40

1	2	3	4	5	6	7	8	9	10	11	12	13	14
iv	Indira Gandhi Rastriya Disable Pension Yojana		000Nos.				3.43	3.43			7.65	7.65	223.03
G.	Integrated Child Development Services												
i.	ICDS-SNP Beneficiaries		Lakh Nos.		48.66	48.37	54.40	54.40	39.56	39.19	36.45	39.56	72.72
I	Women Development Programme												
i.	SHG Formation		Nos.		20000	15000	15000	50000	28736	25508	24595	78839	157.68
ii.	SHG Bank Linkages		Nos.		15000	20000	20000	55000	29307	26225	23194	78726	143.14
IRRIGATION													
I	Creation of Irrigation Potential												
i.	Multipurpose Projects-Mahi	Ind.	000 Ha.	1.54	1.54			1.54	1.10			1.10	71.29
ii.	Major Projects	Ind.											
a.	I.G.N.P. Stage I & II	Ind.	000 Ha.	332.00	37.00	20.20	44.04	101.24	4.30	8.82	17.85	30.97	30.59
b.	Bisalpur	Ind.	000 Ha.		0.80	0.50		1.30	0.50	0.20		0.70	53.85
c.	Narmada	Ind.	000 Ha.	224.43	55.46	85.57	42.00	183.03	55.46	45.00	42.00	142.46	77.83
d.	New Major Projects (Isarda, Parwan, Dholpur Lift, Indira Lift, Yamuna Water/Link)	Ind.	000 Ha.	41.00				0.00				0.00	
e.	Ratanpura Distributory	Ind.	000 Ha.		1.59			1.59	1.59			1.59	100.00
	Total ii		000 Ha.	597.43	94.85	106.27	86.04	287.16	61.85	54.02	59.85	175.72	61.19
iii.	Medium Projects												
a.	Sukli	Ind.	000 Ha.	5.00	4.50			4.50	4.50			4.50	100.00
b.	Bandisendra	Ind.	000 Ha.	4.20	3.75			3.75	4.02			4.02	107.20
c.	Gardada	Ind.	000 Ha.	9.00	0.95	8.05		9.00	0.95			0.95	10.56
d.	Takli	Ind.	000 Ha.	4.50				0.00				0.00	
e.	Piplad	Ind.	000 Ha.	1.70				0.00				0.00	
f.	Gagrin	Ind.	000 Ha.	5.20				0.00				0.00	
g.	Anchhari	Ind.	000 Ha.	1.70				0.00				0.00	
h.	Hatiadeh	Ind.	000 Ha.	4.90				0.00				0.00	
i.	Rajgarh	Ind.	000 Ha.	2.00				0.00				0.00	
j.	Manohar Thana	Ind.	000 Ha.	1.80				0.00				0.00	

1	2	3	4	5	6	7	8	9	10	11	12	13	14
k.	Lhasi	Ind.	000 Ha.	4.20				0.00				0.00	
	Total iii		000 Ha.	44.20	9.20	8.05	0.00	17.25	9.47	0.00	0.00	9.47	54.90
iv.	Modernisation Projects-Gang canal	Ind.	000 Ha.	38.75	20.15	16.57	11.00	47.72	10.15	7.00	4.01	21.16	44.34
v.	Minor Irrigation	Ind.	000 Ha.	49.97	5.00	12.61	3.00	20.61	11.01	5.87	2.99	19.87	96.41
	Total Creation of Irrigation Potential			731.89	130.74	143.50	100.04	374.28	93.58	66.89	66.85	227.32	60.73
2	IGNP Lining of Distributory System	Ind.	Km.	1330	49.00	34.82	16.09	99.91	11.80	22.42	6.79	41.01	41.05
3	Mahi Bajaj Sagar Project												
i.	Earth Work	Ind.	Lac. Cum.		1.60			1.60	1.76			1.76	110.00
ii.	Lining	Ind.	Lac. Sqm.		1.00			1.00	0.37			0.37	37.00
iii.	Pucca Woks	Ind.	No.		1.40			1.40	98.00			98.00	7000.00

Chapter - 3

Agriculture and Allied Sectors

Summary

A. Crop Production

I Background

- Agriculture provides major source of livelihood in the rural area of Rajasthan.
- It is subjected to severe year to year fluctuations depending on the rainfall.
- During the period 2001-04 growth in agriculture was nominal, at 1.6 percent per annum, (population growth rate was 2.84 percent per year).
- Yield of most of the major crops in the state are lower than the national average.

II Objective and Strategy

- The Eleventh Plan target of agricultural growth is 3.5 percent per annum.
- Growth targets to be achieved by pursuing following strategies.
- Efficient use of water resources through sprinkler and drip irrigation, and rain water harvesting measures.
- Crop diversification using high labour content crops such as fruits and vegetables and high value crops requiring less of water.
- Increased involvement of private sector and NGOs.
- Farming systems approach with strengthening complementarities between crops and livestock.
- Improving and developing soils.
- Supply of quality seed, improvement in post-harvest management, access to credit and improvement in information system.
- Involving district and lower level institutions in planning and implementation.

III Outlay and Expenditure

- Of the total outlay of Rs. 155525.95 lakhs, Rs.173455.32 lakhs was spent in the first three years of the plan.

- Out of the total plan allocation for Agriculture in the XI plan, a few major items, i.e. crop and weather insurance, (24.0 per cent), RKVY (18.52 per cent), macro management, (11.83 per cent) ISOPOM (5.83 per cent), and loan to Marketing Board, account for bulk of the allocation.
- What is left is grossly inadequate to deal with important problem areas. For example, extension and training has outlay of 3.60 per cent, water management 1.14 per cent, soil health management 0.05 per cent, seed infrastructure and distribution 0.22 per cent. Plant protection, and manures and fertilizers got only 0.33 per cent of outlay.
- However, there were sharp differences in allocation and expenditure in several activities.
- Expenditure was short of outlay in some important programmes e.g. seed, plant protection, water management, land and soil improvement, and extension.
- No expenditure was incurred on National Project on Management of Soil Fertility.
- Generally, centrally sponsored schemes fared better in this respect.
- The main reason advanced for the shortfall in expenditure was delay in sanction of funds from the state or central government.
- Outlay in the schemes implying subsidies were more fully utilized e.g. Crop and Weather Insurance, Minikit Distribution.

IV Physical Output

- For a short period of three years it is difficult to estimate the growth rate in agriculture. The area under crops and yields are largely affected by weather.
- As far as crops are concerned targeted area under food crops were met to a large extent.
- Same is true about the commercial crops, and pulses (excepting gram).
- Area under barley, gram and oilseeds were below the target.
In the volatile climatic conditions, for the short term review more important indicators are achievements in various supportive activities.
- Targets for seed distribution, fertilizer consumption and, quality control could not be achieved.
- Pipelines for irrigation were completed to the extent of 3449 kms, compared to the target of 4000 kms, and largely within the scheduled budget. One thousand Diggies were planned and constructed. 450 water tanks were constructed. Gypsum distribution, crop demonstration, minikit, IIPM, IPM were done as per schedule, and their output was well within targets.
- However, outcome in terms of farmers' exposure training, soil health cards, and plant protection equipments was lower than the expected. Only 2 lakh soil health cards were issued against a target of 35 lakhs.
- Investment in research, extension, HRD promotion and infrastructure is not significant despite their having high returns to investment,
- In several programmes it is difficult to establish relationship between physical achievement and amount spent. For example, with sharp reduction in expenditure on pipelines and diggies, targeted physical outcome seems to have been achieved.

V Conclusion

A few important conclusions from the above review emerge:

- Agriculture in the State planning is neglected if share of allocation to agriculture in the total plan is any indication. Public investment in agriculture is negligible; about 2 per cent of GDP in agriculture is spent, and if CSS outlay is included, it is about 5 per cent.
- There is no information on private investment in agriculture.
- There are a large number of schemes/projects each individually having little effect on growth processes.
- Priorities in budget allocation are guided by the budgets received from central government and not on the basis of serious problems facing the state. The three major problems of state are erratic monsoon, depleting soil health and depleting ground water. Projects to address these problems get very small allotment. On the other hand, crop insurance subsidy has emerged as a big item.
- Systems approach is not taken in planning and therefore there is little understanding of growth process.
- Decentralized planning is not taken very seriously as processes to empower lower unit of government in terms of HRD, funding and implementation are not institutionalized. (This lacuna may be corrected with the recent devolution of powers to the Panchayati Raj institutions).

VI Suggestions

Review of the agricultural sector suggests the following:-

- Measurement of growth in agriculture should be made scientific so that growth is not camouflaged by weather effect,
- Priority areas should be decided in making a growth plan. For example, water harvesting and soil development should get high priority,
- Seed development has a high pay-off and systems should be developed which would include breeding program, adaptive trials and extension to farmer's field.
- State should invest aggressively in HRD of agricultural personnel at state and district level.
- Data base should be made more thorough and accessible to all concerned on government sites. This will also helpful in monitoring of projects and schemes.

- Multiplicity of schemes should be interwoven in a system. These may be classified under a few major areas could include land development, water management, seed management, research and extension and post harvest management.

B. Horticulture

I Background

- Rajasthan is historically a deficit state in horticultural products due to 'staple food first' priority. In recent years more attention is paid to develop horticulture and maximize state's comparative advantages in this sector.
- For last two decades growth in production of fruits, vegetables and species is quite satisfactory, yet there is a long way to go.

II. Objective and Strategy

The objective of the plan is to expand production of horticulture crops by increasing area and yield. Strategy to achieve this has the following components:

- Supply of quality planting material,
- Promotion of drip irrigation system,
- Promoting low water requiring crops,
- Organic farming of fruits, vegetables and spices,
- Promotion of rain water harvesting structures for irrigation,
- Promoting contract farming.
- Involvement of private sector in the field of seed production, post harvest management and marketing of horticulture produce.

III Outlay and Expenditure

- Central government contributed more than three fifth of the planned outlay on horticulture in the Eleventh Plan.
- There were shortfalls in expenditure, mainly because of delays in sanctions and initiation of new schemes.
- State Government has very small budget, of Rs. 105 crores, of which Rs. 62 crores were allocated in the first three years.
- Plan outlays are evenly distributed over the 5 year period and hence there is not much rush for pushing activities in the final year. About 65 per cent of planned outlay was kept for first three years.

- About 62 per cent of the planned outlay was spent in three years. Some of the central schemes started a little late. As far as state budget outlays are concerned expenditure was incurred as planned.
- The planning exercise does not reflect any priority for promoting a crop or for redressing a pressing problem. For example, relative profitability of crops is not worked out.
- Expenditure on National Mission on Bamboo was as per targets.
- National Mission on Medicinal Plants was promoted as planned.
- Promotion of the activity by publicity and extension is important in the initial phases of development. Very small amount (Rs.150 lakhs) was provided and that too was not spent.

IV Achievement of Physical targets

- Available data indicate that most physical targets e.g., in setting up of fruit orchards, demonstrations, plant protection, sprinkler irrigation, and vermi compost were achieved.
- Targets of “innovative schemes” and drip irrigation were not met.
- Targets for “demonstration” were met with much reduced spending than provided in the plan outlay.
- This also seems to be true for plant protection measures where the targets were achieved with reduced budget.

V Summing Up

- The state is producing very small quantity of its requirements of fruits and vegetables,
- Substantial potential for growing fruits and vegetables exists in the state and present area under these crops is a small fraction of the potential.
- Excluding state share in centrally sponsored schemes state has provided small amount of funds (Rs.25 crores) for horticulture. More than three-fifth of the budget was met by central government.
- Horticulture department spent the outlay allocated in the first three years of plan.

VI Suggestions

The achievements are modest compared to growth potential in Rajasthan due to state's competitive advantage over other states in terms of land and labour availability, and vast entrepreneurial class of people. Following suggestions can be considered for future planning:

- For many farmers horticultural crops are new, and farmers may have "the fear of unknown." The department should promote the knowledge by various extension measures.
- Though, horticultural crops have comparative advantages on marginal and small farmers, it is not known how the programs and schemes are implemented and how much benefit is derived by the small farmers. There is a need to sponsor a systematic study by an independent agency to know the real impact of the program.
- The horticultural crops are perishable in nature. The current programme has not given much emphasis on cold chains including cold storage, and other measures for preservation of fruits and vegetables. Likewise, processing is another area where large scale efforts are required. Participation by private industry needs to be encouraged in these activities.
- There is a good scope for integrating production with the processors who can also contribute to research, extension, micro irrigation and marketing.
- Extensive Information System for horticulture crops needs to be organized encompassing information on area, yield, prices, processing facilities, consumer preferences etc.

C. Animal Husbandry

Significance

In farming system of Rajasthan livestock have a special place due to the significant contribution (about 13 per cent) of animals husbandry to state GDP, and more so for its potential of growth. The animals provide milk, wool, draught power, meat, skin and hide, and have become important part of rural economy and society. The capital-output ratio in the sector is small because of its labour-intensive production system and therefore, it can also help in attaining inclusive growth. Further, woman plays a very important role in the animal husbandry sector.

Eleventh Plan Objectives and Strategy

The main objectives for this sector as stated in Plan document are:

- Increases in the income of the people engaged in animal husbandry by increasing productivity of live-stock.

- Inclusive growth which impacts specially the poor, and women.
- Increased availability of animal protein and contribution to nutrition with development of this sector.

The main approach to achieve above objectives is to increase productivity of animals through improving their breed and health and adequate availability of feed and fodder. Also, improvement of marketing and processing facilities and promotion of public-private partnership initiatives are part of the strategy.

Major Constraints

- Grazing and common pasture land is declining.
- Marketing, transport and cold chain systems are not yet well developed.
- Marketing system including processing of milk is mainly through government and co-operative channels, and not adequate to promote desired growth.
- There is a large number of non-descript animal population requiring upgrading,
- Support system is inadequate, living conditions for animals are unhygienic, there is lack of trained manpower,
- R&D efforts are not adequate.

There were 36 items of expenditure under different types of activities for this sector. These can be broadly classified as :

- Polyclinic, hospitals, dispensaries, animal disease control,
- Livestock census and sample surveys.
- Cattle and buffalo development, feed and fodder demonstration, development program, cattle breeding program, poultry development, goat development, equine development, seed production farms.
- Training institutes, product laboratories, nutrition laboratories, poultry training institutes, extension and training, cattle fairs, veterinary services, training and seminars, exhibitions, research centres.
- Others- Rehabilitation – (*goshala*, animal mission and council)

Plan Outlay

- The sector had a total outlay of Rs. 207 crores, a mere 0.30 per cent of state plan. This comes to Rs. 7 per animal per year.
- Out of this small amount, Rs. 32 crores came from Central government mainly for eradication of animal diseases, livestock census and sample surveys.
- The interesting part of the state plan outlay is that only 40 per cent (Rs.83 crores) was allocated for the first three years of the plan, and finally only Rs.72 crores were sanctioned and spent. That means a major part of the effort is to be done in the remaining two years of the plan or the outlay will lapse by default.
- Another feature observed is that Central Government allocated proportionately more funds in three years than given by the state government. For example, central government committed Rs. 19 crores for the plan for disease eradication and allocated 9 crores for three years and gave 6.7 crores. In contrast state committed 9 crores and gave only 2.1 crores. This means in budget allocation and release of funds animal husbandry sector is treated lightly.
- The salient features of allocation of the plan outlay was that only about 40 per cent was allocated; development and academic activities suffered most and got only 21 and 25 per cent of the allocation respectively. Allocation on hospital services was also equally niggardly and accounted for 36 per cent of the original allocations.
- Artificial insemination, castration and fertility camps activities saw full coverage as per schedule. In the sheep sector, activities included sheep doses, castration, vaccination and spray of medicines. These were done as per plan.
- Only 10 per cent of the outlay was spent on training institutes. *Goshala*, PPP, administration, biological product development, nutrition laboratory, breeding farm, poultry development etc. met the same fate.

Physical Output

Physical achievements of targets after due allowance is given to the reduced allocation for three years were largely in tune with targets. But the extent of effort itself was so small in relation to the needs that nothing significant could be achieved. Only a fuller realization of the importance of this sector can help in bridging the gap between needs and efforts.

Conclusions

Main inferences that can be drawn from the above are:

- Though live-stock is an important asset, it seems to be a neglected one as can be seen from the plan expenditure. Very small amount was in the Plan and very small amount was sanctioned and spent in three years.
- Major expenditure items were, veterinary hospitals, census and disease eradication.
- Very little efforts on upgrading of breed, supply of animal nutrition, HRD and other developmental activities could be observed.
- Very little was spent on R&D.

Suggestions

To make the programme effective, productivity per animal has to be increased. This will attract investment in the sector. Following suggestions could be considered:

- Increase investment substantially in the sector after preparing a long term perspective plan for the state.
- Increase expenditure on education, research, hospitals, feed and fodder development and improvement of the breeds.
- Poultry sector has suffered from diseases and preventive measures should be taken.
- Promote livestock on the holdings marginal and small farmers who have extra labour.
- Promote information and marketing system, including cold chains.
- Animal feed seems to be an area where share of commercial firms feed could be increased.
- Livestock economy needs to be examined more carefully to bring out its real problems at the farm level and requirements of improving its complementarities with crop production.

AGRICULTURE AND ALLIED SECTORS

Appraisal Report

A - Crop Sector

Crop Production

Background:

- Agriculture provides major source of livelihood in the rural area of Rajasthan.
- It is subjected to severe year to year fluctuations depending on the rainfall.
- During the period 2001-04 growth in agriculture was nominal, at 1.6 percent per cent annum, (population growth rate was 2.84 percent per year).
- Yield of most of the major crops in the state are lower than the national average.

Declining agricultural growth rate in the country in the past two decades has been a serious cause of concern. The national economy was growing at about 6 per cent per annum when the 11th Plan was being prepared. The growth of agriculture in the country was just 1.03 per cent per annum against 1.76 per cent per annum in Rajasthan during the period 2001-04 (Table 1).⁵ Keeping in view the national objective of inclusive, broad-based growth, a target of 3.5 per cent per annum for agriculture was fixed for Rajasthan, against 4.1 per cent for the country as a whole.

Principally the target of growth are generally fixed by keeping **the need** of the economy and the **feasibility** of achievements in mind. The target for growth rate of agriculture was kept modest compared to the need. Population growth rate been 2.84 per cent was much higher than growth of 2.14 per cent in India as a whole, and with 7 per cent of targeted growth of GDP in Rajasthan, a target of 4 per cent is desirable. Add to this the growing demand for food by the poor boosted by various progroammes aimed at food security, employment and social upliftment, and one would arrive at the growth rate of 4.5 per cent per annum in the state. Rajasthan's constraints to achieve a rise in growth rate in agriculture, viz, erratic monsoon, declining soil health and little ground water base, are well known. What needs to be underlined now is an aggressive approach to growth backed by suitable design.

¹ Growth rates are very sensitivel at beginning and terminal years especially in short span of 3-5 years and therefore, these growth rates should be used carefully

Table 1
Economic Growth Targets*

Economic Growth Target	Unit	CAGR* (2001-02 to 2004-05)		Target for Eleventh Plan	
		India	Rajasthan	India	Rajasthan
Agriculture	%	1.03	1.76	4.10	3.50
Industries	%	6.96	7.43	10.50	8.00
Services	%	8.64	7.08	9.90	8.90
Total - Growth Rate	%	6.45	5.68	9.00	7.40

1. *CAGR - Compound Annual Growth Rate.
2. All figures are from official sources.

Objective and Strategy:

Objectives and strategy spelled out in the Plan document:

- The Eleventh Plan target of agricultural growth is 3.5 percent per annum.
- Growth targets to be achieved by pursuing following strategies.
- Efficient use of water resources through sprinkler and drip irrigation, and rain water harvesting measures.
- Crop diversification using high labour content crops such as fruits and vegetables and high value crops requiring less of water.
- Increased involvement of private sector and NGOs.
- Farming systems approach with strengthening complementarities between crops and livestock.
- Improving and developing soils.
- Supply of quality seed, improvement in post-harvest management, access to credit and improvement in information system.
- Involving district and lower level institutions in planning and implementation.

Rajasthan is fortunate to have a large land area (about 10.4 per cent of total geographical area of the country). This would provide more potential space to work for cultivation with rain water harvesting, solar and wind energy and availability of ground water. About two-third of population of the state lives in villages preponderantly engaged in agriculture and related activities. Likewise, the state has a large live-stock population about 6 crores animals i.e. nearly one

animal per person. The works done hitherto for development of live-stock sector are far below the potential of the sector. The major challenges to take advantages of the land and livestock resources and opportunities provided by markets are to deal with erratic monsoon, poor soil health, and low productivity.

Outlay and Expenditure:

- Against three year outlay of Rs.155525.95 lakhs, Rs.173455.32 lakhs have been spent in the first three years of the plan. This, being 111.52% of the three year outlay and 78.25% of the XI Plan outlay for agriculture, is very satisfactory.
- Out of the total plan allocation for Agriculture in the XI Plan, a few major items, i.e. crop and weather insurance, (24.0 per cent), RKVY (18.52 per cent), macro management, (11.83 per cent) ISOPOM (5.83 per cent), and loan to Marketing Board, account for bulk of the allocation.
- What is left is grossly inadequate to deal with important problem areas. For example, extension and training has outlay of 3.60 per cent, water management 1.14 per cent, soil health management 0.05 per cent, seed infrastructure and distribution 0.22 per cent. Plant protection, and manures and fertilizers got only 0.33 per cent of outlay.
- However, there were sharp differences in allocation and expenditure in several activities.
- Expenditure was short of outlay in some important programmes e.g. seed, plant protection, water management, land and soil improvement, and extension.
- No expenditure was incurred on National Project on Management of Soil Fertility.
- Generally, centrally sponsored schemes fared better in this respect.
- The main reason advanced for the shortfall in expenditure was delay in sanction of funds from the state or central government.
- Outlay in the schemes implying subsidies were more fully utilized e.g. Crop and Weather Insurance, Minikit Distribution.

In view of the fact that agricultural growth is not only important for overall economic growth but also because food security of the multitude of the poor depends on agricultural growth, adequate investment has to be made in agriculture. Agriculture contributes about 25 per cent to total GDP of the state, and food is an important item of consumer budget. However, if allocation of fund is any indicator, situation is not very encouraging. Assuming a capital

output ratio of 4:1, if agriculture is to grow by at least 4 per cent, about 16 per cent of agricultural GDP has to be invested. In other words, with agriculture GDP of Rs.50,000 crore (at current prices), investment of Rs.8000 crore will be needed for each year. Assuming that fifty per cent of this investment has to be made by private sector, at least Rs.4000 crore has to be invested by the state. Apparently the comparison between Plan outlay and Centrally Sponsored Schemes for X and XI Five Year Plan are revealing in the sense that the XI Plan allocation of XI Five Year Plan being Rs.4026 crore (Rs.2269 + 1757 crore) is far higher than the corresponding allocation for X Five Year Plan of Rs.1670 crore (Rs.928 + 742 crores). However, taking into account the price inflation, this can not be considered significant.

Table 2
Rajasthan Plan Outlay for XI Plan for Agriculture

(Rs. Crores)

Department	Xth Plan	XIth Plan	% to Total Agri.	% Total State Plan
1. Ag. Research/Education	28.71	64.00	2.82	0.09
2. Agri. Deptt.	257.39	1490.00	65.67	2.08
3. Macro Manag.Work Plan	47.82	70.00	3.08	0.10
4. Horticulture	7.69	105.00	4.63	0.15
5. Soil/Water conservation	5.91	3.97	0.17	0.01
6. Animal Husbandry/Education	50.46	181.60	8.00	0.25
7. Dairy Development	4.83	0.0005	0.00	0.00
8. Forestry	328.56	197.00	8.68	0.27
9. Fisheries	2.19	6.15	0.27	0.01
10. Storage /Warehousing	12.24	16.35	0.72	0.02
11. Agriculture Credit	43.49	35.00	1.54	0.05
12. Co-operation	138.53	100.00	4.41	0.14
13. Total-Agriculture	927.86	2269.07	100.00	3.16
14. Total State Plan	33328.00	71731.98	-	100.00

Another way to look at the allocation to agriculture in the plan is to relate it with GDP from the sector. Agriculture accounts for nearly 25 per cent of state GDP, but only 3 per cent of the plan outlay was allotted for agriculture.

Table 3
Centrally Sponsored Schemes for Rajasthan

(Rs. Crores)

Category	Xth Plan	XIth Plan
Agri. Prod.	245.66	595
Horticulture	143.96	378.16
Watershed	138.65	283.6
Animal Husb.	21.77	33.06
Fisheries	2.71	5.12
Forest dev	36.68	244.52
Co-op.	66.24	83.5
Others	86.83	136.88
Total	742.5	1757.88

Output:

The agriculture production for the XI Plan has been targeted as given in Table 4. To facilitate comparison data for X Plan has also been given.

Table 4
Projections for field crops production during XI Plan

(Area in lac ha, prod. in lac ton/bales)

S. N.	Crop	Area		Production		% Increase Area	% Increase Production
		Xth Plan	XIth Plan	Xth Plan	XIth Plan		
1.	Cereals	94.90	94.25	134.27	162.74	-0.68	21
2.	Pulses	32.09	40.75	14.82	23.40	26.98	58
3.	Total	126.99	135.00	149.09	186.14	6.30	25
	Foodgrains						
4.	Oilseeds	45.08	50.55	51.67	69.70	12.13	35
5.	Sugarcane	0.11	.05	6.30	3.00	-45.45	-
6.	Cotton	3.50	5.00	7.47	13.24	42.86	77
7.	Guar	28.08	27.00	6.58	10.80	-3.85	64
	Total	330.75	352.60	221.21	282.88	6.79	27.87

Source: Adapted from XI Plan document, Rajasthan.

The Plan has rightly emphasized the need to improve various areas in the production channel. But outlay for improving transport, warehousing, cold chain, marketing, information system, promotion does not reflect this emphasis.

Data given in table no.5, at the end of the section, shows that total outlay for agriculture department in the XI Plan (2007-12) together for Central and State schemes is Rs.198730.87 lakhs; the total of 3 years (2007-10) is Rs.155525.95 lakhs; and the total of expenditure in three years (2007-09) is Rs.173455.32 lakhs which works out 111.52%. Therefore, the expenditure level could be termed as very satisfactory. The areas where expenditure has exceeded outlay are soil fertility mapping, retail outlet, computerisation, crop compensation, minikit distribution and macro management work plan. Similarly, the areas where expenditure was below 80% include Direction and Administration; establishment of seed processing plan in private sector, incentive for seed certification popularising use of bio-fertiliser, plans protection eradication of pest and diseases, state matching share of CSS, intensive cotton development programme and ATMA.

Administration : Against three year (2007-10) outlay of Rs.2.28 crore, only Rs.1.57 crore (73.93%) have been spent. This amount for developing managerial skills in planning and implementation of projects is too meager.

Seed : As regards seeds the following requirements have to be met

1. Availability of high-yielding draught and pest resistant varieties.
2. Quality seed with high germination,
3. Replacement with quality seed,

Rs.435 lakhs for the 11th plan was the outlay for seed development including DNA test, seed processing units, buffer stock, retail outlets, and seed certification, but budget of only Rs.183 lakhs was provided for three years. Of the reduced outlay also, only about 40 per cent was spent. Delayed sanction or budget release were advanced as causes.

Manures and Fertilizers : Expenditure under this head includes promoting bio-fertilizers, soil testing and laboratory facilities. Against the five year outlay of Rs.315 lakhs, Rs. 262.69 lakhs were already spent in three years.

Plant Protection : Against an outlay of Rs.330 crore, only Rs. 151 crore was budgeted for three years but an expenditure of Rs. 13.59 crore was made as subsidy in pest and disease prone areas. Thus the performance needs to be improved.

ISOPOM, Cotton Development and ATMA : Under the CSS scheme of ISOPOM (palm oil and maize cultivation), intensive cotton development, and ATMA, the

outlay was Rs. 438 crores against which Rs. 230 crore were allocated for three years, of which Rs. 170 crores were spent. Out of this, ATMA got about 30 crores, cotton development got about Rs. 6 crores while ISOPOM got 134 crores. Palm cultivation is a long term (5-7years) project and is not meant for marginal and small farmers who cannot wait for such a long time and, therefore it does not fit in for the paradigm of inclusive growth. For the extension programme under ATMA including cotton development, outlay for the plan was Rs. 71.50 crores and about two-third was spent in three years. Area and yield under cotton was targeted to increase by about 50 per cent and 75 per cent respectively. These targets look ambitious unless breakthrough in yield and profitability of cotton vis-à-vis competing crops has been achieved.

Extension and Training : Extension and training programmes included demonstration, media, computerization, extension services etc. A sum of Rs. 71.50 crores was provided as outlay for the plan and about 90 per cent of the three year allocation was spent.

Crop and Weather Insurance : Weather risk for Rajasthan farmers is very high and farmers were subsidized for their premium cost for insurance. An outlay of about Rs. 144 crores was provided for the plan. However, due to bad weather conditions, the three year outlay was increased to Rs. 307.57 crores and it was fully utilized. How much benefit and which class of farmers got adequate benefits is a matter of field level evaluation.

Plant Protection Equipment : About Rs.0.93 crore was allocated for plant protection equipments and 75 percent was spent. But nothing was done for setting up implement testing laboratories.

Water Management : Subsidies for pipelines and rain water harvesting was Rs. 22.65 crores but only Rs. 4.61 was allocated and spent and hence a major part of work is to be done in the remaining two years.

Land and Soil Improvement : Similarly, only about Rs. 1.14 crores were spent in three years out of budgeted Rs.10.50 crores.

Seed Infrastructure : Against three year allocation of Rs.87.00 lakhs on seed infrastructure development, only Rs.37.27 lakhs have been spent.

Mini kit Distribution : Three year outlay was fully distributed for mini kit especially for small farmers.

Macro Management Work Plan : An outlay of Rs. 235 crores was planned under this program. This scheme was introduced by the central government for giving freedom to states to prioritize among various schemes as per their need. Out of the allotted amount only about Rs.70 crore was planned for three years but about Rs.122 crores were spent.

NFS Mission : Out of Rs.120 crores planned for this purpose about two-third was spent.

National Soil Management Project : About Rs.11 crores were budgeted but nothing was spent.

Seed Infrastructure : About Rs.2 crores were planned but half was spent in three years.

Organic Farming : For the promotion of organic farming Rs.86 lakhs were planned and spent,

Agri. Marketing Board : For the development of markets and marketing development, a loan of Rs.116 crores was sanctioned and distributed.

RKVY : About Rs.1000 crore was allotted under this program and two-third was spent in three years.

It could be inferred from the above that both in the state budget or, CSS, only on a few items amount planned to spend in 3 years was spent fully. However, higher coverage of outlay under central schemes was observed. An important reason for delay in expenditure was generally delay in sanction of funds from the state or central government.

Physical Performance

Plan achievement information given in Table 5 is briefly re capitulated.

The ultimate performance indicator is the growth rate of agriculture. While this takes time to estimate, one can deduce from the various components of the growth processes the likely outcome. To bring changes in crop and yield, various development activities were undertaken. However, it may be mentioned that State Agriculture Department is following a practice of regarding maximum achieved in three years as achievements of three years. It is difficult to justify such an approach as is well known that weather plays an important role in year to year variations. A reference to three year average or total for the period will be more realistic. Therefore, in the following discussion average of three years is taken as the achievement during the period and is and compared with average target of three years.

Area under **pulses** both kharif and rabi was 90 per cent of target area. As said earlier, it is difficult to get of 27 per cent increase in the area. Despite special programme for **maize** under PPP model with good potential of increase in yield, area was only about 84 per cent of the target. Rajasthan is suited to **barley** cultivation but still the modest target for this crop could not be met. Same was also true of **gram**.

Food grains production remained below the target levels except the for **rice** which is not an important crop of the state. Production of **pulses and barley** were dismally lower than targets. Area under **oilseeds** both in kharif and rabi was similarly lower, to about 80 per cent of the target and so was true of production. Cotton is an important crop whose area target was met but production is much below the target. Both area and yield have to increase in the remaining period.

Seed Distribution : Quality seed is important for germination and better yield, and thus distribution of quality seed is an important programme. Seed distribution was much lower than targets fixed. Except **maize** where special program was launched and **bajra**, traditionally a favorite crop of program, in no other crop seed distribution targets could be met. In **cotton** private efforts are more important, government seed distribution was just supportive. The targets set forth in the beginning of the plan were revised upwards in many cases. The extent of seed program though encouraging requires more efforts.

Total quantity of improved seed distributed was about 2.35 lakh quintals. This was as about 87 per cent of the target. It is very difficult to relate this performance with expenditure as no budget was specified under this heading. Other activities mentioned under the head of "seed" are like seed certification, retail outlets, seed processing units in private sector and development expenditure on government farms. It is not possible to make firm observation on the adequacy of quantity of seed distributed. However, the coverage seems to be small for example, 87000 quintal of bajra seed was distributed. Considering a seed rate of 5kg per hectare (including wastages etc), 1.74 million hectare might have been covered. This was against the bajra area of 5.1 million hectares.

National project on organic farming showed an expenditure of Rs.6.21 lakhs. What was covered under this schemes is not clear with the available information.

Fertilizer : Targets for fertilizers were fixed in the middle of the Plan and it is assumed that same for the plan. Fertilizer use in rabi season fell short of the target.

Plant Protection : The efforts were targeted in 8.5 million hectares which is about 40 per cent of the cropped area. The targets were well met. This looks very significant achievement. Under plant protection measures about 9.3 million hectares were covered. Expenditure under plant protection shown is Rs. 1.14 crores. That means only Rs. 1.2 per hectare was spent on plant protection.

To give another example, 3.15 lakh samples of soil and water were analyzed. But, in expenditure classification, soil, seed and pest laboratory expenditure is clubbed. The same story was observed in technical grade material targets. For cost control and budgeting only a clear accounting procedure can make reliable cost and performance comparison.

Quality Control : Efforts to improve quality have many dimensions. As far as seed, fertilizer and pesticide are concerned, targets were met. Soil and water testing targets though miniscule were well achieved.

Relating Expenditure and Physical Performance:

Planning and implementation of programs, projects, and schemes are processes with the ultimate objective of growth, equity and sustainability. Whether plan objectives as expressed in the vision and mission are realized or not, needs to be studied but the physical outcome can give some idea of the achievement. An effort is made to compare carefully, expenditure and physical achievement.

Targets fixed for different schemes and expenditure incurred on them would give an idea about cost involved for delivery of service or obtaining the output. However, it should be mentioned that it is difficult to relate expenditure with physical achievement as each activity is supported by the whole system and direct expenditure is more like the variable cost. For example, expenditure on extension and training cannot be apportioned on soil and water sample analyzed. For example, about 3.15 lakh samples of soil and water were analyzed at the cost of Rs.5.54 crores making an average of Rs.176 per sample of analysis but 5416 seed samples were analyzed costing Rs.3588 per sample. Subsidy on pipeline spent was Rs.4.39 crores for 4000 km. pipeline or Rs.20,000 per kms. Delivery cost will be very difficult to attribute to individual service or product provided. One needs a careful analysis of real cost by relevant cost analysis procedures.

Available information as given in the table does not provide the type of data required e.g. information on expenditure is not complete. However, some idea can be obtained from the table. Pipeline for irrigation completed was 3449 kms. compared to the target of 4000 kms, and was largely within the scheduled budget. One thousand Diggies were planned and constructed. 450 water tanks were constructed. Gypsum distribution, crop demonstration, minikit, IIPM, IPM were done as per schedule and output were well within targets. However, outcome in terms of farmers' exposure training, soil health cards, and plant protection equipments was lower than the expected. Only 2 lakh soil health cards issued against a target of 35 lakhs. Assuming 3 samples per farmer is required for 60 million farmers, total soil samples for analysis required is 180 million.

Table 6
Physical Targets and Cost incurred

S. N.	Activities	Unit	Physical		Financial (Rs. in lac)	
			Targets	Achievement	Production	Expenditure**
1.	Pipe line	KM	4000	3449	800.00	690.93
2.	Diggi	No.	1000	998	1500.00	207.58
3.	Farm Pond	No.	2000	900	600.00	140.00
4.	Water Tank	No.	1200	451	420.00	23.70
5.	Agriculture Implements	No.	51990	37357	1533.75	610.03
6.	Plan Protection	No.	18880	12603	234.90	110.45
7.	Gypsum Distribution*	MT	81000	63729	760.00	462.91
8.	Crop Demonstrations	No.	33313	29896	683.96	429.03
9.	Crop Minikit	No.	827422	742372	0.00	0.00
10.	I.P.M. Demonstrations	No.	400	228	39.36	9.03
11.	I.P.M. Trainings	No.	1090	852	107.48	24.53
12.	Farmers' Exposure Visits	No.	140	65	140.00	60.19
13.	Farmers' (1 & 2) days Trainings	No.	20207	11210	164.85	80.52
14.	Soil Health Cards	No.	350000	195400	0.00	0.00
15.	Soil Samples	No.	-	250000	0.00	0.00
16.	Fodder Minikits Distribution	No.	910000	901995	2500.00	2500.00

*Gypsum Distribution does not cover NFSM Scheme which is 100% funded by GOI and does not have any State Share.

**Expenditure reported are actual. Expenditure is much more as physical activity already undertaken in field and bills are under process.

Source: Plan Review document, Chapter 7.

Conclusions

A few important conclusions from the above review emerge:

- If share of allocation to agriculture (2.0%) in the total plan is any indication, agriculture in the State planning had not been given the importance it deserves.
- Public investment in agriculture is negligible; about 2 per cent of GDP in agriculture is spent and if CSS outlay is included, it is about 5 per cent.
- State seems to substitute its own resources with funds from CSS. This defeats very purpose of CSS schemes, RKVY and other centrally assisted schemes,
- Priorities in budget allocation are guided by the budgets received from central government and not on the basis of serious problems facing the state. The three major problems of state are erratic monsoon, depleting soil health and depleting ground water. Projects on these get very small allotment. On the other hand, crop insurance subsidy has engaged as a big item.

- There is very little information about the extent of private investment in agriculture,
- Human resource development at the department level is not emphasized. This is an important resource for any plan to succeed,
- Investment in research and extension, is not significant despite having high returns to investment,
- Several programs, and projects are not based on need assessment and therefore, are small in size. Systems approach is not taken in planning and therefore there is no understanding of growth process.

Suggestion

Review of the agricultural sector leads to following suggestions

- Measurement of growth in agriculture should be made scientific so that growth is not camouflaged with weather effect,
- State should find out more of its own means to invest in agriculture rather than substituting, and largely depending on funds from CSS,
- Priority areas should be decided in making a growth plan. Water harvesting and soil development should get priority,
- Seed development has a high pay-off and system should be developed including breeding program and adaptive trials.
- Farming system approach should be encouraged as there is large degree of complementarities between crops and live-stock and it provides inclusive growth and low capital output ratio.
- High labour intensive crops such as horticulture crops should be encouraged,
- State should invest aggressively in HRD of state and district level officials.
- Data base should be made more rigorous and accessible to all concerned on government sites as it could also be used for monitoring of projects and schemes.
- Multiplicity of schemes should be interwoven in a system. If these are classified under a few major areas their management may become easy. Major areas could be land development, water management, seed management, research and extension and post harvest management.

Agriculture Department- Table 7 : Outlay and Expenditure for Xlth Plan For First Three Years

Sr. No.	Name of the Programme/ Scheme	Funding Agency	Total Outlay (2007-12)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-2010) (12 to 9)			% Exp. To Total Outlay (2007-2010) (12 to 9)
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13
i.	Direction & Administration	State	162.55		162.55	2.28	0.00	2.28	1.57	0.00	1.57	68.86
ii.	Seeds											
a	Strengthening / Operational Cost of GOT farms, Hybridity test farmed & DNA Finger Printing Lab & Seed Testing Lab	State	295.00		295.00	40.50	0.00	40.50	29.94	0.00	29.94	73.93
b	Estt. of Seed Processing Plant In Private Sector	State			0.00	80.02	0.00	80.02	4.99	0.00	4.99	6.24
c	Buffer Stock of Certified Seed by RSSC	State	100.00		100.00	34.58	0.00	34.58	34.53	0.00	34.53	99.86
d.	Retail Outlets	State	40.00		40.00	3.00	0.00	3.00	3.47	0.00	3.47	115.67
e.	Incentive for Seed Certification	State			0.00	25.00	0.00	25.00	0.00	0.00	0.00	0.00
	Total ii		435.00	0.00	435.00	183.10	0.00	183.10	72.93	0.00	72.93	39.83
iii.	Manures and Fertilizers											
a.	Popularising use of Bio-Fertilizer/Bio-Agent	State	30.00		30.00	6.86	0.00	6.86	4.53	0.00	4.53	66.03
b.	Strengthening / Operational Cost of Quality Control Lab (Fertilizer Lab & Soil Testing Lab)	State	255.00		255.00	74.35	0.00	74.35	68.80	0.00	68.80	92.54

1	2	3	4	5	6	7	8	9	10	11	12	13
c.	Soil Fertility Mapping Total iii	State	30.00		30.00	184.00	0.00	184.00	189.36	0.00	189.36	102.91
			315.00	0.00	315.00	265.21	0.00	265.21	262.69	0.00	262.69	99.05
iv	Plant Protection-Eradication of Pest & Diseases in Non-Endemic area as differential Subsidy	State	330.00		330.00	151.00	0.00	151.00	113.59	0.00	113.59	75.23
v	State Matching Share of CSS Schemes											
a.	ISOPOM	Central/ State	9200.00	27600.00	36800.00	4563.03	13347.94	17910.97	3390.76	10030.32	13421.08	74.93
b.	Intentsive Cotton Development Programme	Central/ State	1000.00	3500.00	4500.00	145.03	792.44	937.47	115.96	504.70	620.66	66.21
c.	ATMA	Central/ State	250.00	2250.00	2500.00	349.72	3869.12	4218.84	291.98	2697.07	2989.05	70.85
	Total v		10450.00	33350.00	43800.00	5057.78	18009.50	23067.28	3798.70	13232.09	17030.79	73.83
vi.	Extension & Training											
a.	Training of Staff & Visit	State	325.00		325.00	171.00	0.00	171.00	163.51	0.00	163.51	95.62
b.	Demonstration of Organic farming	State	3140.00		3140.00	191.88	0.00	191.88	184.27	0.00	184.27	96.03
c.	Agriculture Technology dissemination through Mass Media & Printing of FFL	State			0.00	698.00	0.00	698.00	602.33	0.00	602.33	86.29
d.	Computerisation & Related Communication exp.	State			0.00	35.00	0.00	35.00	35.57	0.00	35.57	101.63
e.	Agriculture Ext. Services	State	3685.00		3685.00	2126.69	0.00	2126.69	1930.58	0.00	1930.58	90.78
f.	Agriculture Technological Intensive Training	State			0.00	9.75	0.00	9.75	9.78	0.00	9.78	100.31
	Total vi		7150.00	0.00	7150.00	3232.32	0.00	3232.32	2926.04	0.00	2926.04	90.52
vii.	Crop & Weather Insurance/Compensation											
a.	Premium Subsidy & Adm. Charges Incentive for Crop cutting/ Weather Insurance	State	1950.00		1950.00	12800.00	0.00	12800.00	12717.87	0.00	12717.87	99.36
b.	Crop Compensation	State	12432.92		12432.92	17957.50	0.00	17957.50	18563.88	0.00	18563.88	103.38
	Total vii		14382.92	0.00	14382.92	30757.50	0.00	30757.50	31281.75	0.00	31281.75	101.70
viii.	Agriculture Engineering-(a) Distribution of P.P. Equipments	State	820.00		820.00	93.00	0.00	93.00	70.10	0.00	70.10	75.38

1	2	3	4	5	6	7	8	9	10	11	12	13
	(b). Implement Testing Facility	State				3.00	0.00	3.00				0.00
ix.	Other Schemes	State	2385.40		2385.40	0.07	0.00	0.07	0.00	0.00	0.00	0.00
x	Water Management-Differential Subsidy of Pipe Lines/ Rain Gun.	State	2265.00		2265.00	461.02	0.00	461.02	439.08	0.00	439.08	95.24
xi	Land Stock Improvement/ Reclamation of Saline and Alkaline Soils	State	1050.00		1050.00	146.38	0.00	146.38	114.75	0.00	114.75	78.39
xii	Innovative Programme	State			0.00	178.25	0.00	178.25	114.43	0.00	114.43	64.20
xiii	Enhanced Seed protection Infrastructure Development, High tech Farming & Demonstration on Govt.Farms	State			0.00	87.85	0.00	87.85	37.27	0.00	37.27	42.42
xiv	Dev. of Organic Farming package & Support to Farmers for promoting adoption of Organic Farming Agencies etc.	State			0.00	86.58	0.00	86.58	86.58	0.00	86.58	100.00
xv	Mini Kit Distribution	State			0.00	1070.00	0.00	1070.00	1095.55	0.00	1095.55	102.39
xvi	Macro Management Work Plan	Central/ State	2350.00	21150.00	23500.00	714.22	6241.45	6955.67	6412.53	5813.78	12226.31	175.77
xvii	National Food Security Mission	Central			0.00	0.00	11945.89	11945.89	0.00	7255.79	7255.79	60.74
xviii	National Project on Management of Soil & Fertility	State			0.00	0.00	1097.80	1097.80	0.00	0.00	0.00	0.00
xix	Development & Strengthening of Seed Infrastructure for Production & Distribution	Central			0.00	0.00	206.27	206.27	0.00	111.41	111.41	54.01
xx	Extension Support to Central Institute	State			0.00	0.00	100.00	100.00	0.00	91.03	91.03	91.03
xxi	National Project on Organic Farming	State			0.00	0.00	13.72	13.72	0.00	6.21	6.21	45.26
xxii	Promotion & Strengthening of Agriculture for Production & Distribution	State			0.00	0.00	1.31	1.31	0.00	0.00	0.00	0.00

1	2	3	4	5	6	7	8	9	10	11	12	13
xxiii	Loan to Agri. Marketing Board	State				11588.00		11588.00	11588.00		11588.00	100.00
xxiv	Other Schemes											
i	Civil Work through Department/RSAMB	State	2025.00		2025.00	517.00	0.00	517.00	489.96	0.00	489.96	94.77
ii.	Construction of Kishan Bhawan at Distt. Head Quarters	State			0.00	500.00	0.00	500.00	500.00	0.00	500.00	100.00
iii.	Soil/Seed/QC/Pest & Fert labs	State			0.00	62.00	0.00	62.00	55.90	0.00	55.90	90.16
iv.	Lab. Estt. (Pesticide Testing Lab)	State	10.00		10.00	10.00	0.00	10.00	8.82	0.00	8.82	88.20
	Others	State			0.00	0.07	0.00	0.07	0.00	0.00	0.00	0.00
vi	R & D Support for Tissueculture	State	100.00		100.00	6.00	0.00	6.00		0.00	0.00	0.00
	Total other Schemes	State	2135.00	0.00	2135.00	1095.07	0.00	1095.07	1054.68	0.00	1054.68	96.31
xxv	Rastriya Krishi Vikas Yojana (ACA)	State	100000.00		100000.00	44730.88	0.00	44730.88	34845.89	0.00	34845.89	77.90
	Total Agriculture Department		144230.87	54500.00	198730.87	99900.51	55625.44	155525.95	94316.13	39742.40	173455.32	111.53

Table 8: Agriculture- Physical Targets and Achievements

S.No.	Program/scheme	Targets	11th Plan Targets	3yr. Physical Targets	3yr. Physical Achievements	% 3yr. Achived Targets	Shortfall in figures	% 3yr. target to 11th Plan	% 3yr. Achievement to total plan	% shortfall of Plan
1	Crop	3	4	5	6	7	8	9	10	11
	Khariif									
	Rice	Lac Hect.	1.00	0.98	1.37	139.66	-0.39	98.33	137.33	-37.33
	Jowar	Lac Hect.	6.00	5.67	6.41	113.06	-0.74	94.44	106.78	-6.78
	Maize	Lac Hect.	12.50	11.17	10.48	93.82	0.69	89.33	83.81	16.19
	Bajra	Lac Hect.	45.00	45.67	51.40	112.56	-5.74	101.48	114.23	-14.23
	Small Millets	Lac Hect.	0.25	0.18	0.15	83.64	0.03	73.33	61.33	38.67
	Pulses and Arhar	Lac Hect.	27.25	27.08	24.69	91.18	2.39	99.39	90.62	9.38
	Total i	Lac Hect.	92.00	90.75	94.51	104.14	-3.76	98.64	102.72	-2.72
	Rabi									
	Wheat	Lac Hect.	25.00	24.37	23.27	95.49	1.10	97.49	93.09	6.91
	Barley	Lac Hect.	4.50	3.83	3.03	78.96	0.81	85.19	67.26	32.74
	Gram & Pulses	Lac Hect.	13.50	12.96	12.28	94.75	0.68	95.98	90.94	9.06

1	2	3	4	5	6	7	8	9	10	11
	Total ii	Level	43.00	41.16	38.58	93.72	2.59	95.73	89.71	10.29
	Total Area under Food Crops	Lac Hect.	135.00	131.91	133.08	100.89	-1.17	97.71	98.58	1.42
	Production of Food Crops									
	Kharif									
	Rice	Level	1.80	1.95	2.44	125.13	-0.49	108.33	135.56	-35.56
	Jowar	Level	4.20	3.63	2.77	76.24	0.86	86.51	65.95	34.05
	Maize	Level	18.75	18.92	16.10	85.09	2.82	100.89	85.85	14.15
	Bajra	Level	36.00	38.83	35.14	90.50	3.69	107.86	97.61	2.39
	Small Millets	Level	0.09	0.09	0.05	50.00	0.05	103.70	51.85	48.15
	Pulses and Arhar	Level	9.65	14.10	7.44	52.74	6.66	146.11	77.06	22.94
	Total i	Lac Tonnes	70.49	77.52	63.93	82.47	13.59	109.98	90.69	9.31
	Rabi									
	Wheat	Level	87.50	78.69	67.43	85.69	11.26	89.93	77.06	22.94
	Barley	Level	14.40	11.29	7.87	69.72	3.42	78.43	54.68	45.32
	Gram & Pulses	Level	13.75	12.71	9.24	72.67	3.47	92.44	67.18	32.82
	Total ii	Level	115.65	102.69	84.54	82.32	18.15	88.80	73.10	26.90
	Total Production of Food Crops	Lac Tonnes	186.14	180.22	148.47	82.38	31.75	96.82	79.76	20.24
	Commercial Crops									
	Area under Oil seeds Kharif									
	Sesamum	Level	4.00	3.50	4.78	136.48	-1.28	87.50	119.42	-19.42

1	2	3	4	5	6	7	8	9	10	11	
	Groundnut	Level	Lac Hect.	3.50	3.25	3.08	94.77	0.17	92.86	88.00	12.00
	Castor Seed & Soyabean	Level	Lac Hect.	10.00	8.98	8.91	99.18	0.07	89.83	89.10	10.90
	Total i		Lac Hect.	17.50	15.73	16.77	106.57	-1.03	89.90	95.81	4.19
	Rabi										
	Rapeseed & Mustard	Level	Lac Hect.	30.00	26.82	24.43	91.09	2.39	89.41	81.44	18.56
	Linseed	Level	Lac Hect.	0.05	0.02	0.02	100.00	0.00	46.67	46.67	53.33
	Taramira	Level	Lac Hect.	3.00	1.77	0.91	51.22	0.86	59.00	30.22	69.78
	Total ii		Lac Hect.	33.05	28.62	25.36	88.63	3.25	86.59	76.74	23.26
	Total Area under Oil Seeds		Lac Hect.	37.05	44.35	42.13	94.99	2.22	119.70	113.71	-13.71
	Production of Oil Seeds										
	Kharif										
	Sesamum	Level	Lac Tonnes	1.40	1.37	1.25	91.48	0.12	97.86	89.52	10.48
	Groundnut	Level	Lac Tonnes	5.95	5.50	4.56	82.86	0.94	92.49	76.64	23.36
	Castor Seed & Soyabean	Level	Lac Tonnes	15.80	14.72	10.71	72.80	4.00	93.14	67.81	32.19
	Total i		Lac Tonnes	23.15	21.59	16.53	76.56	5.06	93.26	71.40	28.60
	Rabi										
	Rapeseed & Mustard	Level	Lac Tonnes	45.00	36.70	30.36	82.73	6.34	81.56	67.47	32.53
	Linseed	Level	Lac Tonnes	0.05	0.02	0.02	85.71	0.00	46.67	40.00	60.00
	Taramira	Level	Lac Tonnes	1.50	0.87	0.42	48.28	0.45	58.00	28.00	72.00
	Total ii	Level	Lac Tonnes	46.55	37.62	30.80	81.87	6.82	80.82	66.17	33.83
	Total Production of Oil Seeds		Lac Tonnes	69.70	59.21	47.33	79.94	11.88	84.95	67.91	32.09

1	2	3	4	5	6	7	8	9	10	11	
	Cotton										
	Area	Level	Lac Hect.	5.00	3.67	3.71	101.27	-0.05	73.33	74.27	25.73
	Production	Level	Lac bales	13.25	9.17	6.77	73.89	2.39	69.18	51.12	48.88
	Sugarcane										
	Area	Level	Lac Hect.	0.05	1.70	0.08	4.51	1.62	3400.00	153.33	-53.33
	Production	Level	Lac Tonnes	3.00	2.68	2.77	103.11	-0.08	89.44	92.22	7.78
	Guar Seed										
	Area	Level	Lac Hect.	27.00	23.67	29.36	124.04	-5.69	87.65	108.73	-8.73
	Production	Level	Lac Tonnes	10.80	11.01	9.02	81.98	1.98	101.91	83.55	16.45
	Seed Distribution										
	Kharif										
	Rice	Level	000' Qtls	5.00	4.67	2.99	64.14	1.67	93.33	59.87	40.13
	Jowar	Level	000' Qtls	7.60	8.67	6.60	76.15	2.07	114.04	86.84	13.16
	Maize	Level	000' Qtls	64.10	88.67	76.38	86.14	12.29	138.33	119.16	-19.16
	Bajra	Level	000' Qtls	88.00	100.00	87.17	87.17	12.83	113.64	99.05	0.95
	Moong	Level	000' Qtls	52.58	52.00	37.20	71.54	14.80	98.90	70.76	29.24
	Tur	Level	000' Qtls	2.25	0.95	0.81	85.56	0.14	42.07	36.00	64.00
	Urad	Level	000' Qtls	8.68	7.33	3.53	48.14	3.80	84.49	40.67	59.33
	Cowpea	Level	000' Qtls	11.64	8.90	7.87	88.43	1.03	76.46	67.61	32.39
	Moth	Level	000' Qtls	24.43	20.00	8.99	44.93	11.01	81.87	36.79	63.21
	Sesamum	Level	000' Qtls	4.97	4.17	3.47	83.28	0.70	83.84	69.82	30.18
	Ground Nut	Level	000' Qtls	36.32	32.67	26.66	81.61	6.01	89.94	73.40	26.60

1	2	3	4	5	6	7	8	9	10	11
	Soyabean	Level	96.53	140.00	109.21	78.01	30.79	145.03	113.14	-13.14
	Castor Seed	Level	13.44	10.00	6.57	65.73	3.43	74.40	48.91	51.09
	Cotton	Level	47.80	36.10	26.77	74.16	9.33	75.52	56.00	44.00
	Guar	Level	32.08	48.33	39.42	81.55	8.92	150.67	122.87	-22.87
	Total-i		506.22	569.44	454.64	79.84	114.80	112.49	89.81	10.19
	Rabi									
	Wheat	Level	741.49	866.67	755.31	87.15	111.35	116.88	101.86	-1.86
	Barley	Level	74.73	95.33	84.27	88.40	11.06	127.57	112.77	-12.77
	Gram	Level	58.46	103.18	57.01	55.25	46.17	176.50	97.51	2.49
	Rape & Mustard	Level	89.09	95.60	89.73	93.86	5.87	107.31	100.72	-0.72
	Total ii		963.77	1160.78	986.32	84.97	174.46	120.44	102.34	-2.34
	Total Seed Distribution		1469.99	1730.22	1440.97	83.28	289.26	117.70	98.03	1.97
	Fertiliser Consumption									
	Kharif	Level	5.14	5.14	4.75	92.30	0.40	100.00	92.30	7.70
	Rabi	Level	7.29	7.29	5.66	77.58	1.64	100.00	77.58	22.42
	Total Fertiliser Consumption		12.44	12.44	10.40	83.67	2.03	100.00	83.67	16.33
	Plant Protection Measures									
	Area Covered									
	Kharif	Level	43.75	46.50	48.40	104.08	-1.90	106.29	110.62	-10.62

1	2	3	4	5	6	7	8	9	10	11	
	Rabi	Level	Lac Hect.	41.25	43.25	44.33	102.50	-1.08	104.85	107.47	-7.47
	Total i.		Lac Hect.	85.00	89.75	92.73	103.32	-2.98	105.59	109.09	-9.09
	Technical Grade Material Used										
	Khariif	Level	Tonnes	750	850.00	1168.33	137.45	-318.33	113.33	155.78	-55.78
	Rabi	Level	Tonnes	2030	2158.33	1983.33	91.89	175.00	106.32	97.70	2.30
	Total ii.		Tonnes	2780	3008.33	3151.67	104.76	-143.33	108.21	113.37	-13.37
	Quality Control										
	Seed Samples Analysed	Level	Nos	8000	8000.00	5416.33	67.70	2583.67	100.00	67.70	32.30
	Fertiliser Samples Analysed	Level	Nos	8000	8666.67	7931.67	91.52	735.00	108.33	99.15	0.85
	Pesticide Samples Analysed	Level	Nos	2500	4400.00	2756.00	62.64	1644.00	176.00	110.24	-10.24
	Soil & Water Sample analysed	Level	Lac Nos.	3.5	3.33	3.15	94.40	0.19	95.24	89.90	10.10

B - Horticulture

Demand and Potential

Market for horticultural products is quite large and is increasing at a rapid rate as the awareness about nutritional value of fruits and vegetable is increasing. Because of the perishable nature of the products and large wastages in transportation and storage, about 85 per cent of the product is consumed locally. However, technology and trade is making the market to grow fast. China has already captured a large share of the world market. India has significant comparative advantage in horticultural products because of heavy labour component required in the production and also because of suitable agro-climatic conditions in India for different types of products. Outstanding example is mentha, an aromatic labour intensive crop. Starting from a position of importer, India became the largest producer and exporter of mentha in about two decades. Looking to the potential, Government of India has given special emphasis on horticultural crops by setting up Horticulture Board of India. Horticulture crops being labour intensive also become a strategic tool for bringing about inclusive growth across farm size, gender and region.

Status in Rajasthan

Rajasthan is historically a deficit state in horticultural products due to 'staple food first' priority over the years. A very insignificant proportion of requirements of fruits and vegetables in the state are met by its own production. The state has diverse agro-climatic conditions and land for faster growth, if promoted by concerted efforts. In view of this, a separate department of horticulture has been started in 1989-90. In 1990-91, horticulture development was initiated by the Department in 20 districts. World Bank's Agricultural Development Project between 1992 and 2001 also helped the programme. In 2005-06, under the National Horticultural Mission, promotion of horticulture began in 13 districts and further was extended to 24 districts. In 2006-07, National Bamboo Mission was launched. Horticultural Nursery Development Samiti (Rajhans) was started in the same year. Again, in 2007-08, under the Rastriya Krishi Vikas Yojna(RKVY), horticultural development program was started in the remaining 9 districts. In 2009-10, National Medicinal Plants Mission was started. Thus, lot of activities in horticulture have been started during the last 20 years.

There seems to be a satisfactory growth in terms of increase in area and production in fruits and vegetables and spices in the state (Table 1). Area under fruits and vegetables and their yield increased substantially giving an indication of the potential in the area. But growth and area under fruits and vegetables is just 1.56 lakh hectares which is a small fraction of the total area of about 20 million hectares under fruits and vegetables in India.

Table 1
Growth of Horticultural crops in Rajasthan in last two Decades.

Area in hectares and Yield in tons per hectare

Year	Fruits		Vegetable		Spices	
	Area	Yield	Area	Yield	Area	Yield
1989-90	9397	4.42	51260	3.47	299595	0.69
2008-09	30601	19.94	125573	5.86	535845	0.99
% 1989-90	325	451	245	169	179	143

Objectives of XI Five Year Plan and Strategy

The objective of the XI plan is to expand production of horticulture crops by increasing area and yield. Approach to achieve this had the following components:

1. Supply of quality planting material,
2. Promotion of drip irrigation system,
3. Promoting low water requiring crops,
4. Organic farming of fruits, vegetables and spices,
5. Promotion of rain water harvesting structures for irrigation,
6. Promoting contract farming.
7. Involvement of private sector in the field of seed production, post harvest management and marketing of horticulture produce.

Eleventh Plan Outlay

Data given in table 2 suggests that horticulture development in Rajasthan hinges primarily on the schemes initiated by the Govt. of India as 78.26% of the plan allocation is as the central share and 21.74% State share. State's own resources were limited as can be seen in Table 2.

Table 2
Eleventh Plan Outlay and Expenditure

(Rs. Crores)

Agency	XI Plan Outlay	3 Years Outlay	Per-centage	Expenditu-re in the three years	Per-centage	Share of State and Center in percentage allocation
State	105	63	60%	62	98.41%	21.74
Centre	378	445	117%	225	57.3%	78.26
Total	483	508	105.7%	317	62.40%	100.00

Though initially the central government had allocated Rs.378 crore for the plan but subsequently raised it to Rs.445 crores due to initiation of new schemes. However, out of this only Rs.255 crores were allocated. This was mainly because of delays in sanction and initiation of new schemes. The central government had following schemes:

1. National Horticultural Mission (NHM),
2. National Micro-irrigation Project,
3. National Bamboo Mission,
4. National Medicinal Plants Mission,
5. Rastriya Krishi Vikas Yojna(RKVY),
6. Dry land Horticulture.

Of the total budget outlay, the National Micro Irrigation Project and National Horticulture Mission accounted for about 95 per cent and other schemes were minor in nature. Rajasthan initiated the following projects under RKVY:

1. Palm date plantation in the Western Rajasthan,
2. Horticulture development in non-mission district i.e. 9 districts not included in NHM,
3. Solar systems for irrigation,
4. Devadavas Nursery in Tonk District,
5. Rastriya Olive Cultivation,
6. Modern horticultural training centre,
7. Grape cultivation,
8. Pomegranate cultivation,
9. Date tissue culture,
10. Green house
11. Lichi cultivation in Banswara and Kumbhalgarh,
12. Sheetnet house vegetable,
13. Banana cultivation,
14. Strawberry cultivation,
15. Water body development,
16. Vegetable minikits,
17. Mango and fruit gardens.

Performance: Outlay and Expenditure

To begin with, the State government has very small budget of Rs. 105 crores. A major part of this (Rs. 79.5 crores) was mandatory contribution to get the central assistance. Thus, a paltry sum of (Rs. 25 crores) was contributed by the state on its own initiative. Central Government allocated 255 crores mainly under NHM and Micro Irrigation Project. On the basis of data given in Table 3 and related data, following observations can be made :

- Plan outlay was evenly distributed over the 5 year period as 65 percent of outlay was kept for first three years. Thus there will not be avoidable rush for pushing activities in the final year.
- About 62 percent of the planned outlay in three years was spent. Some of the central schemes were started in the middle of the plan period. As far as state budget is concerned, expenditures were made as planned.
- The planning exercise does not indicate any priority either for promoting a crop or for redressing any pressing problem. For example, relative profitability of crops is not worked out and, therefore, efforts are not based on meaningful information and calculations.
- One important risk a farmer faces is failure of crop due to weather. The state government can subsidize premium of insurance. Though budget was provided for this, but nothing seems to have been done.
- Expenditure on national mission on Bamboo was as per targets.
- National Mission on Medicinal Plants was executed as planned.
- A budget of Rs. 150 Lakhs was provided for PHM. It is not clear what activity was done under this budget. But in any case this seems to be a very insignificant amount looking to the magnitude of need.
- Promotion of the activity by publicity and extension is important in the initial phases of development. Very small amount (Rs. 150 Lakhs) was provided and that too was not spent.

Performance: Physical targets and achievements

Available data given in Table 4 indicate that most physical targets were achieved, e.g., setting up of fruit orchards, demonstrations, plant protection, sprinkler irrigation, and vermi compost. However, targets of innovative schemes and drip irrigation were not met. The targets for demonstration were met with much reduced spending as per the budgetary provision. This also seems to be true for plant protection measures where the targets were achieved with reduced budget.

Summing up

The state is producing very small quantity of its requirements of fruits and vegetables,

- Substantial potential of growing fruits and vegetables exists in the state and the present area seems to be a small fraction of the potential.

- Excluding state share in CSS, state has provided small amount of Rs.25 crores only. More than three-fourth of the budget was met by central government. This shows that horticulture is a low priority sector in the State.
- Horticulture department spent the outlay allocated in three years of planning.
- Horticulture crops are new to most farmers of the state therefore, effective extension is required.

Suggestions

The achievements are modest compared to growth potential in Rajasthan keeping in view its competitive advantage in terms of land availability, labour and vast entrepreneurial class of people. Following suggestion can be considered for future planning:

- For many farmers, horticultural crops are new and farmers may have "the fear of unknown." The department can improve the knowledge level of farmers by various promotional measures.
- Horticulture has great potential even for small and marginal farmers with irrigation facility in the State. However, this remains to be objectively evaluated the implementation of the scheme, area covered, farmers benefited and benefit in terms of income derived by them.
- Horticulture crops are perishable in nature. The current programme has not given much emphasis on cold chain including cold storage and preservation of fruits and vegetables. Likewise, processing is another area where large scale efforts are required. Participation by private industry needs to be encouraged. For example, processors require raw material and they can integrate with producers effectively. There is a good scope for integrating production with the processors who can also contribute to research, extension, micro irrigation and marketing.
- Extensive Information system for horticulture crops needs to be organized encompassing information on area, yield, prices, processing facilities, consumer preferences etc.

Table 3: Horticulture: Outlay and Expenditure in Eleventh Plan

S.No.	Name of the Programme / Scheme	Funding Agency	Total Outlay (2007-12)			3 years Total Revised Outlay (2007-10) (upto 31-03-2010)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-2010) (12 to 9)	
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total		
			4	5	6	7	8	9	10	11	12		
1	2	3											
a.	Legal & Court Cases	State			0.00	4.48	0.00	4.48	3.45	0.00	3.45	77.01	
b.	Publicity	State	150.00		150.00	27.00	0.00	27.00	25.26	0.00	25.26	93.56	
c.	Assistance on Plant Protection measures	State	150.00		150.00	48.00	0.00	48.00	45.59	0.00	45.59	94.98	
d.	Demonstration	State	325.00		325.00	155.00	0.00	155.00	137.05	0.00	137.05	88.42	
e.	Establishment of Fruit Orchards	State	1200.00		1200.00	135.04	0.00	135.04	121.77	0.00	121.77	90.17	
f.	Revitalization & Development	State	50.00		50.00	29.12	0.00	29.12	28.67	0.00	28.67	98.45	
g.	Subsidy to PHM Activities	State	150.00		150.00	38.50	0.00	38.50	29.17	0.00	29.17	75.77	
h.	Establishment of Green Houses	State	100.00		100.00	283.00	0.00	283.00	270.29	0.00	270.29	95.51	
i.	Innovative Schemes	State	100.00		100.00	19.50	0.00	19.50	16.55	0.00	16.55	84.87	
j.	Research and Development	State	75.00		75.00	36.96	0.00	36.96	36.54	0.00	36.54	98.86	
k.	Setting of Vermi Compost Unit	State	100.00		100.00	29.00	0.00	29.00	26.63	0.00	26.63	91.83	
l.	Water Harvesting Structure	State			0.00	15.00	0.00	15.00	13.57	0.00	13.57	90.47	

1	2	3	4	5	6	7	8	9	10	11	12	13
m.	Matching Share of Micro Irrigation Scheme	Central/State	4000.00	16000.00	20000.00	3045.86	17209.26	20255.12	3045.86	12127.20	15173.06	74.91
n.	Matching Share of National Horticulture Mission	Central/State	3850.00	21816.67	25666.67	2283.03	26013.23	28296.26	2282.55	12676.80	14959.35	52.87
o.	Subsidy on Processing unit of Mandarin, Aonla & Isabgol	State			0.00	125.01	0.00	125.01	103.34	0.00	103.34	82.67
p.	Dry Land Horticulture	State	150.00		150.00	6.00	0.00	6.00	5.70	0.00	5.70	95.00
q	National Bamboo Mission	Central			0.00	0.00	742.93	742.93	0.00	571.28	571.28	76.90
r	National Mission on Medicinal Programme	Central			0.00	0.00	521.43	521.43	0.00	139.11	139.11	26.68
s	Weather Insurance	State	100.00		100.00	0.00	0.00	0.00	0.00	0.00	0.00	
	Total-Horticulture		10500.00	37816.67	48316.67	6280.50	44486.85	50767.35	6191.99	25514.39	31706.38	62.45

Table 4: Horticulture-Physical Targets and Achievements

S.No.	Program/scheme	targets	11th Plan targets	3yr. Physical Targets	3yr. Physical Achievements	% 3yr. Achieved targets	Shortfall in figures	% 3yr target to 11th Plan	% 3yr. Achievement to total plan	% shortfall
1	2	3	4	5	6	7	8	9	10	11
1	Fruit orchards	Hectares	0	2667	2740	102.74	-73	NP	NP	NP
2	Plant protection	No.	30000	10200	11379	111.59	-1182	34	37.94	62.06
3	Demonstration	000, hect.	30000	15832	15747	97.00	487	54.11	52.49	47.51
4	Sprinkler irrigation	No.	0	225	230	102.22	-5	NP	NP	NP
5	Dry land horti.	No.	500	70	73	104.29	-3	14	14.6	85.4
6	Vermi compost	No.	4000	1455	1178	94.24	72	31.25	29.45	70.55
7	Innovative schemes	Hectares	0	542	373	68.82	169	NP	NP	NP
8	Drip irrigation	Hectares	0	47000	16532	35.17	30470	NP	NP	NP

C - Animal Husbandry

Significance

In farming system of Rajasthan, livestock have a special place due to the significant contribution (about 13 per cent) of animals husbandry to state GDP, and more so for its potential of growth. The animals provide milk, wool, draught power, meat, skin and hide, and have become important part of rural economy and society. The capital- output ratio in the sector is small because of its labour-intensive production system and therefore, it can also help in attaining inclusive growth. Further, woman play a very important role in the animal husbandry sector.

Growth

Rajasthan has well known breeds of cattle and also of other animals like horses, sheep and goat. The state has 11 per cent of animal population of India, produces about 9 per cent of milk, 30 per cent of goat meat and 40 per cent of wool. The recent trend in growth of live-stock between 2003 and 2007 (Table 1) indicates increase in cattle (12 per cent) and buffalo (7 per cent). Sheep population also increased by about 11 per cent. Increase in goat population was very sharp (28 per cent). In contrast, poultry population, declined by about 20 per cent. While sharp decline in poultry was due to spread of diseases, the sharp increase of goat numbers was due to increased demand for meat. However, the main problem is low milk yield of cattle and buffaloes (about 3 kg. for cow and 5 kg for buffalo per day) due to inadequate feed, care and lack of other supportive facilities.

Table 1
Growth of Live-stock by Category
(Figures in lakh)

Category	2003	2007	% Growth
Cattle	108.63	121.20	11.57
Buffalo	104.13	110.92	6.52
Sheep	100.54	111.90	11.30
Goat	168.08	215.03	27.93
Camels	0.49	0.42	-14.29
Total including others	491.36	566.63	15.32
Poultry	61.92	49.94	-19.35

Source: Annual Report, Directorate of Animal Husbandry

Eleventh Plan Objectives and Strategy

The main objectives for this sector as stated in Plan document are:

1. Increases in the income of the people engaged in animal husbandry by increasing productivity of live-stock.
2. Inclusive growth by encouraging and supporting the poor, and women and,
3. Increased availability of animal protein in the state to contribute to better nutrition.

The main approach to achieve above objectives is to increase productivity of animals through improving their breed and health. Also, improvement of marketing and processing facilities and promotion of public-private partnership initiatives are part of the strategy.

Major Constraints

1. Grazing and common pasture land is declining. This is especially serious during draught years when a large loss of livestock happens.
2. Marketing, transport and cold chain system is not yet well developed.
3. Marketing system including processing of milk is mainly in government co-operative channels, and not enough to promote desired growth.
4. A large number of non descript animal population requiring upgrading,
5. Inadequate support system - hospitals, unhygienic living condition, lack of trained manpower,
6. Inadequate R&D efforts

Performance

The phrase 'milching the cow' used to indicate over exploitation fittingly describes the state of animal husbandry in Rajasthan. A look at the "achievements" in the Xth plan shows that the department got very little attention in the State in Plan. Xth Plan achievements as stated in the document are: 1 polyclinic started at Jhalawar; 11 new veterinary hospitals and 209 sub-centres were established; 17th Live-stock census was conducted; new breeding policy was developed; insurance schemes were launched; 113 veterinary officers were appointed.

A review below will further strengthen that the sector has not received desired attention the above phrase literally true. Table 2 provides information about plan outlay and expenditure on animal husbandry sector under the Eleventh plan.

There were 36 items of expenditure under different types of activities as given in Table 3. These were broadly classified as :

- Polyclinic, hospitals, dispensaries, animal disease control,
- Live-stock census and sample surveys,
- Cattle and buffalo development, feed and fodder demonstration, development program, cattle breeding program, poultry development, goat development, equine development, seed production farm,
- Training institute, product laboratory, nutrition laboratory, poultry training institute, DD lab, extension and training, cattle fair, veterinary services, training and seminar exhibition, cow research centre,
- Others-Rehabilitation - (Goshala, animal mission and council)

Table 2

Classification of Activities by Important Groups and Outlay and Expenditure

Group	Plan outlay	3yr. Outlay	3yr. Expenditure	(RS. Lakhs)		
				3yr/plan outlay %	exp % 3yr/3 yr outlay	% share/outlay
Vet. Hospital	13566	5031	4579	36.547	91.02	65.48
Census/survey	1400	1902	1349	135.857	70.93	6.75
Development	1031	219	219	21.242	100.00	4.98
Academic Institutes	833	210	198	25.210	94.29	4.02
Others	3885	987	866	25.405	87.74	18.75
Total	20715	8349	7211	39.919	86.37	100.00

Plan outlay

- That Animal Husbandry has a an allocation of Rs.207 crores, a mere 0.30 percent of state plan, which works out to Rs.7 per animal per year, shows low priority accorded to the sealar.
- Out of this, small amount Rs. 32 crores came from central government mainly for eradication of animal diseases, live-stock census and sample surveys.
- The interesting part of the state plan outlay is that only 40 per cent (Rs.83 crores) was allocated for the first three years of the plan but only Rs.72 crores were spent. That means a major part of the effort is to be done in the remaining two years of the plan or the outlay will lapse by default.
- Another feature observed is that central government allocated proportionately more funds in three years than given by the state government. For example, central government committed Rs. 19 crores

for the plan for disease eradication and allocated 9 crores for three years and gave 6.7 crores. In contrast state committed 9 crores and gave only 2.1 crores. This means in budget allocation and release of funds to animal husbandry sector is given low priority.

Pattern of outlay and expenditure

- About two-third of outlay was for veterinary/hospital expenditure. Outlay on development and academic items accounted only for 5 per cent and 4 per cent of the total outlay respectively. Allocation in other category was more than 18 per cent but a major part of that was ST component.
- There was a wide gap between outlay and allocation; only 40% of the outlay was allocated. This situation inducts element of adhocism in execution of activities; development and academic activities suffered most and got only 21 and 25 per cent respectively. The allocation on hospital services was also equally niggardly and accounted for 36 per cent of the original allocations.
- Artificial insemination, castration and fertility camps activities saw full coverage as per schedule. In the sheep sector activities done were sheep doses, castration, vaccination and spray of medicines. These were done as per schedule.
- Only 10 per cent of the outlay was spent on training institute. So was true of development program. Goshala, PPP, administration, biological product development, nutrition laboratory, breeding farm, poultry development etc. met the same fate.

Physical Output

Physical achievements of targets in the reduced allocation scenario for three years were largely in tune with targets (Table 4). But the extent of effort itself was so small, in relation to the needs that nothing significant could be achieved. Only a fuller realisation of the importance of this sector can help in bridging the gap between needs and efforts

Conclusions

Main inferences that can be drawn from the above are:

- Per day per cow/buffalo milk yield is still very low,

- The nature of changes in live-stock population over two censuses show full response to market forces and very less of policy effect as there was no significant force to influence the pattern of change i.e. 28 per cent increase in goat , 11 per cent increase in cow and 7 per cent increase in buffalo population.
- Major expenditure items were on veterinary hospitals, census and disease eradication.
- Very little efforts on upgrading of breed, supply of animal nutrition, HRD and other developmental activities could be observed.
- Very little was spent on R&D.

Suggestions

To make the programme effective, productivity per animal has to be increased. This will attract attention to the sector. Following suggestions could be considered:

1. Increase investment substantially in the sector after preparing a long term perspective plan for the state.
2. Increase expenditure on education, research, hospitals, feed and fodder and improving the breed.
3. Poultry has suffered from diseases, therefore more attention should be given to preventive measures.
4. Promote live-stock on marginal and small farmers having extra labour.

Create information and marketing system, including cold chain.

5. Animal feed seems to be another area where commercial firms for feed and concentrated feed should be increased.

Live-stock economy needs to be examined more carefully to bring out its real problems at the farm level and requirements of improving its complementarities with crop production.

Table 3: Animal Husbandry Outlay and Expenditure -11th Five Year Plan

Sr. No.	Name of the Programme/ Scheme	Funding Agency	Total Outlay (2007-12)			3 years Total Revised Outlay (2007-10) (upto 31-03-2010)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-2010) (12 to 9)
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	
			Central/ State Agency if any									
1	2	3	4	5	6	7	8	9	10	11	12	13
a.	Rajasthan Mission on Animal Husbandry	State	0.00	0.00	0.00	9.00	0.00	9.00	8.99	0.00	8.99	99.89
b.	Establishment of Poly Clinics	State	300.00		300.00	121.93	0.00	121.93	126.85	0.00	126.85	104.04
c.	Veterinary Council	Central/ State	150.00	250.00	400.00	36.00	63.75	99.75	36.00	47.25	83.25	83.46
d.	Scheduled Caste Component Plan	State	3000.00		3000.00	510.00	0.00	510.00	484.01	0.00	484.01	94.90
e.	Veterinary Dispensaries/Hospitals	State	8419.00		8419.00	3418.52	0.00	3418.52	3273.41	0.00	3273.41	95.76
f.	Goseva Ayog	State	150.00		150.00	74.00	0.00	74.00	66.87	0.00	66.87	90.36
g.	Institutional Arrangement of Supply (RLDB)	State	200.00		200.00	125.28	0.00	125.28	125.58	0.00	125.58	100.24
h.	TAD-Veterinary Hospital/ Dispensary	State	2205.00		2205.00	283.38	0.00	283.38	267.07	0.00	267.07	94.24
i	Assistance to State for Control of Animal Disease (ASCAD)	Central/ State	900.00	1892.64	2792.64	277.43	899.49	1176.92	210.97	669.69	880.66	74.83
j.	Assistance in PPP mode under Veterinary Hospital & Dispensary	State	0.00		0.00	0.01	0.00	0.01	0.00	0.00	0.00	0.00
k.	Sample Survey for estimation of LS Prod.	Central/ State	300.00	300.00	600.00	181.71	187.17	368.88	182.31	182.30	364.61	98.84
l.	Cattle & Buffalo Development	State			0.00	16.00	0.00	16.00	15.47	0.00	15.47	96.69
m.	Construction works	State	250.00		250.00	260.33	0.00	260.33	193.01	0.00	193.01	74.14
n.	Livestock Census	Central/ State	4.00	600.00	604.00	0.50	1470.77	1471.27	0.10	948.35	948.45	64.46
o.	RP Survey /Zero Programme	Central/ State		196.10	196.10	0.00	63.50	63.50	0.00	37.76	37.76	59.46
p.	Feed & Fodder Demonstration	State			0.00	0.00	0.00	0.00	0.00	33.00	33.00	
q.	Others		42.00	0.04	42.04	0.03	0.00	0.03	0.00	0.00	0.00	0.00

1	2	3	4	5	6	7	8	9	10	11	12	13
r.	Direction & Administration	State	500.00		500.00	63.87	0.00	63.87	58.58	0.00	58.58	91.72
s.	Livestock Magt. & Trg. Institute	State	75.00		75.00	7.85	0.00	7.85	7.26	0.00	7.26	92.48
t.	Live Stock Dev. Programme	State	500.00		500.00	60.11	0.00	60.11	55.10	0.00	55.10	91.67
u.	Goshala Development	State	4.00		4.00	0.50	0.00	0.50	0.50	0.00	0.50	100.00
v.	Biological Products (BP) Laboratory	State	4.00		4.00	0.20	0.00	0.20	0.20	0.00	0.20	100.00
w.	Strengthening of Nutrition Laboratory	State	20.00		20.00	2.55	0.00	2.55	2.55	0.00	2.55	100.00
x.	Strengthening of Cattle Breeding Farms	State	200.00		200.00	8.00	0.00	8.00	7.95	0.00	7.95	99.38
y.	Intensive Poultry Dev.Blocks	State	2.00		2.00	0.20	0.00	0.20	0.16	0.00	0.16	80.00
z.	Poultry Training Institute	State	7.00		7.00	0.47	0.00	0.47	0.47	0.00	0.47	100.00
aa.	Goat Development	State	60.00		60.00	6.40	0.00	6.40	5.96	0.00	5.96	93.13
ab.	Equine Development	State	30.00		30.00	1.40	0.00	1.40	1.25	0.00	1.25	89.29
ac.	DD Lab	State	20.00		20.00	1.90	0.00	1.90	1.85	0.00	1.85	97.37
ad.	Fodder Seed Production Farms	State	3.00		3.00	0.50	0.00	0.50	0.50	0.00	0.50	100.00
ae.	Extension & Training	State	30.00		30.00	6.75	0.00	6.75	6.38	0.00	6.38	94.52
af.	Cattle Fair	State	75.00		75.00	8.00	0.00	8.00	7.88	0.00	7.88	98.50
ag.	Private vety. Services	State	50.00		50.00	31.30	0.00	31.30	31.26	0.00	31.26	99.87
ah.	Training/Seminar/Exhibition	State			0.00	39.00	0.00	39.00	35.35	0.00	35.35	90.64
ai.	Madhav Go Vighyan Anusandhan Sansthan	State			0.00	50.00	0.00	50.00	50.00	0.00	50.00	100.00
aj.	Rewasa Dham	State			0.00	30.00	0.00	30.00	30.00	0.00	30.00	100.00
	Total - Animal Husbandry		17500.00	3238.78	20738.78	5633.12	2684.68	8317.80	5293.84	1918.35	7212.19	86.71

Table 4: Animal Sector Physical Targets and Achievements

S.No.	Program /Scheme	Units	11th Plan target3year Target	3yr. Target	3yr. Achi-	% target Achieved	3yr. gap	3yr Gap % achievement	Due in plan %
1	2	3	4	5	6	7	8	9	10
	Animal Husbandary								
1	Artificial Insemination	Lac Nos.	100.00	52.80	50.63	95.89	2.17	50.63	49.37
2	Castration	Lac Nos.	50.00	30.50	30.29	99.31	0.21	60.58	39.42
3	Fertility Camps	Nos	200000	123800	139558	112.73	-15758.00	69.78	30.22
4	Sheep Sector								100.00
i.	Sheep Doses	Lac Nos.	1000.00	640.00	714.50	111.64	-74.50	71.45	28.55
ii.	Sheep Castration	Lac Nos.	60.00	34.00	37.16	109.29	-3.16	61.93	38.07
iii.	Sheep Vaccination	Lac Nos.	450.00	227.59	225.80	99.21	1.79	50.18	49.82
iv.	Spray of Medicine	Lac Nos.	550.00	374.35	412.43	110.17	-38.08	74.99	25.01

Chapter - 4

Industry, Mines & Minerals

Summary

Industry

Priority Assessment:

- In Rajasthan GDP in industry in the first three years showed a growth rate of 6.2% per year which is 1.8% short of the Eleventh Plan Target
- Rajasthan Industrial & Investment Promotion Policy, 2010 (RIIPP 2010) provides comprehensive mechanism for implementation of the reforms in industry policy as envisaged in the Eleventh Plan. The provisions of RIIPP 2010 covering the key strategies of the Eleventh Plan are:
 - Strengthening Single Window System
 - Simplification and rationalization of regulatory mechanisms
 - Legal, facilitation and funding frameworks for development of infrastructure and industrial clusters in PPP mode
 - Easing availability of land
 - Support to companies which provide on the job training at their premises
 - Conversion of private land for Micro Small and Medium Enterprises clusters without any conversion charge

Financial Outlay, Achievements:

- Expenditure of Rs.164.7 crore incurred in the first three years where- as the outlay for the Eleventh Plan is Rs. 431 crore, which accounts for 38% expenditure in the first three years of Five Year Plan
- The general picture of expenditure is that of very large shortfalls in many items often made up in part by very large overfills in some other items and large unplanned expenditures in other items.

Physical Achievements:

- More than 50% targeted beneficiaries under training, insurance, grants, Prime Minister Employment Generation Programme (PMEGP) have been benefited in the first three years.

- Less than 50% additional employment in Khadi and Village Industries has been provided against the targeted employment for the Five Year Plan in the first three years.
- As against the Five Year Plan (FYP) target of land acquisition of 1000 acres, RIICO acquired 7082.7 acres by end of Financial Year (FY)2010 and as against the FYP target of 5000 acres of land development; it developed 4592.9 acres of land by end of FY22010

Relation between Financial and Physical Achievement:

- Comprehensive figures on physical targets relating to each item of Plan outlays are not available. In several areas, Plan targets were not specified in the Five Year Plan but only in later one-year Plans.

Suggestions:

Short Term:

- One serious hurdle in implementation of programmes and policies at national and state level is the tendency of the different government departments to operate in silos, with horizontal communication and consensus building being extremely difficult. With the assistance of concerned departments, Rajasthan State Planning Board should prepare a time bound action programme in a matrix form covering administrative orders, notifications, schemes as well as budgetary provisions for implementation of the new industrial policy. A high level committee headed by Chief Secretary should be set up to monitor implementation of the action programme and the committee should meet at least once every three months.
- During 2007-2010, there have been large shortfalls in many schemes proposed under the Eleventh Plan. To the extent these schemes remain appropriate under the current circumstances every effort should be made to correct the shortfalls in the remaining two years of the Plan.

Long Term:

- In order to give maximum possible dynamism to implementation of the industrial policy, special efforts should be made to leverage Delhi-Mumbai Industrial Corridor (DMIC) for implementation of the policy in all its dimensions. Consideration should be given to formation of DMIC Authority which can deal with interdepartmental issues and can give DMIC development high visibility and required clout.
- Issues of mobilization of credit from banking and other financial institutions for the industries and reform of labour laws and regulations needs to be addressed.

Minerals

Contrary to its popular image Rajasthan is now a rapidly Industrializing State. During tenth Plan Period (2002-07), the growth rate of the State GDP (in constant 1999-00 prices) in manufacturing and mining was 10% per year as against the National figure of 9.4%.

Priority Assessment:

- In line with national policy, growth in Industries and Minerals in Rajasthan is increasingly led by private sector with the state playing the role largely of facilitator and only selectively as promoter.
- Accelerating the pace of Mineral exploration by adopting modern techniques through foreign direct investment and technology transfer and improving coordination between Government and public and private sector agencies engaged in exploration.
- Ensuring mineral extraction in the most economical manner and setting up industrial units to ensure high value addition.

Financial Outlay and Expenditure:

- The total plan outlay (2007-12) for the Minerals sector is Rs. 644.6 crore whereas expenditure till March, 2010 is Rs.397.9 crore.
- The general picture of expenditure is that of very large shortfalls in many items often made up in part by very large overfills in some other items and large unplanned expenditures in other items. High priority items such as prospecting and mining surveys, construction of mines approach roads, environment, restoration scheme and building e-business structure are large shortfalls made up in the aggregate by a large overfill in one big-ticket item: Rajasthan State Mines and Minerals Limited.

Physical achievements:

- In general the progress in achieving physical targets is better than in Plan outlay targets, partly because many of the targets are in terms of levels, rather than increments between two points during the Plan period.
- The targets achieved till 2010 as compared to the five year targets, in regional mineral survey 81%, in regional geological mapping 74.4%, and in detailed geological mapping the plan target is already achieved and in fact exceeded.
- RSMML's performance in terms of production is impressive. The physical targets are not specified. But the actual achievement up to end of FY 2010 exceeded the three years targets for phosphate, limestone, gypsum, lignite and wind power unit.

Relation between financial and physical Achievement:

- Physical targets achieved till 2010 in comparison to the Five Year Plan physical targets are showing better result than the financial achievement till 2010.

Suggestions:

Short Term:

- In the Mineral sector, the shortfall of expenditure in areas such as explorations and environmental issues should be corrected.
- Revenue from the mineral sector should not be seen as part of the current receipts of the government but as receipt on the capital account to be used for development of capital of the economy, in particular for development of human capital and infrastructure.

Long Term:

- In view of the multi-faceted character of mineral development, the mineral policy of the state should be finalized only in consultation with all the major stakeholders in the sector, including private sector, academia and local community.
- With the Government of India decision to move towards the advalorem based royalty, the revenue accruing to the state from minerals are likely to increase several folds. Thus considerable care has to be taken to ensure that sudden riches from mineral sector do not lead to unproductive expenditures and leakages.

Industry, Mines & Minerals

Appraisal Report

A - Industry

I. The Context

Rajasthan is on the cusp of a major industrial transformation. Several of its erstwhile disadvantages are now turning into advantages for industrial development. First is the issue of acquisition of land which is now emerging as a chief constraint for industrial development in India. In that respect, Rajasthan's relatively less fertile land with low occupational density is becoming an advantage since it has a lower opportunity cost for transformation into industrial use. Secondly, there have been major discoveries of mineral wealth including gas and oil. And since most of this mineral wealth is under sand, it is easier to exploit than is the case with mineral wealth under forests in other parts of India. Thirdly, Rajasthan has enormous scope for development of renewable energy. The strong sun for long duration is now an advantage as solar power becomes an ecologically preferred source of power with subsidies available from domestic and international sources. So is the strong surface wind for wind power. Lastly, even the state's landlocked character becomes an advantage as the state becomes land-linked through rapid transit between two rapidly growing regions of western and northern India as well to the sea. These new-found strengths combined with the traditional advantages in terms of business-friendly government, long-standing tradition of entrepreneurship and peaceful labor relations augur well for rapid industrialization of Rajasthan.

Much of this transformation lies in the future. But already reflecting these advantages, industries, mines and minerals are emerging as the growth engines of Rajasthan economy. During the Tenth Plan period (2002-07), the growth rate of the State GDP (in constant 1999-00 prices) in manufacturing and mining was 10% per year as against the national figure of 9.4%. In 2007/8, the share of manufacturing and mining in GDP at constant prices in Rajasthan was, however, 14.7% lower than the national figure of 17.2%.

II. Provisions for Industries and Minerals Sector in the Eleventh Plan

The Eleventh Five Year Plan of Rajasthan (2007- 2012) (hereafter referred to as The Eleventh Plan or simply as The Plan) envisaged a modest growth target in industries at

8% per year (2.5 percentage points lower than the national target in the Eleventh Plan) with the rate reaching 12% by the last year of the Plan.

In line with national policy, growth in industries and minerals in Rajasthan is increasingly led by the private sector with the state playing the role largely of facilitator and only selectively as promoter. The Eleventh Plan outlay on industry and minerals thus accounted for only 1.4% of the total (or Rs. 958.65 crores out of a total of Rs. 71731.98 crores). This was a continuation of a long-term trend of decline in Plan allocation to the sector from 7.8% in the Ninth Plan to 3.5% in the Tenth Plan and 1.3% in the Eleventh plan. Within the sectoral allocations, the Plan also went on to define allocations to many detailed schemes in industry and mining sector, sometimes amounting to only a few lakhs of rupees over the five-year period.

The principal instrument of the Government for promotion of industries is through setting up a supportive policy framework. Among the key strategies of the Plan in manufacturing sector were the following:

- a. Creating investor friendly climate and reducing the cost of doing business. The single window clearance system was to be further strengthened so that it is able to tackle and eradicate delays and bottlenecks in land use changes, water and other utility connections, environment and other clearances.
- b. Building required infrastructure and development of industrial clusters, preferably in PPP mode.
- c. Developing skills relevant for the industries.
- d. For small and medium industries, infusion of design skills, modern marketing and appropriate technology were priority areas along with a program for ensuring social security for handloom weavers, craftsmen and artisans.

In mineral sector, the Plan strategies included the following:

- a. Accelerating the pace of mineral exploration by adopting modern techniques through foreign direct investment and technology transfer, and improving co-ordination between government and public and private sector agencies engaged in exploration.
- b. Ensuring mineral extraction in the most economical manner and setting up industrial units to ensure high value addition.

III. Progress towards Meeting the Plan Targets: Macro-Performance

In the first three years of the Plan period, the all-India provisional figure on growth in GDP in industries has been 7.2% per year, 3.5% points short of the Plan target. In

Rajasthan also the performance in industries in the first three years has been below target: GDP in industries showed a growth rate of 6.2% per year, 1.8% points short of the Plan target which was less than that at the national level.. As at national level, so at the State level, external factors, in particular, the financial crisis of 2008-2009 contributed to this shortfall through its adverse effects on exports, availability of finance and confidence in general.

IV. Progress towards Meeting the Plan Outlays

Annex Tables A.1 presents the details of expenditures during 2007-10 in relation to Plan outlays for 2007-2012 and for 2007-2010. The major findings are as follows:

- In the industry sector, the three-year expenditure was 61% short for the Plan outlays, which should be regarded as high⁶. (Table 1)
- In the mineral sector, the shortfall was 38.3%, which can be regarded as low. (Table 1)
- Within these overall figures there were many large deviations from the allocations (in both directions) at the scheme level, raising the question as to whether at that level the Plan allocations had any real impact on expenditures during the three years. (Table 2)
- In most of the cases, the deviations between outlays and expenditures were modest in Annual Plans during 2007-2010, suggesting that the Five Year Plan allocations were not adequately reflected in the Annual Plans. (Annex Table A.1)

Table 1 presents the figures of expenditures in three years in comparison with the Plan outlays for industries and minerals. For the two sectors together, the shortfall was only 47.4% which can be regarded as within the range of normalcy. However the aggregate figure hides the sharper deviations at disaggregate level. The shortfall in the industry sector was as high as 61.0% and in minerals as low as 38.3%. The expenditure in the first three years of the plan for industry and mineral sector was only 1.19% of the total expenditures.⁷ Including the fourth year of the Plan (2010-11) this ratio is likely to go down to 0.92% (0.18% in Industry and 0.74% for Mineral Sector) which is not very encouraging.

⁶ While there is no hard and fast rule about what the appropriate share of expenditures in the three years in relation to the five year target, we use 50-60% as an acceptable range, taking into account the need for growth in expenditures within the five-year period and the effect of inflation.

⁷ If we include the Budget Estimate for 2010-11, the shortfall in the expenditures in first four years of the Plan compared with the Five Year Plan allocation is likely to be 58% for industry and 19% for minerals. In the first four years, expenditures in industry as percentage of the total is likely to be only 0.18% and in minerals 0.74%.

Table 1**Outlays and Expenditure in Rajasthan Eleventh Plan: Industry and Minerals**

(Rs. Crores)

Sector	Plan Outlay (2017-12)	Expenditures (2007-2010)	% Shortfall: Three year expenditures compared with Five Year Plan Outlay
Industry	431.3	164.7	61.8
Minerals	644.6	397.9	38.3
Total	1075.9	562.61	47.7

Table 2 presents the figures of deviations at scheme level for items involving Rs. 1 crore or more. The general picture was one of very large shortfalls in many items often made up in part by very large overfills in some other items and large unplanned expenditures in other items. Among the items where large shortfalls occurred were:

- Rural EDP,
- Training in Service Sector Industrial Project Profile,
- Participation in international Trade Fair,
- Promotion of SSI ,
- Electricity Subsidy for new Textile & Agro Processing Units,
- Old Age Pension for H.L. Weavers,
- Interest subsidy for Artisans,
- Development of Infrastructure in Salt Area,
- Cluster Development,
- Growth Pole,
- Development of Specific Industrial Area ,
- Eri Culture Development Scheme,
- Work shed cum Housing,
- Raj. State Handloom Development Corporation,

- Rajasthan Small Industry Corporation,
- Raj. State Industrial Development & Investment Corporation (RIICO),
- State Enterprises-State Renewal Fund, and Institute of Craft.

(See Table 2 and for further details Annex Table A.1)

Cases of overfills and unplanned expenditures which made up in part for the shortfalls were:

- Setting up of ceramic testing laboratory and training cum production center at Bikaner,
- CIPET,
- Extension of HQ Building ,
- Commission on sale of Handloom Cloth,
- RUDDA and
- Rajasthan Financial Corporation .

(See Table 2 and for further details Annex Table A.1)

A similar picture of major shortfalls compensated by major overfills emerges in the mineral sector, where the overall shortfall was modest. It is worth noting that even for high priority items such as prospecting and mining survey, construction of mines approach road, environment restoration scheme, and building E-Business Structure. were large shortfalls made up in the aggregate by a large overfill in one big-ticket item: Rajasthan State Mines and Minerals Ltd and that is not a healthy sign..

The general picture is one of low correlation between the Five-Year Plan Outlays and expenditures during the first three years of the Plan. This was generally accepted by the concerned officials during the author's interviews with them. Many of them argued that due to changing circumstances (both economic and non-economic) it is not unexpected or inappropriate for the Annual Plans to depart from allocations in the Five-Year Plan formulated several years ago.

Table -2

Outlays and Expenditures in the Eleventh Five-Year Plan: Industry

(Rs. Crores)

Name of Programme/Scheme (excluding those with outlay/expenditure of less than Rs. 1 crore)	Total Outlay (2007-12)	Expenditures in three years (2007-08 to 2009-10)	% Shortfall Three-year expenditure compared with Five year outlay
1. Industry			
A. Village and Small Scale Industries			
a. Training			
i. Grant for Household Industry	3.00	1.37	54.15
ii. Technology Upgradation Training Center	1.35	0.33	75.74
ii. Rural EDP	1.00	0.004	99.62
b. Research & Development			
i. Industrial Project Profile	1.00	0.39	60.74
ii. Estt. Of ceramic testing laboratory and training cum production center at Bikaner	2.80	5.11	-82.42
iii. CIPET	6.88	5.25	23.69
c. Small Scale Industries			
i. Rural/Urban Haat Recurring expenditure	4.56	1.42	68.75
ii. Participation in International Trade Fair	10.00	1.70	83.00
iii. Promotion of SSI	2.00	0.45	77.50
iv. Electricity Subsidy for new Textile & Agro-Processing Units	4.00	0.0	100.0
d. Handloom Development in Co-operative Sector			
i. Old Age pension for H.L.Weavers	3.50	0.0	100.0
e. Handicraft Scheme			
i. Interest subsidy for Artisans	1.50	0.25	83.55
f. Other village Industries			
i. Extension of HQ Building	1.50	1.04	30.53
ii. DIC Building	1.80	0.71	60.41
iii. Development of infrastructure in Salt Plots	15.00	3.56	76.25
iv. Cluster Development	25.00	8.0	67.87
v. Sikandra Stone Park	0.0	1.75	-
vi. Growth Pole	20.00	0.24	99.80
vii. Dev. Of Specific Industrial Area	24.57	0.0	100.00
viii. Eri Culture Development Scheme	1.55	0.0	100.00
g. Other Expenditure			
i. Census of Small-Scale Industries- Collection of Data / monitoring/ Eva.	2.08	1.12	45.93
ii. Workshed cum housing	10.40	0	100.00
iii. Commission on Sale of the handloom Cloth	1.90	8.34	-339.18

B. Raj. Khadi & Village Industries Board	40.50	18.04	55.45
C. Raj. State Handloom Development Corporation	7.00	1.00	85.72
D. Rajasthan Small Industry Corporation	6.70	1.81	72.99
E. Rajasthan Financial Corporation	0.0	18.95	-
F. RIICO	171.05	49.19	71.24
G. RUDDA	6.90	5.10	25.95
H. State Enterprises-State Renewal Fund	2.35	0.88	62.47
I. Bureau of Investment Corporation	20.15	13.99	30.57
J. Institute of Crafts	8.45	0.6	92.9

The Mineral sector shows an overall shortfall of only 38.27%. However, this is largely because Rajasthan State Mines and Minerals Ltd accounting for 93% of the outlay had a shortfall of only 35.8%. All other items connected with facilitation of mining as well as Petroleum Department showed shortfalls of more than 55% .(Table 3)

Table 3.

Outlays and Expenditures in Rajasthan Eleventh Plan (2007-2012): Minerals

	Plan Outlay (2007-2012) Rs. Crores	Expenditures (2007-10) Rs. Crores	Shortfall (%) of three year expenditures compared with total Plan Outlay
Mines & Geology Department	40.0	10.7	73.3
Intensive Prospecting & Mineral Survey	11.9	1.8	84.7
Construction of Mines Approach Road and Department Building	22.6	8.47	62.5
Building E-business Infrastructure	4.2	0.4	90.1
Research, Development and Training	0.2	0.02	90.2
Mines safety Education and Seminar	0.1	0.005	95.0
Environment Restoration Scheme	1.0	0.0	100.0
Rajasthan State Mines and Minerals Ltd.	600.0	385.12	35.8
Petroleum Department	4.6	2.1	55.2
Total : Minerals	644.60	397.9	38.27

The future of mineral sector depends on intensive prospecting and mineral survey because unless new mineral deposits are established, known mineral deposits which are finite will not be able to sustain growth. To meet this objective, state plan outlay was Rs. 11.9 crores for intensive prospecting & mineral survey but out of which only Rs. 1.9 crores were allocated and Rs. 1.8 crores expenditure was incurred on drilling, prospecting & lab accessories commitment. During 2007-10, 10 years ago annual drilling targets were 16000 meters which has substantially come down to 6000 meters only in the year 2009-10. Unless annual drilling target are increased, no new mineral can be established and this can be achieved only after proportionately increasing regional mineral survey, regional geological mapping and detailed geological mapping. The department should consider to go for deep hole drilling so that mineral reserves at greater depth can be established.

V. Progress towards Meeting the Physical Targets

Comprehensive figures on physical targets relating to each item of Plan outlays are not available. In several areas, Plan targets were not specified in the Five Year Plan but only in later one-year Plans. In general the progress in achieving physical targets seems to be better than in Plan outlay targets, partly because many of the targets are in terms of levels, rather than increments between two points during the Plan period.

As noted in details in Annex Table A.2, for a majority of items under 'Industry' reflecting the number of beneficiaries for insurance, training, grants, PMRY/PMEGP,EDP, ETDC/CIPET/EMI, the shortfall in three years compared with five year target is less than 50% as is the case for production targets for woolen khadi, cotton khadi and village industries. However, so far as additional employment in Khadi, Village industries and others are concerned the shortfall is more than 50%.

Loans sanctioned by RFC, as well as loan disbursement and recovery of loans showed shortfalls of about 50% or less. RIICO's performance while lackluster in terms of outlays (as noted above) was impressive in terms of physical targets. The shortfall in Term Loans sanctioned was only 17.6% and that in Term Loan Disbursed 35.6%. As against the Five-Year Plan target of land acquisition of 1000 acres, RIICO acquired 7082.7 acres by end of FY2010 and as against the FYP target of 5000 acres of land development; it developed 4592.9 acres of land by end of FY2010. By that, 2437 plots were allotted as against the Plan target of 6000.

Shortfalls in physical targets in minerals were similarly small in contrast with large shortfalls in outlays as noted above. In regional mineral survey, the shortfall was only 19%, in regional geological mapping 26.6%, and in detailed geological mapping the Plan target was already exceeded by 2010 by 2.5%.

RSMML's performance in terms of production was impressive. The Plan targets were not specified. But the actual for up to end of FY2010 met or exceeded the three-year targets for SBU & PC Phosphate, SBU and PC Limestone, SBU & PC gypsum, SBU and PC Lignite and wind power unit.

Progress in Reform of Policy and Institutional Regime

As mentioned above, with industrial and mineral development led by the private sector, the most important task of the Government is to set up an appropriate policy and institutional regime. In that respect, the first three years of the Eleventh Plan have witnessed significant progress and we give below the salient features of the new policy reforms.

In 2007 and 2008, GOR announced three policy statements relating to industries: IT and ITES Policy 2007, Tourism Units Policy, 2007, and Policy Package for Micro, Small and Medium Enterprises, 2008, of which the last one has most widespread implications.

The objectives of Policy Package for Micro, Small and Medium Enterprises, 2008 (PPMSME 2008) were to help develop these enterprises through provision of better facilities for training, R&D, infrastructure, finance, marketing, pollution control and greater synergy amongst enterprises through clusters and co-operatives. The key instruments for assistance were

- Provision of land at concessional rates and sharing of capital cost by the State and State supported institutions for projects supporting the objectives of PPMSME 2008
- Infrastructure development particularly in clusters.
- fiscal incentives in the form various exemptions on entry tax, CST, Electricity Duty and VAT
- Strengthening of MSME Support Agencies through restructuring of debts of Corporations, Boards and Societies connected with MSMEs, increasing focus of Office of Commissioner of Industries on MSMEs and sponsoring officials of the Department for higher level professional training.
- Providing easier credit to artisans through Artisans Credit Cards issued by different banks.
- Providing concessions for purchases of stores/services from MSMEs by various government departments, PSUs and autonomous bodies.

A major breakthrough came in 2010 when the Chief Minister of Rajasthan announced Rajasthan's new Industrial & Investment Promotion Policy (henceforth referred to as RIIPP2010) which provides a comprehensive mechanism for implementation of the reforms in industrial policy as envisaged in the Eleventh Plan. We note below the provisions of the IIPP2010 under each of the headings under Eleventh Plan as noted above.

(a) Creating investor friendly climate

For improving the business climate, RIIPP 2010 provides for:

- Strengthening of the Single Window System through (a) a statutory mechanism, the first State in India to do so, (b) an empowered committee not only at state but also at district level, (c) an electronic system for clearance and monitoring and (d) intervention of the highest level of government (Cabinet) for special packages.
- Simplification and rationalization of regulatory mechanisms by reviewing regulatory mechanisms including matters relating to licenses, permissions, approvals etc. and procedures thereof, enforcement of regulations without harassment, and Factory and Labor Laws.

(b) Building required infrastructure and development of industrial clusters, preferably in PPP mode.

RIIPP2010 articulates specific measures for developing high quality infrastructure and industrial clusters in PPP mode. It proposes legal, facilitation and funding frameworks for PPP as well as measures for provision of power, water, and land and a whole slew of special industrial areas.

Availability of land is emerging as a major constraint on industrial and mineral development in India. RIIPP2010 notes that 'being the largest state in India with large tracts of waste and less fertile land, land would be leveraged as a resource to attract and facilitate investment in the State.' and it proposes four interventions for easing availability of land in the State: (a) easing procedures for land use change/conversion of land/approvals of layout plan/building plans, (b) simplifying land acquisition process, (c) creating a land bank and (d) formulating new policy guidelines to leverage land for investments.

RIIPP2010 highlights the potential of Delhi Mumbai Industrial Corridor as a major development opportunity for the State. The purpose of DMIC is to create strong economic base in the bandwidth of 150 km on both side of Western Dedicated Freight Corridor and provide globally competitive environment with state-of-the art infrastructure to promote local commerce, enhance foreign investments and attain sustainable development. With about 39% of the total length of DFC passing through Rajasthan and 46% of the total DMIC Project Influence Area falling in Rajasthan, this is indeed a major opportunity for Rajasthan. RIIP also notes three Early Bird Projects identified for development along the DMIC in Rajasthan: Shahajanpur-Neemrana-Behror (SNB) Knowledge City, Central Spine Connecting Global City with Bhiwadi-Tapukara Industrial Complex via Ajarka and Greenfield Airport Project.

(c) Developing skills relevant for the industries.

RIIPP2010 enumerates government policy for enhancing skills relevant for industry and provides for subsidy to incentivize the private sector to join in the effort. In line with Government of India program, Industrial Training Centers will be upgraded into centers of excellence. Government would support companies which provide on the job training at their premises to convert the raw recruits to skilled manpower. In order to help develop training programs at the doorstep of industrial areas or clusters, Government will provide financial assistance up to Rs. 1 crore for land, building plant and machinery for setting up such training centers.

(d). Support to Micro Small and medium Enterprises

The informal sector contributes significantly to employment in Rajasthan. There are an estimated 1.84 million enterprises in the informal sector generating employment for 2.9 million workers. In the Eleventh Plan infusion of design skills, modern marketing and appropriate technology for micro, small and medium enterprise were priority areas along with a program for ensuring social security for handloom weavers, craftsmen and artisans.

For promoting MSMEs, RIIPP2010 announces some new initiatives in addition to PPM SME2008. It proposes additional assistance for cluster development through financial assistance in SPV mode, conversion of private land for MSME clusters without any conversion charge, concessional rates for allotment of government and financial assistance for project cost for projects approved by Government of India under their Cluster Development Program. Clusters are also eligible for assistance under the Critical Infrastructure Program for getting last mile connectivity for creation of infrastructure of power supply, water supply and approach road at the door step of

such parks. Under RIIPP2010, Government of Rajasthan will set up a dedicated fund of Rs. 5 crore per annum for contribution of state's share in Government of India's schemes for promotion of MSMEs.

B - Mines & Minerals

Rajasthan is a mineral-rich state and blessed with 79 varieties of minerals out of which 58 are being commercially exploited. The State has virtual monopoly in the production of major mineral likes, wollastonite, lead-zinc, calcite, gypsum, rock phosphate, Ochre, Silver and minor minerals like marble, sandstone and serpentine(green marble) etc. which contribute almost 90 to 100% of national production. Huge reserves of lignite (2986 million tones), bitumen (33.20 million tones), lean gas (11790 million cubic meter) and high quality gas (3000 million cubic meter) further add to state's mineral strength.

Nearly 10 crude and gas pipelines having 11000 KM length pass through the state which has immense opportunities for establishment of gas grid and city gas distribution project, supply chain and marketing network of petroleum products, feed-stock for thermal power plant, fertilizer, petro-chemicals hub, refinery and fuel for automotives and industries etc.

Looking forward, mineral sector is clearly a growth pole of Rajasthan economy. The throughput of oil in Barmar area is now expected to increase to about 250, 000 bpd and the prospects of setting up of an oil refinery are now high. There has been a recent discovery of huge deposits of gas in western Rajasthan which creates good prospects of hydrocarbon complex in the state. The state is already a major producer of cement in country and with recent discovery of iron ore may even become a steel producing state. These new possibilities combined with the traditional strengthen of the state in lead, zinc, copper, sandstone, marble, rock phosphate, potash, and etc. point in the direction of the State becoming major mineral state with backward and forward linkages.

The mineral sector would of course be led by private sector and the policy and institutional regime are the real issue for development of the sector. The State is engaged in formulating its mineral policy in line with the national policy in the sector. The draft of policy has been prepared by the Ministry and the process of review is underway.

The Way Forward

As noted above, during 2007-2010, there have been large shortfalls in many schemes proposed under the Eleventh Plan for industries and mineral sectors. To the extent these schemes remain appropriate under the current circumstances every effort should be made to correct the shortfalls in the remaining two years of The Plan. However, *the experience of large shortfalls/overfills in many schemes combined with the need for flexibility emphasized by many concerned departments also raises the issue of how the planning process should be modified to address the problem.*

Industry sector

For reform of policy regime, an important step has been taken with the launching of RIIP2010. This is a comprehensive policy document and emphasis should now be on its effective implementation on which we give our suggestions below. Nevertheless, it is useful to note that the policy is somewhat silent on the issue of mobilization of credit from banking and other financial institutions for the sector and for reform of labor laws and regulations, subjects which have been highlighted in the national MTA of the Eleventh Plan. It may be appropriate to study what needs to be done and can be done at the State level on these issues and how to integrate the State policies with national policies.

One important lesson from the success stories of East Asia (including China) is their emphasis on implementation of the agreed programs and policies which are basically sound even when they are not perfect. RIIP2010 falls in the category of sound policy document and its implementation should be the new *Mantra* for industrial sector.

One serious hurdle to implementation of programs and policies at national as well as State level is the tendency of the different government departments to operate in silos, with horizontal communication and consensus building extremely difficult. *With the assistance of concerned departments, Rajasthan State Planning Board should prepare a time-bound action program in a matrix form (often used by International Financial Institutions for their Policy Loans) covering administrative orders, notifications, schemes as well as budgetary provisions for implementation of RIIP 2010. An illustrative list of items of RIIP2010 where the responsible agency and time frame for action may be specified is given in Table- 3*

Table- 3**Implementing New Industrial Policy: An Illustrative List of Items for Time-bound Action**

Activities	Concerned Department	Timeline
Enactment of Single Window Act	CI	3-6 months
Single Point electronic Monitoring & Clearing system	BIP	3-6 months
Review and Rationalization of Licenses and Laws	Factories & Boilers, Labour & Employment, Mining & Petroleum, UG	6-12 months
Infrastructure Development Act	BIP	6-12months
Infrastructure Development Board	BIP	6-12 months
Beginning process of identification of land and development of New RIICO Industrial Areas including Specialized Industrial Parks	RIICO	One month
Special investment region Act	BIP, CI	6-12 Months
Scheme for Financial assistance for setting up Lead Institutes	Higher, Technical Education, Labour & Employment, CI	One Month
Procedure for land use change / Conversion	Revenue ,UG	One Month
New Policy Guidelines for allotment of land	Revenue ,UG	3-6 months
Scheme for Financial Assistance for Cluster Development in SPV mode	CI	One Month

As suggested in RIIPP2010, a high level Committee headed by the Chief Secretary should be set up to monitor implementation of the action program and the Committee should meet at least once every three months.

In order to give maximum possible dynamism to the implementation of RIIP2010, special effort should be made to leverage Delhi-Mumbai Industrial Corridor (DMIC) for implementation of RIIPP2010 in all its dimensions.

With Rajasthan accounting for 39% of the total length of Dedicated Freight Corridor (DFC) and with the objective of creating an economic base in the bandwidth of 150 km on both sides of the DFC, DMIC Project Influence Area (PIA) will cover a territory as large as or larger than the territory under Tokyo-Osaka industrial corridor. This vast territory would provide a concrete format for implementation of various dimensions of RIPP2010 covering business climate, infrastructure, clusters, land acquisition, power, water, skill development and promotion of MSMEs. For this purpose, *consideration should be given to formation of DMIC Authority which can deal with inter-Departmental issues and can give DMIC development high visibility and required clout.*

Mineral Sector

In view of the newly emerging role of mineral sector for achieving rapid growth in the economy of the State, every effort should be made to provide budgetary resources for capacity building in government agencies in the sector while simultaneously putting in place a policy regime and institutional set up to utilize the private sector to fully exploit the potential of the sector. *The shortfalls in areas such as explorations and environmental issues should be corrected expeditiously.*

In view of the multi-faceted character of mineral development, the mineral policy of the State should be finalized only in consultation with all the major stakeholders in the sector, including private sector, academia and local community. One aspect that should be considered immediately is the issue of proper mechanism for utilizing the revenues accruing from mineral sector.

With the GOI decision to move toward ad valorem based royalty, the revenues accruing to the State from minerals are likely to increase several fold. In view of the fact that in many mineral-led economies, the large mineral revenues have led to distortions in the economy to the point that in development literature, tackling the problem of “resource curse” has become a moot issue. In general it is agreed that considerable care has to be taken to ensure that sudden riches from mineral sector do not lead to unproductive expenditures and leakages. One theme that is often proposed is that revenues from the mineral sector should be seen as an opportunity to transform the wealth under the ground into wealth on the ground. In that approach, *revenues from minerals should not be seen as part of the current receipts of the Government but as receipt on capital account to be used for development of capital of the economy, in particular for development of human capital and infrastructure.* Rajasthan Government may commission a think-piece on the subject, reviewing the experience of mineral-led economies and drawing lessons appropriate for the State.

Annex Table A.1

Outlays and Expenditures in the Eleventh Plan Period: Industry and Minerals

S. No.	Name of the Programme/ Scheme	Funding Agency	Total Outlay(2007-12)			3 years Total Outlay (2007-10) (upto 31-03-2010)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-2010) (12 to 9)
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13
1	Industry											
A.	Village and Small Scale Industries											
a.	Training											
i.	Leather Development Training	State	40.00		40.00	16.36	0.00	16.36	16.03	0.00	16.03	97.98
ii.	Grant for House-hold Industry	State	300.00		300.00	139.60	0.00	139.60	137.55	0.00	137.55	98.53
iii.	Technology Upgradation Training Centre	State	135.00		135.00	34.00	0.00	34.00	32.75	0.00	32.75	96.32
iv.	RUDSETI	State			0.00	22.26	0.00	22.26	20.56	0.00	20.56	92.36
v.	Training of Officers	State	15.00		15.00	2.00	0.00	2.00	1.97	0.00	1.97	98.50
vi.	E.D.P.	State	56.66		56.66	10.00	0.00	10.00	9.92	0.00	9.92	99.20
vii.	E.T.D.C.	State	28.34		28.34	5.00	0.00	5.00	3.42	0.00	3.42	68.40
viii.	Quality Control Act	State	25.00		25.00	5.00	0.00	5.00	5.01	0.00	5.01	100.20
ix.	Rural EDP	State	100.00		100.00	0.38	0.00	0.38	0.38	0.00	0.38	100.00
x.	Trg. In Service Sector	State	176.00		176.00	36.00	0.00	36.00	27.81	0.00	27.81	77.25
xi.	Human Resources Development	State			0.00	98.00	0.00	98.00	95.46	0.00	95.46	97.41
	Total - a		876.00	0.00	876.00	368.60	0.00	368.60	350.86	0.00	350.86	95.19
b.	Research & Development											
i.	W.T.O. Cell	State	25.00		25.00	5.00	0.00	5.00	2.99	0.00	2.99	59.80
ii.	Computerisation & Net Working	State	50.00		50.00	14.01	0.00	14.01	14.52	0.00	14.52	103.64
iii.	Industrial Project Profile	State	100.00		100.00	39.00	0.00	39.00	39.26	0.00	39.26	100.67
iv.	Estt. of N.I.F.T. at Jodhpur	State			0.00	25.00	0.00	25.00	25.00	0.00	25.00	100.00
v.	Setting up of ceramic testing laboratory and training cum production centre at Bikaner	State	280.00		280.00	510.78	0.00	510.78	510.78	0.00	510.78	100.00

1	2	3	4	5	6	7	8	9	10	11	12	13
vi	Brahmangupt Research Centre, Jodhpur	State			0.00	25.40	0.00	25.40	25.40	0.00	25.40	100.00
vii.	CIPET	State/Cen.	688.00	0.01	688.01	525.00	0.00	525.00	525.00	0.00	525.00	100.00
	Total - b		1143.00	0.01	1143.01	1144.19	0.00	1144.19	1142.95	0.00	1142.95	99.89
c.	Small Scale Industries											
i.	Const. of Urban Haat	State/Cen.		0.01	0.01	90.00	0.00	90.00	90.00	0.00	90.00	100.00
ii.	D.G. set subsidy	State	5.00		5.00	4.90	0.00	4.90	4.89	0.00	4.89	99.80
iii.	Export Promotion Cell	State			0.00	32.50	0.00	32.50	29.15	0.00	29.15	89.69
iv.	Rural/Urban Haat recurring expenditure	State	456.00		456.00	148.00	0.00	148.00	142.50	0.00	142.50	96.28
v.	Participation in International Trade Fair	State	1000.00		1000.00	170.00	0.00	170.00	170.00	0.00	170.00	100.00
vi.	Estt.of Facilitation Council	State	65.00		65.00	2.20	0.00	2.20	1.14	0.00	1.14	51.82
vii.	Loan to RSIC	State			0.00	75.00	0.00	75.00	75.00	0.00	75.00	100.00
viii	Promotion of SSI	State	200.00		200.00	45.00	0.00	45.00	45.00	0.00	45.00	100.00
ix	Seminar on Export Promotion	State	61.00		61.00	0.00	0.00	0.00	0.00	0.00	0.00	
x	Issuance of Green Card to the Exporters	State	5.00		5.00	0.00	0.00	0.00	0.00	0.00	0.00	
xi	Electricity Subsidy for new Textile & Agro Processing Units	State	400.00		400.00	0.00	0.00	0.00	0.00	0.00	0.00	
	Total - c		2192.00	0.01	2192.01	567.60	0.00	567.60	557.68	0.00	557.68	98.25
d.	Handloom Development in Cooperative sector											
i.	Cash award for H.L. weavers /Society	State	15.75		15.75	4.50	0.00	4.50	3.88	0.00	3.88	86.22
ii.	Study Tour for HL Weavers	State	29.00		29.00	15.00	0.00	15.00	12.42	0.00	12.42	82.80
iii.	Integrated Handloom Development	State/Cen.			0.00	36.01	80.01	116.02	32.12	63.12	95.24	82.09
iv.	Health Insurance Scheme	State	35.50		35.50	20.92	0.00	20.92	18.55	0.00	18.55	88.67
v.	Deen Dayal Haath Kargha Pratsahan Yojana	State/Cen.	10.00	10.00	20.00	2.76	90.00	92.76	2.73	41.65	44.38	47.84
vi.	Stipend for Diploma Students	State/Cen.	4.80	0.05	4.85	0.70	0.00	0.70	0.70	0.00	0.70	100.00
vii.	Thrift Fund Scheme	State/Cen.	10.00	10.00	20.00	0.00	0.01	0.01	0.00	0.00	0.00	0.00
viii.	Old Age Pension for H.L. Weavers	State	350.00		350.00	0.00	0.00	0.00	0.00	0.00	0.00	
	Total - d		455.05	20.05	475.10	79.89	170.02	249.91	70.40	104.77	175.17	70.09
e.	Handicraft Scheme											
i.	Space for Artisans in the National & Inter-national Craft Exhibitions	State			0.00	20.00	0.00	20.00	19.34	0.00	19.34	96.70

1	2	3	4	5	6	7	8	9	10	11	12	13
ii.	Interest Subsidy for Artisans	State	150.00		150.00	28.00	0.00	28.00	24.67	0.00	24.67	88.11
iii.	Dastakar Prothashan Sanshan	State			0.00	40.00	0.00	40.00	23.00	0.00	23.00	57.50
iv.	Shikpala Mati Kala Board	State			0.00	12.00	0.00	12.00	10.00	0.00	10.00	83.33
v.	Special Training for H.C. Artisan	State			0.00	16.77	0.00	16.77	16.78	0.00	16.78	100.06
	Total - e		150.00	0.00	150.00	116.77	0.00	116.77	93.79	0.00	93.79	80.32
f.	Powerloom											
i.	Training for power loom	State	5.00		5.00	2.11	0.00	2.11	1.65	0.00	1.65	78.20
ii.	Seminar/ Work shop on powerloom	State	9.00		9.00	5.02	0.00	5.02	5.14	0.00	5.14	102.39
	Total - f		14.00	0.00	14.00	7.13	0.00	7.13	6.79	0.00	6.79	95.23
g.	Other Village Industries											
i.	Extension of H.Q. Building	State	150.00		150.00	127.00	0.00	127.00	104.21	0.00	104.21	82.06
ii.	DIC Building	State	180.00		180.00	70.77	0.00	70.77	71.27	0.00	71.27	100.71
iii.	Development of Infrastructure in Salt Area	State	1500.00		1500.00	417.42	0.00	417.42	356.23	0.00	356.23	85.34
iv.	Survey & Demarcation of Salt Plots	State	10.00		10.00	15.75	0.00	15.75	15.75	0.00	15.75	100.00
v.	Cluster Development	State	2500.00		2500.00	843.21	0.00	843.21	803.25	0.00	803.25	95.26
vi.	Welfare Scheme for Salt Labour	State			0.00	80.00	0.00	80.00	59.54	0.00	59.54	74.43
vii.	Residence of Salt Labours	State/Cen.	750.00	0.05	750.05	4.50	0.00	4.50	4.50	0.00	4.50	100.00
viii.	Sikandra Stone Park	State			0.00	174.94	0.00	174.94	174.94	0.00	174.94	100.00
ix.	Growth Pole	State/Cen.	1000.00	1000.00	2000.00	0.01	0.01	0.02	0.00	23.90	23.90	
x.	Dev. of Specific Industrial Area	State	2457.36		2457.36	0.00	0.00	0.00	0.00	0.00	0.00	
xi.	Eri Culture Development Scheme	State/Cen.	71.56	83.34	154.90	0.00	0.00	0.00	0.00	0.00	0.00	
xii.	Other Schemes	State			0.00	0.01	0.00	0.01	0.00	0.00	0.00	0.00
	Total - g		8618.92	1083.39	9702.31	1733.61	0.01	1733.62	1589.69	23.90	1613.59	93.08
h.	Other Expenditure											
i.	Interest subsidy under RUDSETI Scheme	State			0.00	2.10	0.00	2.10	0.00	0.00	0.00	0.00
ii.	MSME Policy Package	State			0.00	0.02	0.00	0.02	200.00	0.00	200.00	
iii.	Interest Subsidy Scheme	State	30.00		30.00	4.52	0.00	4.52	4.44	0.00	4.44	98.23
iv.	Capital Investment Subsidy	State/Cen.	21.00		21.00	9.82	5.70	15.52	9.81	12.28	22.09	142.33
v.	Participation in Equity of Delhi-Mumbai Corridor Dev. Corporation	State			0.00	40.00	0.00	40.00	0.00	0.00	0.00	0.00

1	2	3	4	5	6	7	8	9	10	11	12	13
vi.	Census of small scale Industries- Collection of Data/ Mont./Eva.	Central		208.50	208.50	0.00	123.20	123.20	0.00	112.74	112.74	91.51
vii.	Workshed cum housing	Central		1040.00	1040.00	0.00	110.50	110.50	0.00	0.00	0.00	0.00
viii.	Commission on Sale of the Handloom Cloth	Central		190.00	190.00	0.00	1222.00	1222.00	0.00	834.45	834.45	68.29
ix.	Enforcement (Establishment)	Central		72.00	72.00	0.00	76.40	76.40	0.00	58.45	58.45	76.51
x.	PMRY/PMEGP	Central		710.00	710.00	0.00	408.91	408.91	0.00	252.11	252.11	61.65
xi.	Udharni Mitra Yojana	Central			0.00	0.00	41.60	41.60	0.00	0.00	0.00	0.00
xii.	Fourth Census	Central			0.00	0.00	132.29	132.29	0.00	89.16	89.16	67.40
xiii.	Other Schemes	State/Cen.	0.03	0.06	0.09	0.50	0.01	0.51	0.50	0.00	0.50	98.04
	Total - h		51.03	2220.56	2271.59	56.96	2120.61	2177.57	214.75	1359.19	1573.94	72.28
	Total - Village & Small Scale Industries		13500.00	3324.02	16824.02	4074.75	2290.64	6365.39	4026.91	1487.86	5514.77	86.64
B.	Raj. Khadi & Village Industries Board	State	4050.00		4050.00	1804.50	0.00	1804.50	1804.24	0.00	1804.24	99.99
C.	Raj. State Handloom Development Corpn.	State	700.00		700.00	100.00	0.00	100.00	99.99	0.00	99.99	99.99
D.	Rajasthan Small Industry Corporation	State	670.00		670.00	181.00	0.00	181.00	181.00	0.00	181.00	100.00
E.	Rajasthan Financial Corporation	State	0.05		0.05	1895.11	0.00	1895.11	1895.10	0.00	1895.10	100.00
F.	Raj. State Industrial Development & Investment Corp. (RIICO)	State/Cen.	8700.00	8405.18	17105.18	684.98	4234.23	4919.01	684.98	4234.23	4919.21	100.00
G.	RUDA	State	690.00		690.00	511.57	0.00	511.57	510.95	0.00	510.95	99.88
H.	State Enterprises - State Renewal Fund	State	235.00		235.00	89.73	0.00	89.73	88.20	0.00	88.20	98.29
I.	Bureau of Investment Promotion	State	2015.00		2015.00	1399.00	0.00	1399.00	1399.00	0.00	1399.00	100.00
J.	Institute of Crafts	State	845.00		845.00	93.94	0.00	93.94	60.00	0.00	60.00	63.87
K.	Ganganagar Sugar Mills	State	0.05		0.05							
	Total - Industry		31405.10	11729.20	43134.30	10834.58	6524.89	17359.45	10750.37	5722.09	16472.48	104.83
2	Minerals											
A.	Mines & Geology Department											
i.	Intensive Prospecting & Mineral Survey	State	1194.00		1194.00	198.06	0.00	198.06	182.99	0.00	182.99	92.39
ii.	Const. of Mines Approach Road & Departmental Building	State	2260.00		2260.00	914.83	0.00	914.83	846.87	0.00	846.87	92.57

1	2	3	4	5	6	7	8	9	10	11	12	13
iii.	Building E-business Infrastructure	State	416.00		416.00	41.99	0.00	41.99	37.84	0.00	37.84	90.12
iv.	Research, Development & Training	State	20.00		20.00	1.50	0.00	1.50	1.96	0.00	1.96	130.67
v.	Mines safety Education & Seminar	State	10.00		10.00	0.50	0.00	0.50	0.50	0.00	0.50	100.00
vi	Environment Restoration Scheme	State	100.00		100.00	0.00	0.00	0.00	0.00	0.00	0.00	
	Sub-total - A		4000.00	0.00	4000.00	1156.88	0.00	1156.88	1070.16	0.00	1070.16	92.50
B.	Raj. State Mines & Minerals Ltd. (IR)	State	60000.00		60000.00	35300.00	0.00	35300.00	38512.20	0.00	38512.20	109.10
C.	Petroleum Department	State	460.00		460.00	211.39	0.00	211.39	205.98	0.00	205.98	97.44
	Total - Minerals		64460.00	0.00	64460.00	36668.27	0.00	36668.27	39788.34	0.00	39788.34	108.51
	Total - Industry & Minerals		95865.10	11729.20	107594.30	47502.85	6524.87	54027.72	50538.71	5722.09	56260.80	107.39

Annex Table A.2

Physical Targets and Achievements in Eleventh Plan Period: Industry and Minerals

Sr. No.	Name of the Programme/ Scheme	Level/ Ind.	Units of Physical Targets	Eleventh Plan 2007-12 Targets	2007- 08	2008- 09	2009- 10	3 years Physical Targets (2007- 10) (upto 31-03- 10)	2007- 08	2008-09	2009- 10	3 years Physical ach. (2007- 10) (upto 31-03- 2010)	% Ach. (6 to 5)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
A.	Industry												
1	Mahatma Gandhi Bunker Beema Yojana	Ind.	No. of Beneficiary	35500	6500	1000	1000	8500	5503	1403	1744	8650	101.76
2	Micro, Small & Medium Enterprises-Registered	Ind.	Nos.	70000	14300	14300	14300	42900	13840	14696	14677	43213	100.73
3	Health Insurance Scheme	Ind.	No. of Beneficiary	35500	6000	10000	4000	20000	4888	9373	4339	18600	93.00
4	Grant for House Hold Industry	Ind.	Nos.	23625	4175	3625	3625	11425	5229	4783	4234	14246	124.69
5	Leather Training	Ind.	No. of Person	1170	175	160	205	540	175	170	205	550	101.85
6	PMRY/PMEGP	Ind.	No. of Enterprises	98600	21100	1337	1337	23774	20697	262	1344	22303	93.81
7	EDP	Ind.	No. of Beneficiary	5625	1175	1200	1200	3575	1143	1459	1427	4029	112.70
8	ETDC/CIPET/EMI	Ind.	No. of Beneficiary	600	120	160	210	490	120	250	258	628	128.16
B.	Khadi and Village Industry												
i.	Production												
a.	Woolen Khadi	Ind.	Rs.in Lakh	3500.00	700.00	700.00	700.00	2100.00	604.33	446.99	916.10	1967.42	93.69
b.	Cotton Khadi	Ind.	Rs.in Lakh	6500.00	1300.00	1300.00	1300.00	3900.00	1656.15	1367.36	3307.82	6331.33	162.34
c.	Village Industries	Ind.	Rs.in Lakh	40000.00	8000.00	8000.00	8000.00	24000.00	7436.38	30179.17	3315.00	40930.55	170.54
ii.	Additional Employment												
a.	Khadi Industry	Ind.	Nos.	13000	2600	2600	2600	7800	1799	2372	2266	6437	82.53
b.	Village Industry & Others	Ind.	Nos.	107000	29656	10028	10028	49712	24970	2057	3942	30969	62.30

1	2	3	4	5	6	7	8	9	10	11	12	13	14
iii.	Sanctioned units under V.I. Programme	Incl.	Nos.	6300	1559	1003	1003	3565	1480	227	438	2145	60.17
C.	Raj. Handloom Dev. Corp.												
i.	Design Development	Incl.	Nos.	NF		NF	150	150		166	249	415	276.67
ii.	Participation in Fair & Exhibition	Incl.	Nos.	NF		NF	25	25		24	27	51	204.00
iii.	Skill Upgradation	Incl.	Nos.	3000	200			200	200			200	100.00
D.	R.S.I.C.												
1	Air Cargo Complex ,Jaipur	Incl.	M.T.S.		1990	NF	NF	1990	1424	1437	1437	4298	215.96
2	Inland Container Depot	Incl.	TEU's		14500	24000	32640	71140	17617	19163	19163	55943	78.64
3	Iron and Steel	Incl.	M.T.		50000	60000	25000	135000	53959	17229	17229	88417	65.49
4	Coal	Incl.	M.T.s.		100000	114000	80000	294000	18760	53396	53396	125552	42.70
5	IPCL Polymer Products	Incl.	M.T.		3000	3600	3000	9600	2160	2555	2555	7269	75.72
E.	R.F.C.												
1	Loan Sanctioned	Incl.	Rs.in Crores	2635.00	400.00	450.00	425.00	1275.00	438.25	472.93	438.02	1349.20	105.82
2	Loan Disbursement	Incl.	Rs.in Crores	1830.00	300.00	360.00	300.00	960.00	266.32	340.17	296.90	903.39	94.10
3	Recovery of Loan	Incl.	Rs.in Crores	2030.00	375.00	390.00	415.00	1180.00	376.65	392.74	390.43	1159.82	98.29
F.	RIICO												
1	Term Loan Sanctioned	Incl.	Rs.in Crores	400.00	130.00	100.00	120.00	350.00	130.26	101.19	98.23	329.68	94.19
2	Term Loan Disbursed	Incl.	Rs.in Crores	400.00	100.00	90.00	110.00	300.00	112.45	87.25	58.06	257.76	85.92
3	Infrastructure Development												
i.	Land Acquired	Incl.	Acres	1000.00	1000.00	2040.53	1600.83	4040.83	2979.72	2040.53	2062.46	7082.71	152.62
ii.	Land Development	Incl.	Acres	5000.00	1000.00	1250.00	2301.86	4551.86	1247.16	2134.17	1211.55	4592.88	100.90
iii.	Plot allotted	Incl.	Nos.	6000	1200	1200	1200	3600	599	735	1103	2437	67.70
4	Recovery from Industrial Area	Incl.	Rs.in Crores		415.00	450.00	498.00	1363	686.32	457.76	562.90	1706.98	125.24
5	Expenditure in Industrial Area	Incl.	Rs.in Crores		412.77	791.50	300.70	1504.97	398.83	823.47	242.35	1464.65	97.32
G.	Mines & Geology Department												
1	Intensive Prospecting & Mineral Survey Scheme												
i.	Regional Mineral Survey	Incl.	Sq.Km	28000.00	8650.00	7150.00	6250	22050	8770.00	7426.00	6425	22621	102.59
ii.	Regional Geological Mapping	Incl.	Sq.Km	2500.00	595.00	640.00	520.00	1755.00	610.50	682.00	542.50	1835.00	104.56

1	2	3	4	5	6	7	8	9	10	11	12	13	14
iii.	Detailed Geol. Mapping	Ind.	Sq.Km	250.00	73.00	98.00	78.00	249.00	74.15	104.60	77.65	256.40	102.97
iv.	Drilling	Ind.	Meters	50000	7910	8400	6000	22310	7410	8487	6433	22329	100
H.	RSMML (Production)												
1	SBU & PC Phosphate	Ind.	Lac MT		13.71	13.40	10.26	37.37	13.43	12.71	10.14	36.28	97.08
2	SBU & PC Lime Stone	Ind.	Lac MT		24.31	24.10	27.20	75.61	20.33	22.74	26.15	69.22	91.55
3	SBU & PC Gypsum	Ind.	Lac MT		28.00	30.00	30.00	88.00	28.06	33.63	30.05	91.74	104.25
4	SBU & PC Lignite	Ind.	Lac MT		10.00	11.00	11.82	32.82	6.06	10.00	12.06	28.12	85.68
5	74.8 MW Wind Power Unit	Ind.	Lac units		503.79	870.00	1205.00	2578.79	569.52	1015.32	1151.74	2736.58	106.12

List of Abbreviations

CEPT	Center for Environmental Planning and Technology
CFTRI	Central Food Technological Research Institute
CIPET	Central Institute of Plastics Engineering and Technology
CST	Central Sales Tax
DEC	District Empowered Committee
DLC	District Level Committee
DFC	Dedicated Freight Corridor
DMIC	Delhi- Mumbai Industrial corridor
EDP	Entrepreneurial-Development Program
EMI	Entrepreneurship & Management Institute
ETDC	Electronics Test and Development Centre
GDP	Gross Domestic Product
GOI	Government of India
GOR	Government of Rajasthan
HQ	Head Quarter
IT	Information Technology
ITES	Information Technology Enabled Services
MSME	Micro, Small & Medium Enterprises
MTA	Mid-Term Appraisal
PC	Personnel Computer
PIA	Project Influence Area
PMRY/PMEGP	Pradhan Mantri Rojagar Yojana / Prime Minister Employment Generation Programme
PPMSME	Public Policy on Micro, Small & Medium Enterprises
PPP	Public Private Partnership
PSU	Public Sector Undertaking
RESPECT	Rajasthan Enterprises Single Window Enabling & Clearance Act
RIICO	RAJASTHAN STATE INDUSTRIAL DEVELOPMENT AND INVESTMENT CORPORATION
RIIPP	Rajasthan Industrial & Investment Promotion Policy, 2010
RFC	RAJASTHAN FINANCE CORPORATION
RSMML	Rajasthan State Mines & Minerals Limited
RUDA	Rural Non-Farm Development Agency
SBU	Strategic Business Unit
SEC	State Empowered Committee
SEZ	Special Export Zone
SSI	Small Scale Industry
ULB	Urban Local Bodies
VAT	Value Added Tax

Chapter - 5

Infrastructure – Roads & Power

Summary

Road Sector

Assessment of Priorities:

A strong network of roads including modern highways and rural roads is essential for rapid and inclusive growth of the State. The road density per 100 square kilometer at the beginning of XIth Five Year Plan was 49.5 kms. with national average of 102.9 kms. The national highways and State Highways accounted for only 14.5% of network and 92% roads are single lane. Out of 39753 inhabited villages, 24010 villages were connected by road at the end of March, 2006. Looking to the status of road sector in the State, an allocation of Rs. 6185.43 crore has been made in XI Five Year Plan for roads sector, which is 9 % of State's outlay.

Main objective of XI Five Year Plan are to connect all habitations with population of 500 and above in general area and 250 and above in desert and tribal areas with all weather road, construction of Railway over-bridges on level crossing, connecting all Panchayat headquarters by BT road and construction of approach roads in mining and industrial areas.

Financial Achievement:

The plan expenditure in the road sector are likely to exceed the original outlays proposed for the XI Five Year Plan. An expenditure of Rs. 5964.98 crore has been incurred in the first three years of XI Five Year Plan, which accounts about 96% of the total allocation for XI Five Year Plan. The major overfills incurred in PMGSY, State Road Fund and Rural Roads.

Physical Achievement:

Physical targets kept for XI Five Year Plan and achievements made during the first three years are as follows:

Programme/Scheme	Target for XI FYP	Achievement in first three years
BT Road construction	1644 Kms.	18543 Kms.
Road Upgradation	16605	19028
Village Connected with BT Roads	0	4534

Relation between Financial Expenditure & Physical achievements:

The deviation in the achievement of physical targets in comparison to financial achievements is due to introduction of new schemes which were not visualized at the beginning of XI FYP. Some of which are as PMGSY (100 % funded by Centre), Inter-State Road Upgradation, Connecting villages by BT roads and Mukhya Mantri Sadak Yojana.

Suggestions:

Long Term: Since the Public Private Partnership in road sector is working very well even better than at the Central level, therefore it needs to be pursued vigorously for developing the

POWER

- Electricity is an essential requirement in our daily life. It is an essential infrastructure on which the socio-economic development of a State depends.
- Highest priority has been accorded by the State Government to Power sector in Eleventh Five Year Plan. Accordingly, first three Annul Plans of the State accorded highest priority in allocation of State plan funds.

Financial Achievement:

- An allocation of Rs. 25606.75 crore has been proposed for power sector for XI Five Year Plan period. An expenditure of Rs. 19250.22 crore has been incurred in the first three years against an allocation of Rs. 19291.42 crore. Year-wise statement of allocation and expenditure incurred is as follows:

Year	Allocation	Expenditure	% Expenditure
2007-08	5428.45	5692.38	105
2008-09	6209.00	5794.60	93
2009-10	7653.97	7763.24	101
Total	19291.42	19250.22	99.79

- Financial achievements of all the five power companies were about 90 percent.
- Achievements of Rajasthan Renewal Energy Corporation remained about 80 percent.

Physical Achievement:

- An ambitious target of generation of 3150 MW capacity was kept for Eleventh Five Year Plan. Against this target, level of generating 1290 MW capacity of power has been achieved so far. Details of which is as follows:

S.No.	Project	Capacity (MW)	Date of Commissioning
1.	Dholpur CCP P Unit 2	110	16.06.2007
2.	Dholpur CCP P Unit 3	110	26.12.2007
3.	Giral Lignite TPP Unit2	125	28.12.2008
4.	Suratgarg Thermal PP Unit 6	250	29.08.2009
5.	Kota Thermal PP Unit 7	195	31.08.2009
6.	Chhabra Thermal PP Unit 1	250	30.10.2009
7.	Chhabra Thermal PP Unit 2	250	04.05.2010
Total		1290	

- Remaining projects of generating power of 1860 MW capacity are under various stages of implementation. Details of which are as follows:

S.No.	Project	Capacity (MW)	Likely Date of Commissioning
1.	Chhabra Thermal PP Unit 3 &4	2x250	Oct.2011 & Dec. 2011
2.	Kalisindh Thermal PP Unit 1 & 2	2x600	Dec. 2011 & March 2012
3.	Ramgarh Thermal PP Station II	160	March 2012
Total		1860	

- In addition to this, levels of generating Wind Power of 620.06 MW and Biomass Power of 28 MW have also been achieved against the target of 1640 MW and 130 MW respectively.
- In the field of transmission, the achievements of installation of 440 KV, 220 KV and 120 KV have been in consonance with the targets.
- Under village electrification, 1577 villages have been electrified against the target of electrifying 1953 villages.
- Under well energization, 1,75,983 wells have been energized against the target of 1,80,000 wells.
- 16148 Domestic Lighting Systems have been installed through RREC against the target of 3956 Systems.

Physical Achievement against the Financial Achievement:

- The physical achievement of power generation schemes is less in comparison to the financial achievement. The main reason for it is that the Power projects of higher capacities are under implementation at various stages.

Suggestions:**Short Term:**

- Reduce AT & C and T & D losses by aggressive implementation of Feeder Renovation Programme in time bound manner.
- Efforts should be made to reduce the difference between the cost of power generation and revenue earned.
- Projects having local technologies, resources and minimum gestation period and regulatory approvals should be preferred.
- Power Projects based on Biomass, Solar and Natural Gas should be preferred in the State as these projects are completed in less time and do not require environmental clearances.

Long Term:

- Necessary arrangements be made for Technical, Financial Managements and manpower.
- Efforts be made for receiving appropriate coal linkages.
- Infrastructure facilities be developed.

Infrastructure – Roads & Power

Appraisal Report

A - Roads

The Context

A strong network of roads including modern highways on the one hand and rural roads on the other is essential for rapid and inclusive growth of the State. And this is one area where the State has to do a lot to catch up with other states of the country not to mention other rapidly growing economies of Asia. Road density per 100 sq. km at the beginning of the Eleventh Plan was 49.5 km was low in comparison with the national average of 102.9 km. The national Highway and State Highway together to accounted for only 14.5% of network. 92% of the roads were single lane, 3% intermediate lane and 5% double lane. At the end of March 2006, only 24010 villages out of 39753 inhabited villages were connected by roads.

The Plan Objectives and Outlays

Given the externalities involved in development of roads, public sector generally provides the bulk of funding, though private sector is also beginning to play an increasing role in PPP mode with the state providing subsidies under Viability Gap Funding. The eleventh Plan provided for roads and bridges an outlay of Rs.6185.43 crores which was 9.0% of the total Plan outlay of the State.

Objectives of the Eleventh Plan were:

- Achieving rural connectivity by all weather roads for habitations with population of 500 in general and 250 in desert and tribal areas.
- Construction of Railway over-bridges on level crossing.
- Construction of by-passes on State Highways/Major District Roads for all district headquarters and major cities.
- Connectivity of all Panchayat headquarters by BT roads.
- Constructing bridges at important missing links.
- Widening and strengthening capacity of high-density corridors.
- Improving maintenance of existing assets.
- Construction of approach roads in mining and industrial areas.

Among the key strategies for achieving the objectives of the Plan were the following:

- Formation of 50:50 joint venture company Road Infrastructure Development Company of Rajasthan Ltd. (RIDCOR) for encouraging private sector participation in association with IL & FS for implementing Mega Highways Project on BOT basis.

- Use of a cess of Rs. 0.50 per ltr on diesel and petrol for development of State roads.
- Implementation of Mukhya Mantri Sarak Yojana for improvement and upgradation of State highways, north-south corridor, construction of railway over-bridges. State Highways/ Major District Road, upgrading of existing WBM damaged roads, construction of roads connecting important religious and tourism places and development of one Model Road in every district.

Progress in Achievement of Outlays and Physical Targets

Mid-term Appraisal of the Eleventh Plan at national level noted that in road sector, the projected investment in the Plan was significantly lower than the Plan outlays. While there was shortfall projected in the sector at centre and in private sector, the expenditures by the states were likely to surpass the original Plan outlays by more than 40%. For Rajasthan also the Plan expenditures are likely to exceed the original outlays.

While details of expenditures in the first three years of the Plan in relation to the Plan provisions given in Annexure 5.1, the key points are highlighted in Table 1 below.

Table 1
Plan Outlays and Expenditures in the First Three Years: Roads Rs. Crores

Program/ Scheme	Total Plan Outlays (2007-12)	Total Expenditure (2007-2010)	% shortfall in three years compared with Five Year Outlay
1. Roads & Bridges	6185.43	5964.98	3.56
Of Which:			
Central Road Fund	679.87	462.88	31.92
NABARD	1480.38	781.99	47.18
PMGSY	2638.00	3958.50	-50.0
State Road Fund	352.00	628.73	-78.62
Rural Roads	27.20	30.24	-11.20
Other SHW	553.80	42.85	92.26
Strengthening, Modernization and Renovation (SMR)	369.20	17.82	95.17
Inter-State Road	60.58	32.97	45.58

The expenditures in the first three years in roads and bridges amounted to about 96% of the Five-Year outlay in the Plan, implying a massive overfill in the sector. Within this sub-sector, major overfills occurred in PMGSY, State Road Fund and Rural Roads, while major shortfalls in Land Acquisition, Computerization, Other SHW, and SMR.

In general, it is difficult to see any close link between the Plan provisions for five years and the actual expenditures in the first three years in different programs/schemes in the sector. At the same time, as shown in Annexure 5.1, the expenditures in three years followed closely the provisions in the Annual Plans.

The picture of overfill is even more evident in physical targets and achievements as shown in details in Annexure 5.2 and summarized in Table 2

Table 2
Physical targets & Achievements in the Eleventh Plan (in Kms.)

Program/ Scheme	Plan Targets	Achievements in First Three Years	% shortfall in three years compared with Five Year Outlay
Road Constructed (Only B.T. Road)	1644	18543	-1027.92
Roads Upgradation	16605	19028	-14.59
Villages Connected with B.T. Roads (Numbers)	0	4534	

Among the reasons for these deviations were introduction of new schemes, some funded by the Center. For example, PMGSY (funded 100% by the Center), Interstate Roads Upgradation were welcome new projects not visualized at the time of initiation of the Eleventh Plan. Under the scheme for connectivity with BT roads, the Plan target was zero but 4534 villages have been connected. On the other hand, MUKHYA MANTRI SARAK YOJNA which was launched on 7th October 2008 found no place in the annual plans of the State.

The Way Forward

Development of roads is an obvious priority area and the overfills in the first three years in comparison with the Plan provision may well have been a welcome outcome. However the implications of this experience for the Planning process need to be analyzed.

It was also reported by the concerned officials that the construction of roads in PPP mode was working well in Rajasthan, better than what is reported to be the case with PPP in roads at central level. It may be useful to identify the reasons for this difference of experience between state and central level and draw lessons for the central schemes. If the State has developed an effective format for PPP in roads, that needs to be pursued vigorously for developing the road sector in the State.

Annexure 5.1

**Oulay & Expenditure
(11th Five Year Plan 2007-12)**

Transport Department

(Rs In Lakhs)

Sr. No.	Name of the Programme/ Scheme	Fundin g Agency	Total Outlay (2007-12)			3 years Total Outlay (2007-10) (upto 31-03-2010)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007- 2010) (12 to 9)
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13
1	Roads & Bridges											
A.	State Highways											
a.	Land Acquisition	State	1000.00		1000.00	50.00	0.00	50.00	56.68	0.00	56.68	113.36
b.	Central Road Fund	State	67987.00		67987.00	47870.00	0.00	47870.00	46288.00	0.00	46288.00	96.70
	Total - A		68987.00	0.00	68987.00	47920.00	0.00	47920.00	46344.68	0.00	46344.68	96.71
B.	Rural Road Construction & Up-gradation											
a.	Land Acquisition under A.D.P.	State	625.00		625.00	12.62	0.00	12.62	10.21	0.00	10.21	80.90
b.	NABARD	State	148038.03		148038.03	82841.28	0.00	82841.28	78199.62	0.00	78199.62	94.40
c.	PMGSY	Central	600.00	263200.00	263800.00	1283.56	390000.00	391283.56	1249.47	394601.00	395850.47	101.17
	Total - B		149263.03	263200.00	412463.03	84137.46	390000.00	474137.46	79459.30	394601.00	474060.30	99.98
C.	Computerisation	State	350.01		350.01	100.01	0.00	100.01	93.58	0.00	93.58	93.57
D.	Economic Roads	State			0.00	0.00	0.00	0.00	6.97	0.00	6.97	
E.	State Road Fund	State	35200.00		35200.00	60000.00	0.00	60000.00	62873.39	0.00	62873.39	104.79
F.	State Road Project	State			0.00	617.36	0.00	617.36	575.93	0.00	575.93	93.29
G.	Rural Roads	State	2720.05		2720.05	3527.97	0.00	3527.97	3024.74	0.00	3024.74	85.74

1	2	3	4	5	6	7	8	9	10	11	12	13
H.	Others SHW	State	55380.00		55380.00	5516.19	0.00	5516.19	4285.09	0.00	4285.09	77.68
I.	Strengthening, Modernisation & Renovation (SMR)	State	36920.00		36920.00	2066.96	0.00	2066.96	1781.77	0.00	1781.77	86.20
J.	Inter State Road	Central		6058.00	6058.00		4300.00	4300.00	0.00	3296.58	3296.58	76.66
k.	Other Schemes	State	464.91	0.01	464.92	162.29	0.00	162.29	155.76	0.00	155.76	95.98
	Total - Roads & Bridges		349285.00	269258.01	618543.01	204048.24	394300.00	598348.24	198601.21	397897.58	596498.79	99.69
2	Raj. State Road Transport Corporation (IR)	State	39520.00		39520.00	24745.00	0.00	24745.00	16361.50	0.00	16361.50	66.12
3	Raj. State Road Dev. & Const. Corp. (IR)	State	11250.00		11250.00	6393.00	0.00	6393.00	2256.04	0.00	2256.04	35.29
4	Transport Department	State	3250.00		3250.00	460.05	0.00	460.05	200.46	0.00	200.46	43.57
	Total - Transport		403305.00	269258.01	672563.01	235646.29	394300.00	629946.29	217419.21	397897.58	615316.79	97.68

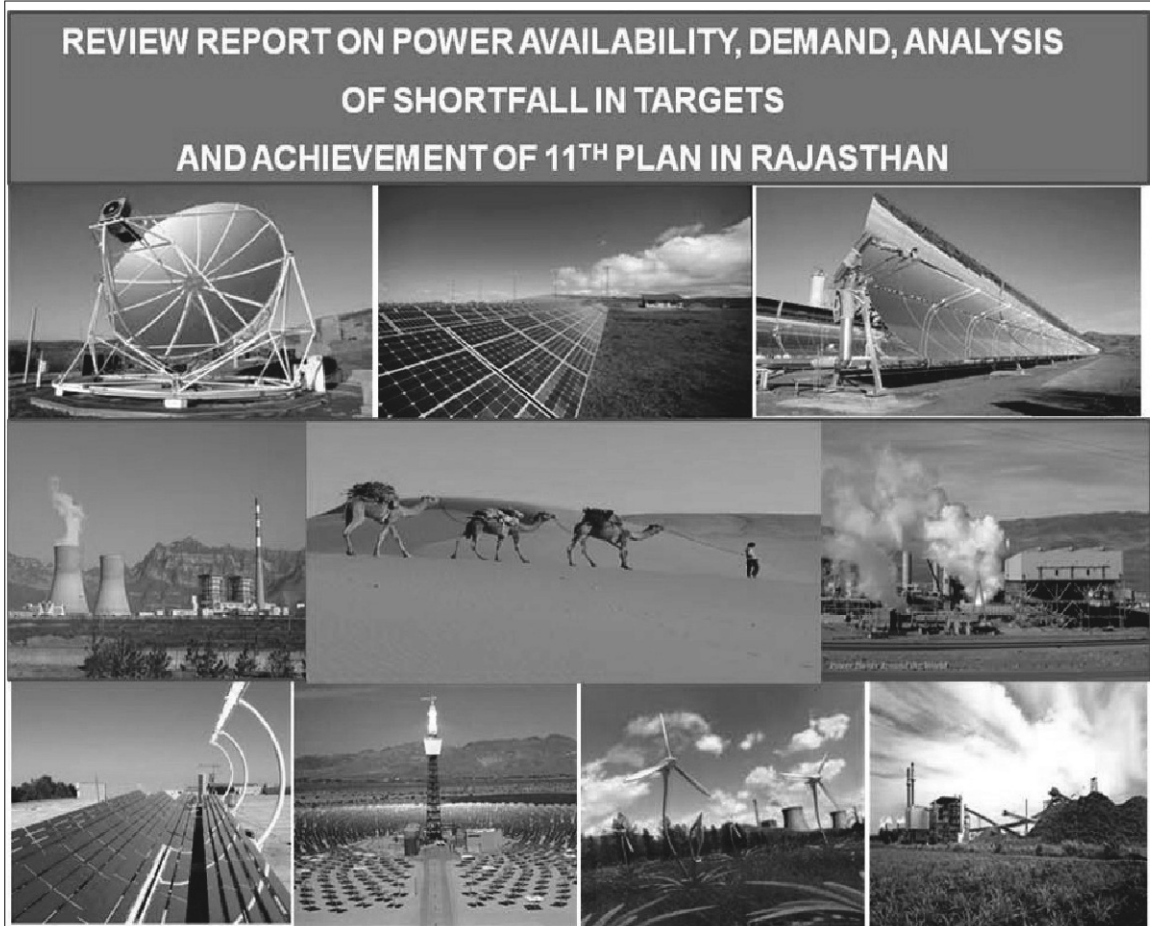
**Physical Targets & Achievements
(11th Five Year Plan 2007-12)**

TRANSPORT

Sr. No.	Name of the Programme/ Scheme	Level/Ind.	Units of Physical Targets	Eleventh Plan- (2007-12) Target	2007-08	2008-09	2009-10	3 years Physical Targets (2007-10) (upto 31-03-10)	2007-08	2008-09	2009-10	3 years Physical ach. (2007-10) (upto 31-03-10)	% Ach. (13 to 9)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
A.	FWD												
1	Roads Const. (only B.T. Road)												
a.	PMGSY	Ind.	Kms		8815	5100	700	14615	9279	4186	557	14022	95.94
b.	NABARD - Missing Link Project	Ind.	Kms	0	0	1140	140	1280	133	976	113	1222	95.47
c.	NABARD - RIDF -X/XI - WEM to BT	Ind.	Kms	1250	2000	255	85	2340	1879	129	64	2072	88.55
d.	SRF - CC Road	Ind.	Kms	8	10	100	5	115	49	104	8	161	140.00
e.	SRF-Misc. Works	Ind.	Kms	250	290	486	305	1081	250	401	234	885	81.87
f.	Rural Roads	Ind.	Kms	136	0	0	45	45	0	53	86	139	308.89
g.	SHW/MDR-CC Roads	Ind.	Kms	0	0	0	10	10	0	30	12	42	420.00
	Total-1			1644	11115	7081	1290	19486	11590	5879	1074	18543	95.16
2	Road Upgradation												
a.	NABARD - RIDF -X/XI/XII/XV - RMUP	Ind.	Kms	6100	1050	180	1250	2480	924	552	2022	3498	141.05
b.	Inter State Road	Ind.	Kms	0	30	100	25	155	45	104	11	160	103.23
c.	Central Road Fund	Ind.	Kms	4037	830	830	431	2091	920	831	496	2247	107.46
d.	SMR & SRF	Ind.	Kms	6468	1770	325	145	2240	1744	351	217	2312	103.21
e.	SMR - Plan	Ind.	Kms				132	132			245	245	185.61
f.	PMGSY	Ind.	Kms	0	400	6900	3500	10800	609	6164	3793	10566	97.83
	Total-2			16605	4080	8335	5483	17898	4242	8002	6784	19028	106.31
3	Village Connected with BT Roads	Ind.	Nos.	0	2390	1600	230	4220	3070	1294	170	4534	107.44
B.	R.S.R.T.C.												
1	Purchase of Chassis/New Buses	Ind.	Nos.	2700	2390	1600	230	4230	3070	1294	170	4534	107.44

1	2	3	4	5	6	7	8	9	10	11	12	13	14
2	No. of Buses added to the fleet	Ind.	Nos.		550	1150	650	2350	162	903	247	1312	55.83
3	Total Buses at the end of year												
a.	Corp. Buses	Level	Nos.	4403	4421	4259	4259	4259	4259	4680	4268	4680	109.88
b.	Hired Buses	Level	Nos.	140	116	160	160	160	108	195	146	195	121.88
4	Operated Km.	Ind.	Cr. Kms.	305.00	60.50	60.25	62.25	183.00	60.15	60.09	62.19	182.43	99.69
5	Fleet Utilisation	Level	%	96	96	96	97	97	96	93	94	96	98.97
6	Vehicle Utilisation per day per bus	Level	Kms	368	365	376	398	398	372	363	392	392	98.49
7	Load Factor	Level	%	70.90	71.50	72.50	73.00	73.00	72.00	71.80	71.80	72.00	98.63
8	KMPL	Level	Kms	5.06	5.00	5.00	5.05	5.05	4.97	4.98	5.04	5.04	99.80
1.	Road Construction												
1.1	NABARD -RIDF-XIII-Missing Link		kms	0	0	1140	140	1280	133	976	113	1222	95.47
1.2	NABARD -RIDF-X/XII/XIV-Rural Roads		kms	250	290	486	305	1081	250	401	234	885	81.87
1.3	Rural Roads		kms	136	0	0	45	45	0	53	86	139	308.89
1.4	Rural Roads-EAP		kms	0	0	0	0	0	0	0	0	0	0
1.5	SRF- CCRoads-SHW/MDR		kms	8	10	100	5	115	49	104	8	161	140.00
1.6	Other SHW- CCRoads		kms	0	0	0	10	10	0	30	12	42	420.00
1.7	NABARD -RIDF-X/XI/XII-WEM to BT		kms	1250	2000	255	85	2340	1879	129	64	2072	88.55
	Sub Total		kms	1644	2300	1981	590	4871	2311	1693	517	4521	92.81
2.	S.M.R.												
2.1	SHW/MDR												
2.1.1	Central Road Fund		kms	4037	830	830	431	2091	920	831	496	2247	107.46
2.1.2	Other SHW		kms	0	0	0	90	90	0	0	155	155	172.22
2.1.3	District Roads		kms	0	0	0	42	42	0	0	90	90	214.29
2.1.4	State Road Fund		kms	10	120	0	0	120	78	6	38	122	101.67
2.1.5	Economic Roads		kms	0	0	0	30	30	0	0	0	0	0.00
2.2	Other District and Village Roads		kms										
2.2.1	NABARD -RIDF-X/X/XIV-RMUP		kms	6100	1050	180	450	1680	924	400	475	1799	107.08
2.2.2	State Road Fund		kms	6458	1650	325	145	2120	1666	345	179	2190	103.30
2.2.3	NABARD -RIDF-XV-REHAB		kms	0	0	0	800	800	0	0	1547	1547	193.38
2.2.4	NABARD -RIDF-XVI-REHAB		kms	0	0	0	0	0	0	0	0	0	0
	Sub Total		kms	16605	3650	1335	1988	6973	3588	1582	2980	8150	116.88
	Grand Total		kms	18249	5950	3316	2578	11844	5899	3275	3497	12671	106.98

B - POWER



Energy Sector

1. Introduction

Electricity in modern times is recognized as a basic human need and is an essential infrastructure on which the socio-economic development of the state depends. Supply of electricity at reasonable rate to rural areas is essential for the economic development. Equally important is availability of reliable and quality power at competitive rates to all categories of consumers to make it affordable and provide employment opportunities apart from sustained growth in agriculture and industry.

Recognizing that electricity is one of the key drivers for rapid economic growth and poverty alleviation, the state under the national plan has set the target of providing electricity supply to all households in next five years. As per Census 2001, about 44% of the households do not have access to electricity. Hence meeting the target of providing universal access is a daunting task requiring significant capacity addition in generation and appropriate expansion of the transmission and distribution network.

State Power sector is witnessing major changes. Growth of Power Sector since its Independence has been noteworthy. However, the demand for power has been outstripping the growth and availability. Substantial peak and energy shortages prevail in the state. This is due to inadequacies in generation, transmission & distribution as well as inefficient use of electricity. Very high level of technical and commercial losses and lack of commercial approach in management of utilities has led to unsustainable financial operations. Cross-subsidies have risen to unsustainable levels. Inadequacy of distribution networks has been one of the major reasons for poor quality of supply in the state.

Electricity industry is capital-intensive having long gestation period. Resources of power generation i.e. coal, gas, hydro etc. are unevenly dispersed across the country. Electricity is a commodity that cannot be stored in the grid where demand and supply have to be continuously balanced. Widely distributed and rapidly increasing demand requirements in the state need to be met in an optimum manner using its available resources for additional generating capacity and procurement to meet additional demand.

Section 3 (1) of Electricity Act, 2003 provides an enabling framework for accelerated and more efficient development of the power sector. The Act seeks to encourage competition with appropriate regulatory intervention. Competition is expected to yield efficiency gains and in turn result in availability of quality supply of electricity to all types of consumers at competitive rates.

The National Electricity Policy aims at laying guidelines for accelerated development of the power sector, providing supply of electricity to all areas and protecting interests of consumers and other stakeholders keeping in view availability of energy resources, technology available to exploit these resources, economics of generation using different resources, and energy security issues.

The National Electricity Policy has been evolved in consultation with and taking into account views of the State Governments, Central Electricity Authority (CEA), Central Electricity Regulatory Commission (CERC), State Electricity Regulatory Commission (RERC) and other stakeholders.

Objectives of XI Plan for Energy Sector

The state being deficient in water resources and conventional resources of power generation, emphasis will be on renewable energy for which there is vast potential, to supplement the electricity requirement of the state. It will be in fitness of things to mention here that the gross annual per capita consumption of electricity during 2004-2005 in Rajasthan was 583.32 KWH against the national average of 612.50 kwh. Issues like unconnected households and low consumption of electricity will be addressed. Electricity consumption pattern reveals that agriculture accounts for 41% and industry 31%. Though 75% of electricity consumers are domestic, but they account for only 20%. Nearly 91% of the villages are connected but 56% of the rural households are still unconnected. Therefore, the state Government is committed to promote additional generation capacity and conducive policy for captive generation. For enhancing mobilization of additional resources, joint ventures, PPP and franchise models may be promoted. Existing limitations under which the sector is operating include continuously decreasing staff due to retirements, high investment on transmission and distribution system due to large geographical area and supply of electricity to more than 50% consumers on subsidized rates.

XI Plan outlay and yearly outlay for the first three years

The plan outlay of Rs. 2559000.00 lacs was made in the 11th Plan for power sector companies i.e. Generation Company (RVUNL), Transmission Utility (RVPNL) and three Distribution Companies, namely Jaipur Discom (JVVNL), Ajmer Discom (AVVNL) & Jodhpur Discom (JdVVNL). The outlay plan had a provision of Rs. 200000.00 lacs as Transitional Cash support under FRP (Feeder Renovation Programme) & Rs. 38500.00 lacs for APDRP (Accelerated Power Development & Restructuring Plan) for three distribution companies. A provision of Rs. 1675.05 lacs was also made for RRECL, the nodal agency for development of renewable energy sources. Thus, the combined Plan outlay of power sector as a whole was Rs. 2560675.05 lacs under 11th Five Year Plan.

Programme/ scheme wise XI plan outlay and yearly break up for 2007-08 and 2009-10 are given in the following table:

Name of the Program/Scheme	Total Outlay (2007-12)	Outlay (2007-08)	Outlay (2008-09)	Outlay (2009-10)	Total Outlay for first 3 years (2007-10)
1	2	3	4	5	6
Power Sector					
RVUNL	1144300.00	274100.00	293000.00	299900.01	867000.01
RVPNL	460000.00	62197.17	82500.00	123300.01	267997.18
JVVNL	253000.00	42498.45	81300.00	121600.00	245398.45
AVVNL	228200.00	62399.45	64700.00	84000.00	211099.95
JdVVNL	235000.00	42899.45	59400.00	79500.00	181799.45
APDRP	38500.00	0	0.08	17000.03	17000.11
FRP (Transitional Cash support)	200000.00	40000.00	40000.00	40000.09	120000.09
Interest free Loan/Grant for Power purchase in Rabi Season	0	18000.00	0	0	18000.00
Sub-Total	2559000.00	542095.02	620900.08	765300.14	1928295.24
RRECL	1675.05	750.00	0.01	97.00	847.08
Grand Total for Power Sector as a whole	2560675.05	542845.02	620900.09	765397.14	1929142.25

Evidently no provision was kept under - "Interest free Loan/Grant for Power purchase in Rabi Season". Therefore, subsequently Rs. 18000.00 Lacs has been provided under Annual Plan for FY 2007-08 to purchase power on short term basis during Rabi Season to meet the agriculture demand.

Expenditure Against Targets

Against the annual plan outlay of Rs. 1929142.25 lacs for the first three years, a total expenditure of Rs. 1925021.98 lacs has been done by all companies which accounts for (99.79%). Thus the not only the financial targets of the financial outlay for the first three years have been achieved but also indicates that the financial performance in power sector has been at pace matching with the National Plan in development.

Looking to the growth rate, availability, demand supply gap and new capacity generation, addition approved during the balance period of plan, the balance outlay provision of Rs. 2560675.05 lacs is definite to outstrip. The generation projects are although scheduled for completion in the 12th Plan, expenditure on major activities such as site development, ordering of major equipments etc. will have to be done during the 11th Plan itself.

Year wise break-up of plan expenditure during first 3 years of 11th Plan remained as depicted in the following table.:

Name of the Programme/ Scheme	Total Outlay for first 3 years (2007-10)	Plan Exp. (2007-08)	Plan Exp. (08-09)	Plan Exp. (09-10)	Total Exp. for first 3 years (2007-10)	% Exp. To Outlay (6/2)
1	2	3	4	5	6	7
Power Sector						
RVUNL	867000.01	255975.00	225721.00	284487.00	766183.0	88.37
RVPNL	267997.18	62394.00	82500.00	118152.00	263046.0	98.15
JVVNL	245398.45	50322.00	88500.00	135691.00	274513.0	111.86
AVVNL	211099.95	65200.00	64700.00	92484.00	222384.0	105.35
JdVVNL	181799.45	61771.98	78039.00	88413.00	228223.98	125.54
APDRP	17000.11	0	0	17000.00	17000.0	100.00
FRP (Transitional Cash support)	120000.09	40000.00	40000.00	40000.00	120000.0	100.00
Interest free Loan/Grant for Power purchase in Rabi Season	18000.00	33000.00	0	0	33000.0	183.33
Sub-Total	1928295.24	568662.98	579460.00	776227.00	1924349.98	99.80
RRECL	847.01	575.00	0	97.00	672.00	79.34
Grand Total for Power Sector as a whole	1929142.25	569237.98	579460.00	776324.00	1925021.98	99.79

Analysis of data suggests that financial achievements have been around 90% for all the companies except RRECL which is 79.34%. Discoms purchased power for Rs. 33000.00 lacs against the plan provision of Rs. 18000.00 lacs during Rabi Season during FY 2007-08 on a/c of high Agriculture demand and insufficient availability from state's own sources including from Central allocation.

The performance achievement of RRECL has been 79.34% compared to 99.80% for other power sector companies as the development in renewable sector is mostly through private players and RRECL plays the role of a nodal agency. A provision of Rs. 1577.02 lacs & Rs. 749.0 lacs was provided under CSS against which an expenditure of Rs. 1206.52 lacs & 749.00 lacs was made for FY 2008-09 & 2009-10 respectively. This shows that RRECL achieved better under CSS during first 3 years in 11th Plan. The details are as per Annexure- 5.3 .

Physical Targets & Achievements

The state performance in capacity addition for power generation and transmission has been excellent in the 10th Plan. Rajasthan was one of the states who not only achieved its plan targets but also surpassed these. In the first three years during this Plan also, the state achieved 755 MW against plan target of 660 MW and has thus exceeded the targets.

Maintaining the spirit and credential, ambitious target of 3150 MW capacity has been made during 11th Plan against which total 1040 MW capacity has been achieved in the first 3 years (up to Mar 2010) and additional 2110 MW capacity is under various stages of execution/implementation. This capacity is likely to be achieved in the remaining period of the 11th Plan. The details are as under-

Sr.	Name of Project /	Capacity (MW)	Status
1	Dholpur CCPP Unit 2	110	Commissioned on 16.06.07
2	Dholpur CCPP Unit 3 (ST)	110	Commissioned on 26.12.07
3	Giral Lignite TPP Unit 2	125	Commissioned on 28.12.08
4	Suratgarh TPS Unit 6	250	Commissioned on 29.08.09
5	Kota TPS Unit 7	195	Commissioned on 31.08.09
6	Chhabra TPP Unit 1	250	Commissioned on 30.10.09
	Sub - Total	1040 MW	
7	Chhabra TPP Unit 2	250	Commissioned on 04.05.10
8	Chhabra TPP Unit 3 & 4	2x250	Scheduled to be commissioned in Oct., 2011
9	Kalisindh TPP Unit 1 & 2	2x600	Scheduled to be commissioned Dec., 2011 & March 2012
10	Ramgarh Gas TPS St.II	160	Scheduled to be commissioned Mar., 2012
	Sub - Total	2110 MW	
	GRAND TOTAL	3150 MW	

Year wise targets & achievements of the state sector projects and other central sector power projects are given in Annexure 5.4. In case of renewable projects, the achievement in Wind has been 620.06 MW and 28.0 MW in Biomass during first 3 years in 11th Plan.

Under Transmission sector, the achievement has been as per the targets and in some cases, it has exceeded the targets as in case of laying of lines of 220 kV / 132 kV & sub transmission lines of 33 kV and also in the case of augmentation of the GSS capacity. Year wise details of targets & achievements of transmission & associated system are shown in Annexure 5.4.

Under Distribution sector, the progress of nos. of villages electrified is bit slow (only 80.75%) during first 3 years in 11th Plan however, the total target of 2045 villages is expected to be achieved at the end of the Plan. The achievement in case of wells energized has been 97.71% (175883 wells energized against target of 180000 wells) during first 3 years in 11th Plan. The Domestic Lighting system, a scheme run by RRECL under CSS has achieved 90.63% during first 3 years in 11th Plan. The Year wise details of targets & achievements of these schemes are given in Annexure 5.4.

SHORTFALL AND DEVIATIONS

The physical targets and achievements as indicated in the statement reveal that there has been considerable gap in targets and achievement in case of WIND and Biomass power capacity addition, Capacity addition planned from Chhabra TPS Stage I, Gas power plant, Dholpur CC Power Plant, Giral, Kahalgoan, RAPP etc.

Outlay and Expenditure of the XIth Five Year Plan (2007-12) under renewable sector compared to achievement in the plan period of 2007-10 under the following head has been low:

1. APDRP	-	44.16%
2. Jaipur Discom (FRP)	-	34.63%

In physical targets & achievements for XIth five year plans (2007-12) under renewable sector, no targets have been fixed but achievements have been shown in the three year plan period 2007-10. It is therefore, difficult to have a comparative view of targets v/s achievements. However, in the XIth plan, objectives for power sector was to increase the installed capacity of Wind turbine generators from present 360 MW to 2000 MW i.e. addition of 1640 MW and Biomass power plants from 30.5 MW to 160 MW i.e. addition of 130 MW. In both cases, the three year achievements for (i) wind power has been only 620 MW i.e. 38% of the XIth Plan Objectives and (ii) 28 MW of Bio Mass which is about 21.53 % only. Thus on both the accounts, there has been substantial shortfall and needs to be looked into.

This has resulted into shortfall in capacity addition of (+) 1100 MW. Further the exponential growth in demand and decreasing availability has created an alarming situation.

Despite the fact that improvements have been made, there are various factors which have rendered the milestones of the road map unachievable. A few of the potential reasons are as under:

- The power requirement has increased steeply as compared to the projections made in the FRP.
- The cost of power purchase has also increased significantly on account of meeting additional power supply requirement through Bilateral and UI sources. The cost of such power was Rs. 6.73 / unit during 2007-08, Rs. 7.64 / unit during 2008-09 and is Rs. 7.29 / unit during 2008-09 whereas the average cost of power generation from own units and CPUs is around Rs. 2.50 / unit.

- Slippage in the commissioning of state generating plants, due to which additional power has to be purchased
- Companies have to resort to high level of short term loans to meet the additional power purchase costs.
- During last three years, the level of interest rates has shown upward trend and has increased from 200 to 300 basis points in the last couple of years.
- The present Financial Restructuring Plan already lost its applicability and relevance in the present scenario and therefore needs in-depth review and update.

As of now, the state need to put hard and serious efforts on all fronts i.e. resolving issues for the delays in commissioning, technology specific R&D needs, infrastructure needs, environmental matters, adequate coal linkage allocation, coal resource, financial restructuring and man power planning.

It has been suggested, in the following paras, an approach to use state's immense resources available in abundance and not requiring much time in arrangement for land, energy resource, and regulatory approvals in implementation.

The approach will result in setting up an achievable portfolio in capacity addition within the balance period of 11th Plan and full time of 12th Plan.

An overview of the Power Sector is given below:-

4. Power Scenario

A. Installed Capacity

The total installed generation capacity in the State is 8567 MW as on 31.10.2010. The breakup is as under:

S.No.	Particulars	Installed capacity as on 31.12.09	Installed capacity as on 31.10.2010
1	Own Generation		
	• State Sector Projects (RVUN)	3847.35 MW	4MW097.35
	• Partnership Projects	972.95 MW	972.95 MW
	Total Own Generation	4820.30 MW	5070.35 MW
2	Central Sector Projects	1878.18 MW	2115. 22 MW
3	Non Conventional Sources		
	• Wind	851.84 MW	1294.39 MW
	• Biomass	31.30 MW	86.35 MW
	Total Non Conventional Sources (a+b)	883.145 MW	1380.35 MW
	Total (1+2+3)	7716.63 MW	8566.97 MW

B. Peak Demand

1. The highest consumption recorded for FY 2009-10 has been 1416 LU/Day.
2. Average daily requirement and demand expected: 1500 Lakh units (During December 2010 to April 2011).
3. Total daily availability for supply of electricity during above period 1200 Lakh units
4. Daily average likely shortfall 300 Lakh units
5. Average supply during last Rabi season 1308 LU/Day
6. The average daily consumption recorded for the current financial year 1152 LU/Day.
(Data and information has been secured from SLDC)

C. Means to meet demand in excess of availability

- Over drawl / unscheduled interchange (UI) is resorted subject to system conditions.
- Firm power purchase from Captive Power Plants (CPP)
- Bilateral power purchase through traders and Energy Exchange.
- Banking arrangements have been made with power utilities of neighboring states
- Reduction in T&D losses, efficient use of equipments, checks on thefts, enhancement of efficiencies and output in operating power plants.
- Innovation and R&D for optimization of Distribution system

The average purchase power rate for the total power procured from external sources to the extent of 5740 MU during 2009-10 has been @ Rs. 6.45/kWh as per the GoR guidelines issued for purchase of power.

5. Power Requirement of XI Plan

The power demand as per assessment for Rajasthan, the energy requirement, peak demand and installed capacity required to meet the demand during the remaining XI Plan (FY 10-FY 12) are as below:-

Item	Unit	2009-10	2010-11	2011-12
Annual Energy Requirement	MU	53362	57921	63072
Peak Demand	MW	8474	9197	10012
Installed Capacity Required	MW	11298	12262	13349

As per above projections, capacity addition of 6516 MW is required up to the end of 2011-12.

6.Capacity Addition in remaining XI Plan(FY 10-FY 12)

Year wise capacity addition in the remaining XI Plan is given below:

(In MW)

Name of Sector	2009-10	2010-11	2011-12	Total
1. RVUN & SHARED				
A. RVUN	695.00	250.00	1860.00	2805.00
B. SHARED	0.00	0.00	13.65	13.65
TOTAL (A+B)	695.00	250.00	1873.65	2818.65
2. Central sector project & allocation	99.04	347.44	122.00	568.48
3. Private sector projects	135.00	540.00	405.00	1080.00
TOTAL (1+2+3) (Excluding NES)	929.04	1137.44	2400.65	4467.13

Out of above, 945 MW in State sector & 270 MW in Private sector have already been commissioned during the year 2010-11 (Update up to Oct-10).

1860 MW capacity in state sector & 810 MW (excluding NES) is likely to be commissioned in the remaining period of 11th Five Plan as per details below:

S.No.	Name of unit	Capacity	Expected date of Commissioning
A.	RVUN Stations		
	Chhabra TPS Phase-2 (Unit-3)	250 MW	Oct-11
	Chhabra TPS Phase-2 (Unit-4)	250 MW	Dec-11
	Kalisindh TPP Unit - 1	600 MW	Dec-11
	Kalisindh TPP Unit - 2	600 MW	Mar-12
	Ramgarh Gas TPS Ext. St. III	160 MW	Mar-12
	Total (A)	1860 MW	
B.	Private generating stations		
1	Jalipa- Kapurdi Lignite TPS Unit-2 by M/s RajWest Power	6x135 MW	2010-2012
	Total (B)	810 MW	
C.	Central Sector allocations	122 MW	Up to March-12
	Total (C)	122 MW	
	Total (A+B+C)	2792 MW	

Additional capacity of 211 MW is expected from NES Projects in the year 2010-11. Around 1000 MW is also likely to be added from NES Projects during FY-12 (RERCL).

Demand growth and requirement of energy in the balance period of 11th plan shall be even higher due to following-

1. Delay in capacity addition in Thermal and non achievement in Biomass and Wind energy targets
2. Exponential growth in demand
3. Slippages in the plan forecast

The factual data for actual demand observed during year 2009-10(Source SLDC) has been 445421 MU against which total supplies made available has been limited to 435000 MU there by leaving a gap of about 10420 MU(27%).

The actual demand observed during current FY till October 2010 has out stripped and reported to be 250850 MU against which total supplies made available remained limited to 246650 MU there by leaving a gap of about 4200 MU (15%).The demand and supply gap will still be widening looking to the forecast of peak demand in coming Rabi season.

The state need immediate arrangement for 1700 MW capacity addition in the system for balancing the gap for meeting demand in the balance period of FY 10-11.

7. Non Conventional Energy Sources

The State Government has formulated various policies for promoting the establishment of power plants based on Non Conventional Energy Sources.

So far, wind generating plants of total installed capacity of 1294.395 MW and Biomass based power plants of total capacity of 86.3 MW have been commissioned up to Oct. 10. About 210 MW of wind power plants are scheduled to be commissioned in the remaining period of current financial year.

However, power from Wind sources is infirm power and cannot be scheduled due to its unpredictable nature. Further, most of the wind potential is in the western region of the state which itself is far from the load centre. Therefore, a long transmission system is required to evacuate this large installed capacity. As per direction of RERC, 400 kV transmission system with two 400 kV GSSs at Barmer and Jaisalmer have been taken up. These projects are presently under execution and are likely to be completed by March, 2010.

The State has vast potential for solar power generation in Western part of the State. MNES has allocated 10 MW capacity of solar plant capacity for each State for which they will provide generation subsidy upto Rs. 12 per unit against estimated generation cost of Rs. 15 per unit. RERC has fixed a tariff of Rs. 15.78 per unit for solar power plants to be set up under above promotional scheme. They have further set a target of 50 MW of solar power plants for which tariff is to be determined by RERC on cost plus basis.

8.RERC regulatory approvals on capacity addition

1. In view of the consideration of energy demand, growth rate, provisions made in 11th and 12th plan and power scenario projected in the 17th National Electricity Survey, RERC has issued regulation order Dt. 3/11/2008 in requirement of petition no 172/08 filed by RVPNL seeking approval of the quantum of capacity / energy to be procured under case I and case II.

2. Further the State Government has made provisions for capacity addition through Non Conventional sources and issued various policies for promoting the establishment of power plants based on Wind, Biomass and Solar.

3. The RERC has specified year wise minimum percentage of energy and maximum capacity for execution of PPA by Discoms in respect of power from Wind and Bio mass sources as given below -

Year	Wind		Biomass	
	Energy to be procured during the year	Execution of PPA by the end of the Year MW (22% CUF)	Energy to be procured during the year	Execution of PPA by the end of the year MW limit (80% PLF)
2009-10	6.0%	1415 MW	1.45%	153 MW
2010-11	6.75%	1639 MW	1.75%	183 MW
2011-12	7.50%	1890 MW	2.00%	214 MW

4. GOR issued an order vide Energy Dept. F 20 (2)/ Energy/ 08 Dt. 1.8.2008 and decision of Coordination forum of RERC taken on its meeting Dt.27.5.2008 for development of 150 MW capacity solar power plants on PV and CSP technology through competitive bidding. There is no reference of bundling of Solar Energy and blending its capacity with equivalent capacity of conventional power in these orders and recent Solar Energy tariff regulation issued by RERC in May, 2010 as has been done in NSM program.

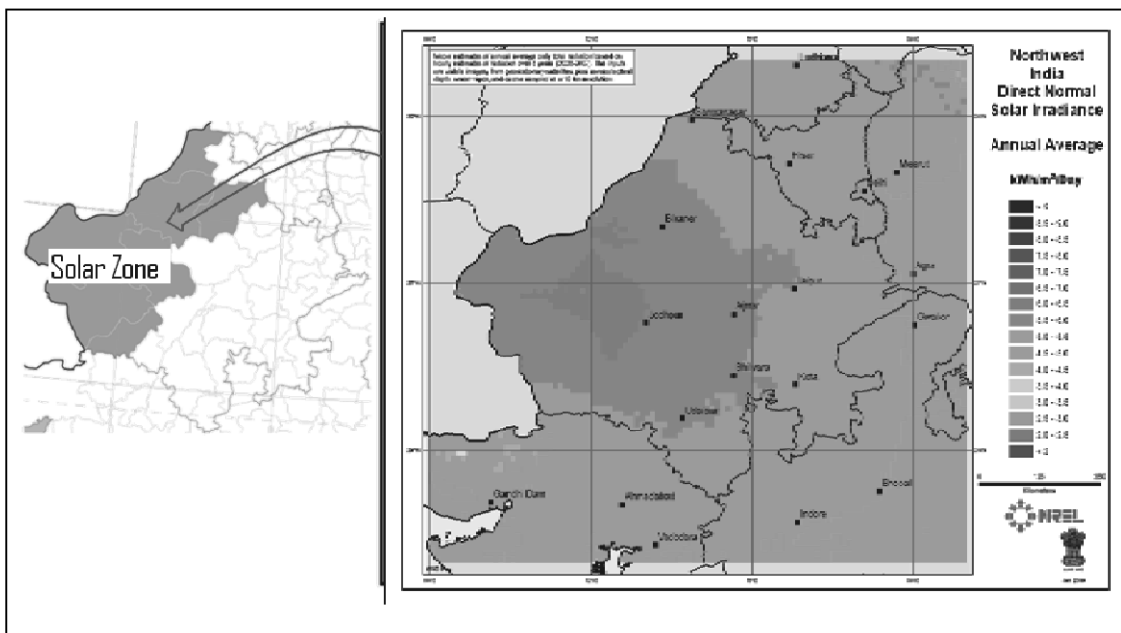
9.Hospitable Rajasthan for Exploitation of Solar Potential :

The State has the highest Solar Irradiance in India in the range of 6.0-7.0 kWh /sq.m / day DNI of 2100 - 2260W/M2/Year with > 325 sunny days in a year. It has around 208,110 Sq.km of desert land (60% of total area). Land required for 100,000 MW - 60 km x 60 km = 3600 sq.km. The flat desert land of 15,000 sq. km i.e. <2% is sufficient to install 300,000 MW capacity Solar installation.

The state has a very strong Transmission Infra Structure in place within Desert Area with commitment to install Six 400 kV GSS associated 400 kV Trans. lines apart from large number of 220 kV and 132 kV GSS already available.

This apart, availability of skilled and un skilled labor at affordable cost, government land allotment at reserve price, assured water availability for CSP Solar power projects and connectivity to SP Plants direct to 220/132/33 kV RVPN GSS with assured 24 Hrs grid availability makes the state most preferred destination for solar energy based power plants in the country.

The state has progressively issued investment friendly RE Policies since 1999 and RERC is amongst first in India in framing RE Regulations and issued tariff orders under RPO in 2008 to Discoms for Solar Power.

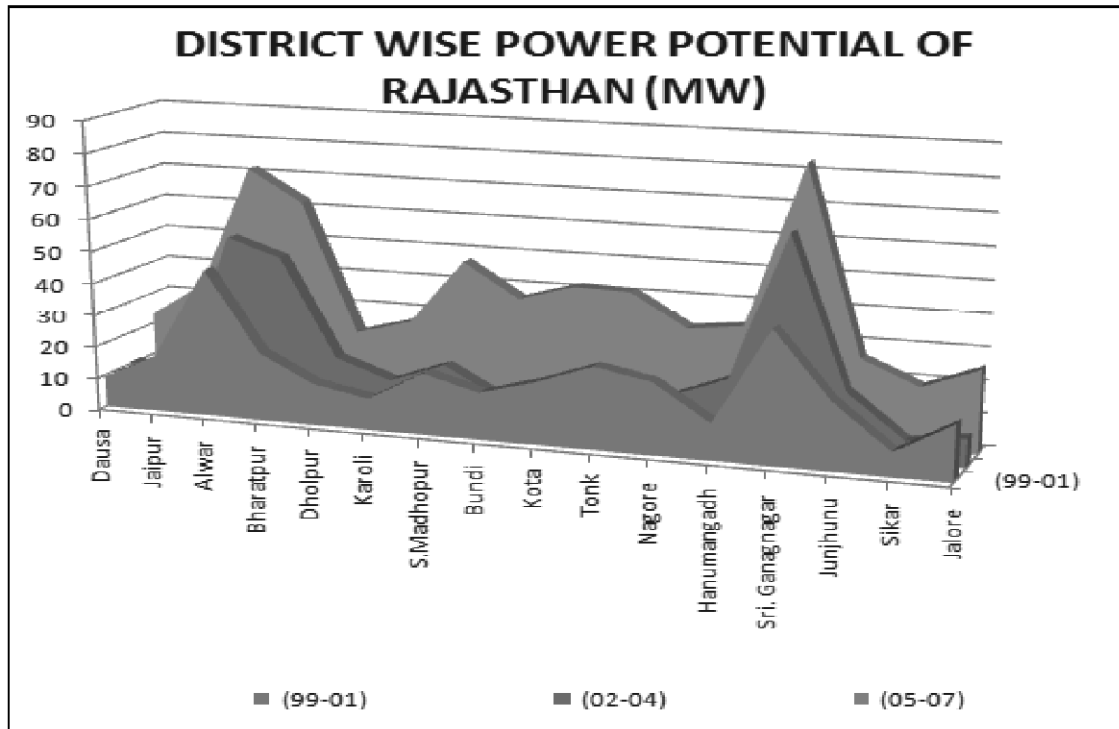


10. Biomass Potential

Rajasthan, with highest crop yield in Mustard in the country, has high biomass production i.e. Mustard Husk. There is huge potential for power generation using mustard husk in potential districts i.e. Hanumangarh, Sriganganagar, Bharatpur, Alwar, Dausa, Sawaimadhopur, Tonk, Kota, Bundi, Kaurali, etc. District wise potential in line with cropping pattern and yield had been estimated based on data from agriculture department and given here under. The Mustard husk is not useful as fodder because of its bitter taste. Other relevant factors are given below.

Large quantity of Husk is exported to Punjab, Harayana, Delhi, and Uttarpradesh for use in industrial boilers, lime and brick industries. The local biomass operators are also faced with shortage of availability. It is understood that some big traders have set depots across the state and controlling the supply and price. The situation

has resulted into a discouragement for new developers to take investment decision for setting up the Biomass Plant though the state has issued a separate independent policy in 2010. The applicants already registered with RRECL for setting up 300 MW additional capacities are hesitant to proceed and implement the projects. It is also said that some of the applicants are collecting biomass for the reserved area for their operating plants and holding the implementation.



DISTRICT WISE POWER POTENTIAL IN MW

District	(99-01)	(02-04)	(05-07)
Dausa	10	11	23
Jaipur	17	8	34
Alwar	46	53	72
Bharatpur	21	48	62
Dholpur	13	17	22
Karoli	10	12	27
S. Madhopur	19	18	47
Bundi	14	9	37
Kota	19	17	42
Tonk	25	11	41
Nagore	22	14	31
Hanumangadh	11	21	33
Sri. Ganagnagar	41	65	83
Junjhunu	21	20	26
Sikar	7	7	19
Jalore	17	9	25
TOTAL	314	340	625

11.WIND POTENTIAL

The technical feasible potential assessment carried out by MNRE/ RRECL/ C- Wet confirms that the capacity installation is feasible in the state for installation of 5400 MW capacity wind power projects . RRECL has registered application worth 6855 MW with land marks already identified under the wind policy of GOR.

MNRE through C-Wet has carried out extensive wind assessment for potential sites in Rajasthan by installation of wind mast. RRECL also provided access to wind developers for such assessment and permitted them for wind mast installation with objective to exploit the potential sites in the state. The assessment carried out by these agencies confirms feasibility of technical potential of 6000 MW installation.

MNRE has also carried out and published wind mapping for the country which leads the state to plan for phased accelerated development through Regulatory framework and state govt. policies.

12.NATURAL GAS

There has been encouraging development in exploration of natural gas in Barmer and Jaisalmer in the recent past which provided assured gas supplies to Ramgarh CC gas power plant and also for upcoming capacity addition envisaged in the 11th and 12th Plan.

Gail has already taken investment decision for upgarding the existing gas network in Rajasthan to meet demand growth in power, fertilizer and transport sector. GOR has earlier entered into an MOU with GAIL for setting upm a gas grid network across the state as infrastrure placement for meeting the growing peak energy demand.

Focus energy, Crains Energy, Oil India, ONGC and GAIL are putting their efforts to identify and explore additional gas discovery as estimated with data and results of exploration.

13.Meeting Power Requirement of balance period of 11th plan and 12th plan- Coal Based Power Plants

Action required to accelerate development

Despite the fact RVUNL and RVPNL have excellent performance in comparison of progress made in other states, there are various factors which have rendered the road map difficult and milestones of the turnaround strategy unachievable. A few of the potential reasons are as under:

- The power requirement has increased steeply as compared to the projections made in the FRP.

- The cost of power purchase has also increased significantly on account of meeting additional power supply requirement through Bilateral and UI sources. The cost of such power was Rs. 6.73 / unit during 2007-08, Rs. 7.64/unit during 2008-09 and is Rs. 7.29/unit during 2008-09 whereas the average cost of power generation from own units and CPSUs is around Rs. 2.50 / unit.
- Slippage in the commissioning of state generating plants, due to which additional power has to be purchased
- Abnormal and considerable delays in getting coal linkage for the plan projects from MOC, GOI and also environmental clearances from MOEF.
- The state plan for power is badly impacted by these abnormal procedural delays resulting into slippage in the implementation creating excessive shortage in demand.
- There are reports of excessive time being taken by the utilities in finalizing and selection of competent EPC contractor to take charge of implementation and commission the plant in time. As a result there is overall increasing shortfall in achievements in capacity addition.

As per latest assessment, the peak demand for Rajasthan will be now be about 22000 MW by the end of 12th plan (March-2017). Advance action therefore needs to be taken to meet this demand. The proposed capacity addition planned through various projects is given below.

New projects of capacity 2x660 MW each at Chhabra (Unit 5 & 6) & Suratgarh (Unit 7 & 8) have been sanctioned in State Sector for which initial activities like allotment of water & land and appointment of Technical Consultant has been completed. RVUN has also initiated activities for obtaining various statutory clearances, etc.

In addition to above, looking to the rapid increase in power demand, approval has been accorded by state government for additional generation capacity of 7550 MW for the following projects:-

- STPS unit-9 &10 2x660 MW
- Ramgarh Ex. Stage IV 160 MW
- Kalisind unit-3 & 4 2x660 MW
- Dholpur Ex. Stage-II 330 MW
- Banswara TPP 2x660 MW
- Kota Gas TPP 3x110 MW
- Chhabra Gas TPP 3x110 MW
- Keshoraipatan GTPP 330 MW (Private Sector)
- Banswara TPP 2x660 MW (by IPP under Case II)
- Gurha West Lignite TPP 70 MW (by IPP under Case II)
- Giral lignite TPP 2x250 MW (by IPP under Case II)

The matter is very serious and efforts are required to expedite the approvals on land acquisition, allocation of coal linkages and coal blocks, MOEF clearances, PPA and financial closers including selection of EPC contractor.

NOTE: To meet short fall and achieve capacity addition of 22000 MW by the end of 12th plan (March-2017), the coal based thermal power plant will play a key role and need to be properly planned. State would have faced problem for water arrangement, high cost on transport of coal (Linkage or import source), obtaining environment and statutory approvals. Further to get a comfortable tariff under competitive and Regulatory frame work it will be a difficult task to implement these projects in Rajasthan on cost competitive consideration. It is therefore strongly opined that GOR must press hard CEA, MPO and MOC for a preferential and case specific treatment for allocation of coal blocks and project sites around for captive generation.

Transmission, Sub-Transmission & Distribution Network

The State has developed sufficient transmission, sub-transmission and distribution network with 356 Nos. EHV sub-stations, 3082 nos. 33 kV sub-stations and 600879 nos. of 11/.4 kV sub-stations to cater to the load demand in the different areas of the State.

To meet the annual growth, adequate strengthening of the transmission and distribution system is being done annually on a regular basis for which sufficient plan funds have been allocated.

The transmission network extension planned is as under:

S. No.	Particulars	2009-10	2010-11	2011-12
1	765 kV Lines (ckt. km)			450
2	400 kV S/s (Nos/MVA)	3/945	2/630	1/630
3	400 kV Line (ckt. km)	500	750	800
4	220 kV S/s (Nos/MVA)	5/500	8/800	10/1100
5	220 kV Line (ckt. km)	500	600	700
6	132 kV S/s (Nos/MVA)	15/425	20/550	20/600
7	132 kV Line (ckt. km)	350	500	550
8	Augmentation (MVA)	750	1200	2000

It is also proposed to construct 180 nos. 33 kV Sub-stations during each financial year.

With the above extension and augmentation, the transmission system shall be able to easily evacuate new generating capacities & meet the projected peak demand by the end of 2011-12.

As a step towards introducing new technology, four Gas Insulated Sub Stations (GIS) are being constructed in Jaipur. EHV Sub Stations are being computerized. Supervisory Control and Data Acquisition (SCADA) and automation are also being introduced at a number of EHV Sub Stations.

Efficiency gain and reduction in T&D losses

- Reduce AT&C / T&D losses by aggressive implementation of Feeder Renovation Programme in a time bound manner.
- Work out the action plan for reducing the distribution losses to around 20% by 2008-09.
- Effectively implement RGGVY and reduce the gap between the cost of power supply to villages and the cost recovered as additional revenue.
- Achieve level of 50% of the cost of supply in respect of Agriculture tariff by 2011-12.

14.CAUSES OF CONCERN

Deteriorating financial position-

Though the govt. support in the shape of equity contribution, subsidy, interest free loan etc. has increased over the years as is evident from the history, on the revenue side, the financial position of the companies is being adversely affected on account of the following:

Purchase of power on very high cost say Rs. 7.64 per unit to meet the demand particularly in *Rabi* season against nominal subsidy from the Govt. on this account.

Increase in other expenditures due to hike in uncontrollable costs like coal/fuel cost, freight, interest and finance charges and establishment cost (due to implementation of 6th pay commission report at par with GoR).

Unprecedented increased level of incremental short term borrowing during 2007-08 (Rs. 3189 Cr.) and 2008-09 (Rs 3807 Cr.) by Discoms to meet this higher power purchase cost from bilateral, UI and energy exchange sources, which has not only exhausted the capacity of Discoms in further raising the funds for power purchase but resulted significant increase in interest liability which is serious cause of concern.

15.THE WAY FORWARD

The way forward looks only by way of accelerated approach in setting up additional generation capacity using those technologies and resources which have local resource, minimum gestation period and regulatory approvals. In the scenario presented, the focus needs to be made on WIND, BIOMASS, SOLAR and Natural gas based CC power plants.

This would facilitate the state to come out from the regular crises as availability of resources in the of state exists and regulatory approvals are available.

i) **Wind Energy**

On perusal of the state plan provisions for 11th plan, it is observed that the target for capacity addition in case of wind and biomass power were not defined. The financial statement confirms achievements to 88% as on date.

RERC lately in 2008 issued the regulation for wind and biomass power development and allowed capacity achievement of 1890 MW in wind and 234 MW in biomass within 11th plan.

The capacity addition, as envisaged in the regulation, fall short and need to be seriously taken care for achievements. RERC confirmed that application worth 6855 MW and 250 MW registered under wind and biomass policies are pending for implementation. The status of these applications and progress made by developers needs to be monitored for making up shortfalls within remaining period of plan.

To meet the power purchase obligations from Wind Energy as approved by RERC, the State Govt. should frame Policy for purchase of power from wind developers under Case II guidelines with phased development for 1000 MW. The wind plants have a very short gestation period and can be set up within six months period.

Under Case II policy, the bidders shall be chosen on the basis of discount offered from the base tariff of WTGs as approved by RERC. The feasible potential site for wind plants shall be provided by GOR on priority and assured grid connectivity shall be made.

ii) **Biomass Energy**

The total biomass potential estimated in the state is about 625 MW whereas only 86 MW capacity has been installed upto Oct 2010 and another 30 MW is expected to be added upto Mar 2012. At present, much of the biomass is going to the neighbouring states and to stop this flow of fuel and to provide impetus to the biomass based power developers, the GoR should frame a Policy guidelines which would ensure assured fuel supply to the developers through regulated price mechanism. This can be achieved through formation of Co-operative societies which would procure biomass from the local farmers and vendors, and then would ensure assured supply to the power plants.

The State Govt. can also allow use of 25% fossil fuel (max.) along with biomass which would ensure fuel supply even during drought conditions. The GoR can also invite developers to set up plants under Case I & Case II Policy.

iii) SOLAR ENERGY

For development of solar power projects under competitive bidding route and MOP, guide lines provides that cases are to be treated under case 1 or case 2 for purchase of R/E power through competitive bidding. Following inputs are essentially needed for a developer to bid.

- Site details with geometrical co ordinates
- Dependable Solar Radiation Data duly certified by MNRE / NREL / IMD
- Site specific arrangement for the transmission system and grid interface with infrastructure facilities
- Water allocation and source
- PPA facilitation and period with payment security mechanism
- In view of the prevailing guidelines in the state power sector, RVPNL has been functioning for taking such projects forward with the facilitation that state govt. shall extend financial guarantees to the developers on behalf of RVPNL.
- A reference is also required for the applicability of merit order dispatch, grid code, power exchange and banking etc. proviso for the development of such projects.

Development of Solar parks in the State

IIT Rajasthan started functioning at Jodhpur with an objective to be a centre of excellence for solar energy R&D. A separate SPV Cell needs to be set up under its flagship for the listed activities. Tasks as listed below could be assigned through GOR mandate to IIT.

- Solar resource assessment and potential mapping in the state
- Evaluation of technology options in SPV and CSP systems
- Solar thermal storage technology development
- Solar thermal integration with fossil fuel and hybrid operations
- Technical innovations for cost reduction and long term economic development
- Training of technical man power for long term sustained development
- Technical collaborations for development of manufacturing capabilities and indigenization of plants and machineries used in solar power generation
- Development of testing and technical evaluation facilities.

Establish Technical cooperation with NREL, NASA, IMD, Solar paces, and DLR for long term association in R&D activities.

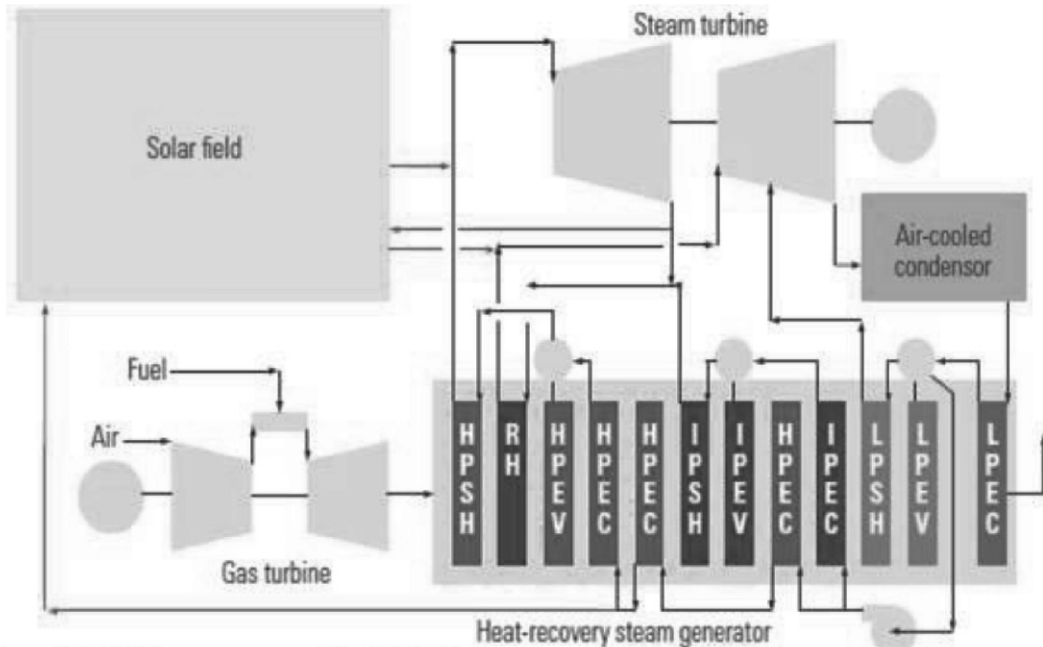
The development of renewable energy based i.e. Solar, Wind and Biomass will have the minimum gestation period as the process do not involve environment clearance and regulatory approvals as tariff structures are governed by appropriate Tariff Orders and Policies in place..

Setting up a SPV for Implementation of Mathania Project in ISCC mode:

The Mathania projects which once achieved financial closer and techno economic clearance of CEA in 2004 is the right candidate for development within GOR Draft Solar Policy 2010 by creation of a separate SPV. The cost economic work sheets and tariff as earlier approved by RVPNL and CEA could be updated for taking it forward. Below are the high lights for taking a lead and decision to implement the wonder project.

- Land is in possession with RRECL,
- Solar radiation data specific to the site have been recorded and authenticated by IMD / MNRE.
- TMY for 20 years have been worked out by Fitchner Solar.
- Grid Sub Station exists within the site. Project has all statutory clearances in place.
- 6 cusec water has been allocated from Rajeev Gandhi lift canal
- CEA has accorded techno economic clearance
- GAIL had carried out pipeline route survey and worked out feasibility on the cost economics consideration. GAIL accordingly are prepared to extend gas pipe line from Bhilwara and supply natural gas for the project as key GSA terms were agreed for the long term LNG supply.
- Gas has also been explored around Barmer and Jaisalmer by Cairns and focus Energy

Integrated Solar Combined Cycle Concept



Notes: HPEC: high-pressure economizer, HPEV: high-pressure evaporator, HPSH: high-pressure superheater, IPEC: intermediate-pressure economizer, IPSH: intermediate-pressure superheater, LPEC: low-pressure economizer, LPEV: low-pressure evaporator, LPSH: low-pressure superheater, RH: reheater.

Merits and advantage of approach on Hybrid Concept i.e. ISCC , CSP as solar block and Natural gas as fuel for combined cycle technology

- The plant will have higher conversion efficiency and load factor i.e. 85 %
- Capital cost will be low
- The plant will have constant load operation and life will be more
- **The tariff will be quite low compared to NVVN tariff under NSM and shall be affordable to the utilities.**
- **With the present update cost estimates based on CEA techno economical clearance of Mathania, (Gas cost @ \$ 5.6 / SCM) the cost for per unit of electricity works out to INR 4.00 - 4.30. This tariff is without any subsidy or incentive support is even lower than what is expected in NVVN-NTPC current bidding process i.e bundling of solar energy in thermal power**
- The plant could run as base load station
- The plant will meet the peak demand
- The concept will revolutionize the solar energy development in the Rajasthan
- Scope for development of plant on economy of scale to achieve grid parity in near time. It is worth mentioning that developers offered huge discount on CERC tariff which confirms to capital cost declined and crashed already.
- Thermal socks due to frequent start and shut off will be avoided and life will be extended
- Large scale exploitation of solar energy generation with this concept will meet growing energy needs and peak load demand of the State with sustainable development in Power Sector.

Availability of optimum solar potential, Water from Indira Gandhi Canal, Transmission system for power evacuation, abundant flat land with < 1 degree slope around Jodhpur and registration of applications worth 10000 MW Solar Projects, Jodhpur becomes a strong candidate justifying laying the gas pipeline for integration and implementation of ISCC Project at Mathania.

As regards arrangement for the natural gas, Govt. of Rajasthan earlier entered into gas corporation agreement with GAIL(India) Limited for development of gas grid in the state.

Further, GAIL is progressing on lying gas pipeline from Kota to Bhilwara. Looking to the potential demand for natural gas, for integration with CSP technology based solar power plant, extension of gas pipe line to Western Rajasthan is feasible.

It is to bring to notice that development of 5000 MW - 8000 MW CSP plant in ISCC mode around Jodhpur is feasible looking to the optimum solar radiation available, application already registered with RRECL and availability of time tested CSP technology at commercial scale. Such development will need 20-25 MMSCMD gas for its integration with the combined cycle technology.

In view of above GAIL may be persuaded (Detailed survey has been carried) to extend the gas pipeline from Bhilwara to Western Rajasthan with the available potential for development of CSP based power plant integrated with combined cycle technology using natural gas.

NOTE: GOR must immediately act and submit its justifiable strong demand for allocation of natural gas and essential technical clearances from CEA / MNRE for this integrated approach in ISCC mode.

Effective Tariff based bidding process may be prescribed for solar power projects and same is to be ascertained.

iv) Gas based Power Plants

Development of gas based power plant becomes most appropriate and preferred option for meeting the peak energy demand on following grounds

- The state has no resource for Coal
- Hydro potential has already been exploited
- Gas based power plant needs less water compared to coal based power plant
- The power produced is clean energy compared to coal power plant
- The CC gas power plant can be implemented in shortest time as the units are modular in nature depending on the frame size.
- Gas power plants are most suited for peak demand as it can be brought on full load in less than 10 minutes. The frequent load is possible on demand.

- Gail has already laid the pipe line and further approved upgradation to additional gas supply.
- Gas based power generation is qualified for CDM credits.
- The GOI has announced a policy for allocation of gas and issued guidelines for preferential allocation to the states which are power deficit and resources are limited.
- The GOR has issued state power policy vide notification no. F.7(6) Energy/04 dated 1.11 2010 for promotion of private investment for setting up power generation projects in Rajasthan.
- Suggested process for accelerated development for gas based power plant
- RERC to issue a separate regulation for a minimum 1500 MW capacity addition in remaining period of 11th plan and 12th plan through CC natural gas based power plants under case I and case II bidding.
- GOR to get special allocation of 15 -20 mmscmd of natural gas from MOP, GOI at the administered rate for long term supply arrangements.
- The bid document for case I and II could be finalised in line with CEA.
- GOR should identify and reserve sufficient land , water and transmission system.

In lieu of state commitment for the land, water and transmission system and long term gas availability at reserved price, developers may be asked to supply 50% power at the rate determined through the process and approved by RERC. However the developer who offers a minimum power of 20- 25% on variable cost (Fuel pass through + O&M) shall be given priority and preference. This will entail GOR for the assured development to reduce supply demand gap.

In view of above, the State need to focus and plan to set a separate portfolio in RENEWABLE ENERGY for setting up of 1000- 1500 MW Wind Energy, 500 MW Biomass plants & 5000 MW Solar based power plants under State Sector in remaining period of 11th Plan & 12th Plan.

A separate portfolio for natural gas exploration, setting up gas grid network, and setting up 2500 MW capacity addition will provide remedy for dealing peak power shortage.

NOTE: Allow the equity provision to the extent of 25% to 30% of the plan expenditure and authorize RERC / RVUNL for taking up the accelerated development of Renewable energy and Natural gas based projects in the state. This will result into bringing power produced by Wind, Biomass, Solar and natural gas projects within affordability and achieve grid parity at faster rate.

The plan, specific to procure additional power required for meeting demand during coming Rabi season be separately worked out in consultation with the Power Companies and Energy department.

16.The Road Map for capacity achievement of 22000MW till end of 12th PLAN

Resource	Potential in the state (MW)	Capacity proposed (MW)	Cost /MW (Rs. crores)	Plan outlay (Rs. crores)	Time frame	Remarks
Coal	Nil	10000-12000	5	60000	7 years	Plants proposed at pit heads
Gas	2500	2500	4.5	11250	5 years	Plants proposed along the gas pipeline and water source
Solar	50000	5000	12	60000	7 years	Plants proposed in Solar zone
Wind	6000	2500	5	12500	5 years	Plants proposed at potential sites
Biomass	960	350	5	1750	3 years	Plants proposed on Biomass rich districts

Note:

- Plan outlay should have provision for T&D requirement @50% of the generation project cost.
- The development need to be investment friendly and strictly designed in line with Regulatory frame work , Electricity Act 2003, CEA guidelines and state policies
- Man Power Resource Requirement

In view of a huge additional capacity requirement of 22000 MW envisaged to be achieved in the state power sector portfolio, adequate arrangement to develop man power resource in Technical, Managerial, Financial Management, O&M, EPC, Civil and Structures on war footings is strongly recommend in order to take this great challenge to put the state ahead of other states in the country. There will be more chances of failure on this account if the arrangement for professional human resource requirement is overlooked.

Outlay & Expenditure

(11th Five Year Plan 2007-12)

(Rs in Lacs)

S. No.	Name of the Programme/ Scheme	Funding Agency	Total Outlay (2007-12)			3 years Total Outlay (2007-10) (upto 31-03-2010)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-2010) (12 to 9)
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13
I	Power Companies											
A.	Raj. Rajya Vidyut Utpadan Nigam Limited	State	1144300.00		1144300.00	867000.01		867000.01	766183.00		766183.00	88.37
B.	Raj. Rajya Vidyut Prasaran Nigam Ltd.	State	460000.00		460000.00	267997.18		267997.18	263046.00		263046.00	98.15
C.	Raj. Rajya Vidyut Vitran Nigam Ltd.											
a.	Jaipur	State	253000.00		253000.00	245398.45		245398.45	274513.00		274513.00	111.86
b.	Ajmer	State	228200.00		228200.00	211099.95		211099.95	222384.00		222384.00	105.35
c.	Jodhpur	State	235000.00		235000.00	181799.45		181799.45	228223.98		228223.98	125.54
	Total - C		716200.00	0.00	716200.00	638297.85	0.00	638297.85	725120.98	0.00	725120.98	113.60
D.	APDRP	State	38500.00		38500.00	17000.11		17000.11	17000.00		17000.00	100.00
E.	FRP (Transitional Cash Support)											
i.	Jaipur Discom	State				69267.03		69267.03	43667.00		43667.00	63.04
ii.	Jodhpur Discom	State	200000.00		200000.00	23099.03		23099.03	34299.00		34299.00	148.49
iii.	Ajmer Discom	State				27634.03		27634.03	42034.00		42034.00	152.11
	Total E		200000.00	0.00	200000.00	120000.09	0.00	120000.09	120000.00	0.00	120000.00	100.00
F.	Interest Free Loan/Grant for Power Purchase in Rabi Season	State				18000.00		18000.00	33000.00		33000.00	183.33
	Total - Power Companies		2559000.00	0.00	2559000.00	1928295.24	0.00	1928295.24	1924349.98	0.00	1924349.98	99.80
II	RREC	State/Cen.	1675.05		1675.05	847.01	2326.02	3173.03	672.00	1955.52	2627.52	82.81
	Total -- Power		2560675.05	0.00	2560675.05	1929142.25	2326.02	1931468.27	1925021.98	1955.52	1926977.50	99.77

**Physical Targets & Achievements
(11th Five Year Plan 2007-12)**

POWER

Sr. No.	Name of the Programme/ Scheme	Level / Ind.	Units of Physical Targets	Eleventh Plan 2007-12 Targets	2007-08	2008-09	2009-10	3 years Physical Targets (2007-10) (upto 31-03-10)	2007-08	2008-09	2009-10	3 years Physical ach. (2007-10) (upto 31-03-2010)	% Ach. (13 to 9)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Installed Capacity												
i.	Wind Power	ind.	MW		NF	NF	NF		70.46	199.60	350	620.06	
ii.	KTPS stage V Unit VII	ind.	MW	195			195	195			195	195	100.00
iii.	Chhabra TPS Sgage I Unit I	ind.	MW	500			500	500			250	250	50.00
iv.	RAPP (1X220) Unit V & VI	ind.	MW				NF				88	88	
v.	Bio-mass	ind.	MW				NF				28	28	
vi.	Gas Power Project	ind.	MW				NF				135	135	
vii.	Dholpur Combined Cycle Power Project unit II	ind.	MW		110			110	110.00			110	100.00
viii.	Dholpur STPP unit III	ind.	MW		110			110	110.00			110	100.00
ix.	Eastern Region (in lieu of Tala)	ind.	MW		NF				56.63			56.63	
x.	Giral Stage I Unit II	ind.	MW			125		125		125.00		125	100.00
xi.	Kahalgaon Stage II	ind.	MW			NF				24.30		24.3	
xii.	STPS Stage IV unit VI	ind.	MW	250		250		250		250.00		250	100.00
	Total 1				220	375	695	1290	347	599	1046	1992	154.42
2	Transmission Lines-400 KV		CKms	2445	485.00	600.00	500.00	1585.00	295.20	422.24	587.55	1304.99	82.33
3	Transmission Lines-220 KV												
i.	Lines Length (S/C)		C Kms	2950	500.00	450.00	500.00	1450.00	432.94	469.70	746.08	1648.72	113.70
ii.	Sub-Station		MVA/No	2600/26	300/3	500/5	500/5		250/3	500/5	500/5		

1	2	3	4	5	6	7	8	9	10	11	12	13	14
4	Transmission Lines-132 KV												
i.	Lines Length (S/C)		C Kms	1750	300.00	350.00	350.00	1000.00	234.02	524.78	417.70	1176.5	117.65
ii.	Sub-Station		MVA/No	1875/75	300/12	300/12	425/15		300/12	375/12	375/15		
5	Augmentation of Sub Station Capacity		MVA	5000	600	800	750	2150.00	521	1700	1945	4166	193.77
6	Sub Transmission Lines - 33 KV												
i.	Line Length		C Kms	7279.5	1500.00	1511.00	1400	4411.00	1461.87	1565.93	1441	4468.8	101.31
ii.	Sub Station		MVA.	3284	NF	NF	840		827.70	1020/211	1210		
7	Rural Electrification												
i.	Villages Electrified		Nos.	2045	407	400	1146	1953.00	479	351	747	1577	80.75
ii.	Wells Energised		Nos.	130550	30000	90000	60000	180000	29764	79271	66848	175883	97.71
B.	RREC - Domestic Lighting System		Nos.	24725	3956	NF	15045	19001	3980	12168	14678	30826	162.24
A.	Irrigation												
1	Irrigation Potential Created												
i.	Major Projects												
a.	IGNP	Ind.	Hect.		37000	20200	27500	84700	4304	8817	17850	30971	36.57
b.	Narmada	Ind.	Hect.		55460	85570	4000	181030	55465	45000	42000	142465	78.70
c.	Bisalpur	Ind.	Hect.		800	500		1590	500	200		1590	100.00
d.	Ratanpura Distributory	Ind.	Hect.		1590				1590			157371	64.33
	Sub -Total ii				94850	106270	46404	244634	61859	54017	43785		
ii.	Medium Irrigation Works	Ind.	Hect.		9200	8050	2000		9466				
iii.	Multipurpose Irrigation Works	Ind.	Hect.		1543				1105				
iv	Minor Irrigation Works	Ind.	Hect.		5000	12610	5000	22610	11011	5867	2994	19872	87.89
iv	Modernisation-Gang Canal	Ind.	Hect.		20150	16570	11000	47720	10150	7000	4010	21160	44.34
	Total Irrigation Potential Created					130743	143500	60404	312964	93591	66884	50789	84.08
2	IGNP												
i	Lining of Distributory System-Stage II	Ind.	Kms		49.00	34.82	30.56	114.32	11.80	22.42	6.79	41.03	35.89

Chapter - 6

Education

Summary

Broad objectives in Elementary Education Sector in the XIth Plan were as under:

Focus of Eleventh Five year Plan

- Ensuring 100% enrolment.
- Child-teacher ratio, at 1:40.
- Providing infra-structural requirements to all schools
- Ensuring community participation in school development programmes.
- Raising all primary schools upto upper primary level.
- Dropout to be brought down to the minimal level (Less than 10%).
- Stress on quality education.
- Classroom process to be improved.
- Evaluation system to be made child-friendly.
- Trained and motivated teachers.

Financial Parameters:

Although overall shortfalls in Financial Outlays and Expenditure for the XIth Plan (2007-12) as compared to achievements during the first three years of the plan (2007-10) is only 20.63 % but this is because of the overfills in Sarva Shiksha Abhiyan and Distt. Institute of Education & Training (DIET), there have been major shortfalls in the programmes relating to: Female Para Teachers, Class I-V (Primary School), Improve Transition from Ele.to Sec. Education for Girls, Madarsa Para Teachers and Madarsa Board. Major concentration appears to have gone to Sarva Shiksha Abhiyan where there have been overfills in the three year expenditure.

Physical targets & achievements

Direct linkage with the Outlays and Physical targets is not established.

Overall achievement in the physical targets in the three year plan period (2007-10) has been about 90% which means that in the remaining two year period of the plan the physical achievement would be higher than XIth plan projections.

The critical Challenge

The critical challenge of Eleventh Plan strategy to achieve a paradigm shift from the access to quality, research and surveys done by NCERT, ASER and SSA on student learning and achievement have shown poor progress in elementary education quality and outcomes.

Important Problem Areas

1. The gender gap still poses as a great challenge to the coveted goal of UEE and similarly the gap at the upper primary level is also a major concern.
2. Dropout has come down, though factors responsible for higher rate of drop out among girls at the upper primary level, continue to exist.
3. Teacher shortages and single teacher schools have severely undermined the achievement of quality education. The onus of involving teachers in non teaching activities such as census survey, election duties, household surveys, and supervision of midday meals has been a demotivating factor as more than half of the teachers expressed disinterest in such activities.
4. While there has been a vast improvement in addressing infrastructural deficits, the state continue to face shortages in terms of adequate number of classrooms, separate toilet facilities for girls, blackboards, drinking water and electricity.

Suggestions

1. There is a need to open more upper primary schools and develop stronger linkages of pre-primary schools with primary schools in villages in order to improve retention and reduce girl dropouts. The problem of dropouts/out of school children due to seasonal migration needs to be addressed by reforming the schools curriculum to make it more child friendly, multi-lingual schools with multi-graded textbooks and designing academic calendar in sync with migratory seasons including realigning vacations in migration prone communities.
2. Transport facilities for children living in remote habitations or unserved habitations in rural areas.
3. Introduction of biometric systems of recording teacher attendance and monitoring by cluster resource officials.
4. Non teaching activities of teachers to be reduced, recruitment of trained teachers to reduce vacancies and unfavorable PTRs. Opinion and views of teachers should be sought in curriculum construction and in developing district plans.
5. Teacher training to be reoriented towards use of improved methods of teaching, multi-grade teaching, sensitivity towards children with disabilities and to make punishment and exception rather than a rule to discipline children.
6. Infrastructure shortages such as lack of blackboards, drinking water, separate toilets for girls, shortage of classrooms, boundary walls/fencing to be addressed. Government aided schools in rented buildings to be funded for repair and maintenance to improve school environment.
7. District level monitoring committees to include members from DIET, NGOs and subject experts. Monitoring of quality to be made mandatory.

Education

Appraisal Report

Elementary Education in Rajasthan

The State has made significant progress in the realm of elementary education in the last one decade primarily as a result of the rapid expansion and innovative programmes like Lok Jumbish, Shiksha Karmi Project, District Primary Education Programme (DPEP), Janshala and Sarva Shiksha Abhiyaan (SSA). These programmes have induced innovations in teaching-learning processes and emphasis on result-oriented training of teachers along with an expansion in the infrastructural and institutional facilities thus creating a favorable environment to give a boost to universalisation of elementary education.

In the eleventh five year plan the state government spells the importance of education as the most critical element for empowerment of people and expresses the focus on expansion of educational facilities, quality in teaching and learning and improvement in access, coverage and retention ratio in schools as a major task for the plan.

Focus of Eleventh Five year Plan

- ☑ Ensuring 100% enrolment.
- ☑ Child-teacher ratio, at 1:40.
- ☑ Providing infra-structural requirements to all schools
- ☑ Ensuring community participation in school development programmes.
- ☑ Raising all primary schools upto upper primary level.
- ☑ Dropout to be brought down to the minimal level (Less than 10%).
- ☑ Stress on quality education.
- ☑ Classroom process to be improved.
- ☑ Evaluation system to be made child-friendly.
- ☑ Trained and motivated teachers.
- ☑ Strengthening of State level resource centres
- ☑ Use of IT in school education
- ☑ Elimination of Regional disparities
- ☑ Bridging the gap in gender disparity
- ☑ Competency level to be at least 80% children getting more than 60% marks

Financial Achievements

In the tenth plan the Social and Community services had the highest priority in outlay and actual expenditure with a share of 30 per cent in this sector. The following Table gives a comparative picture about Plan outlays and expenditure across the 10th and 11th Five Year Plans, for the advancement in elementary education.

Table - 1
Comparative Picture of Outlays, Expenditure under 10th and 11th Five Year Plans – Elementary Education

Five Year Plan	Total outlays		Expenditure	% of Expenditure
	Planned	Revised		
10 th Five Year Plan (2002-2007)	130576.95	-	146793.32	112.42%
11 th Five Year Plan (2007-2012)	224492.01	-	-	
2007-08	31827.01	47110.65	46332.24	98.34
2008-09	64180.99	66658.33	66711.05	100.07
2009-10	60500.01	76813.56	71730.37	93.38
3 Yrs Total Outlay (2007-10)	156508.01		184773.66	118.06

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

The elementary education sector has been given the prime importance in the 11th Five Year Plan with stress on the successful implementation of Sarva Shiksha Abhiyan. Continuing the trend of the tenth plan the eleventh plan also proposes an outlay of about 28.33% of the total plan outlay to the social and community service sector.

- Till 2010, 84% of the total budgetary allocation for the entire plan period has been utilized. The plan outlay for the years 2007-10 was Rs. 1,56,508.01 lakhs but the expenditure during this period came to Rs. 1,84,773.66 lakhs i.e. 118.06% of the outlay. The expenditure was less than the plan outlay for this period.
- The headwise details of the financial summary reveals a satisfactory picture as most of the heads show more than the average expenditure. However the largest head of the Sarva Shiksha Abhiyaan reveals a mixed picture. The following table gives a detailed account of outlay and expenditure under the tenth and eleventh five year plan:

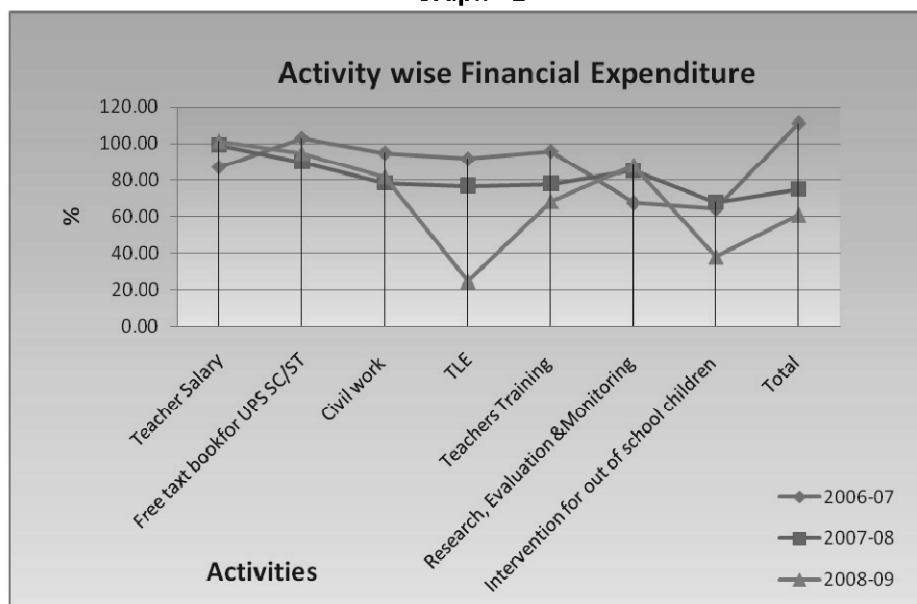
Table - 2

Financial Performance Under SSA(Including NPEGEL and KGBV) Rajasthan
(Rs. in Crore)

S. N.	Year	Total Release	Total Expenditure	Percentage Expenditure
1.	2002-03	77.23	36.84	47.70
2.	2003-04	215.07	220.29	102.43
3.	2004-05	335.43	385.89	115.04
4.	2005-06	753.66	743.81	98.67
5.	2006-07	1041.84	1106.32	106.19
6.	X Plan Total	2423.23	2492.75	102.87
7.	2007-08	1598.95	1391.22	87.01
8.	2008-09	1798.29	1628.86	90.58
9.	2009-10 (Apr'10)	2000.50	1998.93	99.00

- Headwise analysis of the outlay and expenditure account reveals that the expenditure under the Teacher Learning Equipment (TLE), Teacher Training, Innovation, Intervention for Out of School Children, NPEGEL and KGBV continues to be dismally low (40-60% of the planned outlay) throughout the plan period. This is well reflected in the physical achievement as Out of School Children, teacher training and innovation in teaching still persists to be a great challenge.

Graph - 1



Releases

Programs	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
SSA	215.07	335.43	753.66	1041.84	1318.05	1582.82	1908.43
NPEGEL	5.00	6.66	20.44	7.03	100.80	55.01	18.15
KGBV	–	3.51	1.17	33.85	–	66.02	37.24
Total	220.07	345.60	775.27	1082.72	1418.85	1703.85	1963.82

Expenditure

Programs	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
SSA	220.29	385.89	743.81	1106.32	1268.03	1565.96	1954.99
NPEGEL	2.69	10.40	15.03	10.60	97.76	30.35	9.42
KGBV	–	–	3.01	9.48	25.44	32.55	34.52
Total	222.98	396.29	761.85	1126.40	1391.23	1628.86	1998.93

The following table 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
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	109.29	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	2000	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
2009-10	1-5 (Total)	6220	6021	12241	4845	4180	9025	77.89	69.42	73.72
	SC	1335	1203	2538	985	842	1827	73.78	69.99	71.99
	ST	1065	935	1393	718	615	1333	67.42	65.78	66.65
	6-8 (Total)	1927	1864	3791	1813	1360	3173	94.08	72.96	83.70
	SC	423	262	685	378	261	639	89.36	99.62	93.28
	ST	284	193	477	239	168	407	84.15	87.05	85.32

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

District Information on School Education (DISE) is the primary source of data on various aspects of education. DISE data for the year 2009-10 (September 2010) on availability of schools and enrolment depicts that the State has 1,06,117 PS and UPS Schools, with 23.9% being in the private sector. However, at UPS level 37.1% schools, more than every third UPS, is in the private sector.

Table - 4
Total No. of Schools

SN	Year	Govt. School			Pvt. School			Total		
		PS	UPS	Total	PS	UPS	Total	PS	UPS	Total
1	2005-06	56237	21869	78106	5308	13790	19098	61545	35659	97204
2	2006-07	55128	24197	79325	5085	16510	21595	60213	40707	100920
3	2007-08	52694	27762	80456	5366	18209	23575	58060	45971	104031
4	2008-09	46373	34328	80701	5152	19823	24975	51525	54151	105676
5	2009-10	45752	34923	80675	4856	20586	25442	50608	55509	106117

It would be seen that during this period there has been an increase of 13,054 schools at UPS level in Government sector. As some of the PSs were also upgraded to UPS level, total increase in the number of schools has been 2,569. In the private sector, there has been an increase of 6,033 UPS and 5,877 in total schools.

Table - 5
Total Enrolment (In Lakh)

S.N	Year	Boys			Girls			Total		
		PS	UPS	Total	PS	UPS	Total	PS	UPS	Total
1	2005-06	47.52	18.17	65.69	41.77	11.21	52.99	89.29	29.38	118.67
2	2006-07	48.77	19.82	68.59	42.84	13.29	56.14	91.62	33.12	124.74
3	2007-08	47.05	20.34	67.39	41.03	14.05	55.08	88.08	34.39	122.47
4	2008-09	46.90	20.75	67.65	40.51	14.88	55.39	87.41	35.63	123.04
5	2009-10	46.26	20.34	66.60	40.27	15.13	55.40	86.53	35.47	122.00

Table - 6
Total Enrolment by Govt. Management (in Lakhs)

S.N.	Year	Boys			Girls			Total		
		PS	UPS	Total	PS	UPS	Total	PS	UPS	Total
1.	2006-07	32.69	12.04	44.73	32.57	9.16	41.73	65.25	21.21	86.46
2.	2007-08	30.08	11.54	41.62	30.33	9.29	39.62	60.41	20.83	81.24
3.	2008-09	28.47	11.08	39.55	28.60	9.44	38.04	57.07	20.53	77.60
4.	2009-10	26.97	10.46	37.43	27.27	9.21	36.48	54.24	19.67	73.91

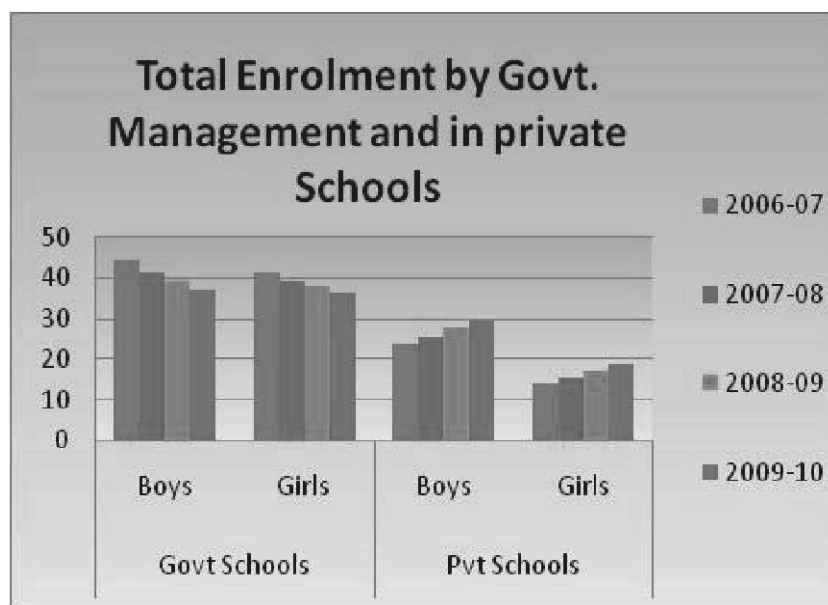
Table - 7
Enrolment in Private Schools (in Lakhs)

S.N	Year	Boys			Girls			Total		
		PS	UPS	Total	PS	UPS	Total	PS	UPS	Total
1.	2006-07	16.08	7.78	23.86	12.28	4.13	14.41	26.36	11.91	38.27
2.	2007-08	16.97	8.80	25.77	10.70	4.75	15.45	27.67	13.55	41.22
3.	2008-09	18.43	9.67	28.10	11.91	5.43	17.34	30.35	15.10	45.45
4.	2009-10	19.28	10.46	29.74	13.00	5.93	18.93	32.29	15.81	48.10

Analysis of school and enrolment statistics in the last 5 years shows that:

- i. Enrolment at elementary level has increased from 118.68 lakh in 2005-06 to 123.05 lakh in 2008-09, an increase of 4.36 lakh over 3 years or less than 1.5 lakh per year.
- ii. *Enrolment in Government schools has declined by 9.64 lakh while enrolment in private schools has increased by 14 lakh.*
- iii. Enrolment at primary school level has *declined* by 1.88 lakh with *reduction* of 10.62 lakh in Government schools and an *increase* of 8.74 lakh in private schools.
- iv. Enrolment in UPS schools has *increased* by 6.24 lakh with *increase* of 0.98 lakh in Government schools and *increase* of 5.26 lakh in private schools.
- v. Average student per Government UPS school has declined from nearly 90 in 2005-06 to under 60 in 2008-09, whereas average student per private UPS school increased from 71 in 2005-06 to 76 in 2008-09.
- vi. Share of private schools in enrolment at elementary level has *increased* from 26.5% in 2005-06 to 36.9% in 2008-09. Enrolment in private schools has *increased* by 44.5% against a *reduction* of 11% in Government schools during this period.
- vii. Private schools have a share of 42.4% in the enrolment at UPS level.

Graph - 2



It may be concluded here that despite all the efforts, it is seen that expansion of Government schools has not succeeded in attracting or retaining students.

Monitorable Indicators

The following parameters are taken up for an evaluative analysis of education sector in Rajasthan:

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

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 seen that there is a constant improvement in the the literacy rate in Rajasthan since 1951.

Table - 8

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

The growth was both among the male and female, though for male it was much faster.

Out of 32 districts in Rajasthan, only 7 districts, 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 low among the SCs and STs though there is considerable upsurge among males in this context. Hence, there should be a continued stress to bring about gender equality along with equal opportunities for children of the marginalized sections - SCs, STs and minorities.

Table - 9
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.

Retention and Transition

In order to achieve the goal of ensuring elementary education to every child, it is necessary that not only every child in the school going age is enrolled, but, perhaps more importantly, every child completes elementary education. Following table shows survival rate at elementary level (proportion of children enrolled in Class 1 who manage to reach next classes).

Table - 10

Survival Rate at Elementary Level

(No. in lakh)

Class	Total	% of Class 1	Boys	% of Class1	Girls	% of Class1	SC	% of Class 1	ST	% of Class1
1	22.83		12.25		10.59		4.60		3.93	
2	18.98	83.1	10.05	82.0	8.92	84.2	3.89	84.6	3.07	78.1
3	16.80	73.6	8.96	73.1	7.84	74.0	3.41	74.1	2.63	66.9
4	14.89	65.2	8.02	65.5	6.86	64.8	2.94	63.9	2.24	57.0
5	13.92	61.0	7.62	62.2	6.29	59.4	2.66	57.8	2.05	52.2
6	12.71	55.7	7.26	59.3	5.44	51.4	2.39	52.0	1.69	43.0
7	11.31	49.5	6.57	53.6	4.74	44.8	2.01	43.9	1.45	36.9
8	11.61	50.9	6.91	56.4	4.69	44.3	2.00	43.5	1.48	37.7

(Source DISE 2008-09)

It would be seen that enrolment in class 5 is only 61% of the Class 1 level, and 59.4% for girls, 57.8% among SC and only 52.2% among ST. Transition rate to Class 6 among STs is only 43%

Analysis of transition of students to next class at elementary level, in the table below, shows that, there is a steady decline in enrolment at each next class. While a slightly higher drop out in case of girls and STs is observed, broad trends are similar across all categories, suggesting that lesser progression to higher classes is perhaps linked with the quality of teaching than due to lack of access or social issues.

Observations of the Joint Review Mission Reports, GoI (2008, 2009 and 2010) on Retention

- Student Attendance Rates have shown improvement over times
- Drop Out Still a Challenge
- A need for Focus on low performing districts
- In Rajasthan girls continue to transit to UPS at significantly lower rates than boys (6%). This situation merit investigation and specific action

Dropout and out of School Children

Table - 11

Drop Out Rate at Various Classes

(No. in lakh)

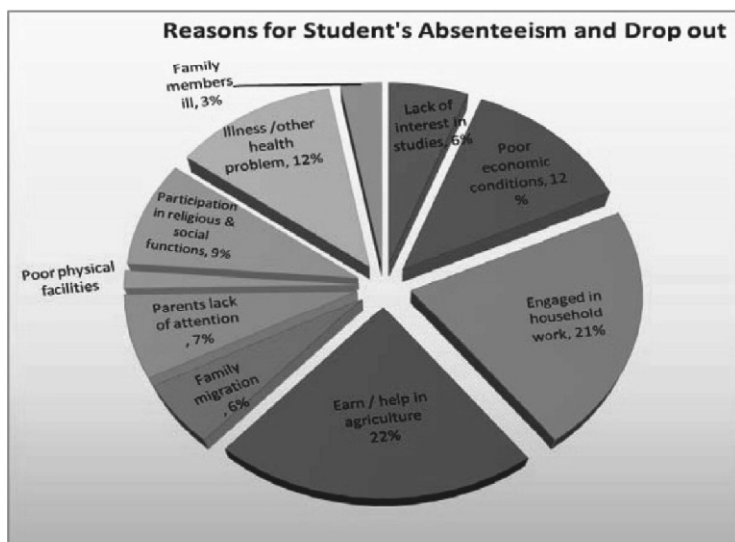
Class	Total	% of pre. class	Boys	% of pre. Class	Girls	% of pre. class	SC	% of pre. class	ST	% of pre. class
1	22.83		12.25		10.59		4.60		3.93	
2	18.98	83.1	10.05	82.0	8.92	84.2	3.89	84.6	3.07	78.1
3	16.80	88.5	8.96	89.2	7.84	87.9	3.41	87.7	2.63	85.6
4	14.89	88.9	8.02	89.5	6.86	87.5	2.94	86.2	2.24	85.2
5	13.92	93.5	7.62	95.0	6.29	91.7	2.66	90.5	2.05	91.5
6	12.71	91.3	7.26	95.3	5.44	86.5	2.39	89.8	1.69	82.4
7	11.31	89.0	6.57	90.5	4.74	87.1	2.01	84.1	1.45	85.8
8	11.61	102.7	6.91	105.2	4.69	98.9	2.00	99.5	1.48	102.0

(Source DISE 2008-09)

Dropout rate for class 1-5, (on year to year basis) level is reported as 10.09%. Trend of survival and transition rates indicate that problem of drop out is not due to only to the transition from primary to upper primary level and non-availability of UPS in close vicinity but is obviously due to children dropping out at every class. It has not been possible to retain the children who had entered the formal schooling system.

While there may also be sociological causes behind this, particularly in case of girls at UPS level, the importance of quality of learning while in school and learning level achievement needs to be underscored. 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, since 100% enrolment has been the objective. Presently the dropout rate is 10.09% which is far more than the other States like Himachal Pradesh (2.62), Haryana (4.40) and Punjab (5.45).

Graph - 3



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.

Out of School Children & Children with Special Needs

Data on out of school children and children with special needs identified in the last 4 years is shown in the following table:

Table - 12
Out of School and Children with Special Needs

S.No	Year	Out Of School Children			Enrolment CWSN		
		Drop Out	Never Enrolled	Total OoSC	Enrolled	Out of School	Total
1	2005-06	150240	61604	211,874	155465	9221	174999
2	2006-07	118699	45982	164,681	237661	11805	249466
3	2007-08	425143	104031	163,319	164797	12229	177026
4	2008-09	65302	26424	91,726	134947	5973	140920

Number of Out of School children is estimated in DISE 2008-09 as 91,726. According to Annual Status of School Education (Rural), 2008, 7.1% of children in the age group 6-14 in Rajasthan were out of school against All India average of 4.3%. Rajasthan had the highest proportion except Orissa (7.2%). Rajasthan and UP are the only two among major states to have recorded an increase since 2007. In the age group 11-14, 10% of children are estimated to be out of school. Rajasthan is again only behind Orissa (10.5%). With this estimate, number of out of school children could be around 10 lakh in view of 6-14 age population of 1.42 crore.

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.

Observations of the Joint Review Mission Reports, GoI (2009, 2009 and 2010) on Bridging Gender and Social Gaps

- The proportion of girl in OOSC is over 60% in Rajasthan (a special mention)
- Non Availability of Toilets for Girls
- Lesser proportion of Female Teachers
- Research about the existing practices to understand the equity issues
- Capacity Building of all levels for CWSN
- Need for including the OOSC in slums and urban deprived areas

Teacher's Availability and Capacity Building

The teachers constitute the main onus to universalize quality elementary education. Their capacity building is an essential component of school's performance in terms of quality and a significant parameter in the context 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, 460198 teachers working in Government and private primary and upper primary schools (as per the figures of the year 2009-10). The number of teachers working in Government primary and upper primary schools comes to 276870. The following table gives the numerical strength of teachers in government primary and upper primary schools by gender.

Table - 13**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
110706	47833	197845	49924	18996	79025	160630	66829	276870	31.0	28.4	28.5

Training of teachers is integral to quality of education. SSA has strong focus on trainings. SSA envisages training for 20 days every year for every teacher. However, most training are organised locally using resource persons who have in turn been trained by Master Trainers. The following tables show the number of teachers covered under the various training programmes in the past 4 years:

Table - 14**Number of Teachers Trained**

S. N.	Year	Number of Teachers Trained	% of Total Teachers Trained
1	2005-06	124,197	64.68
2	2006-07	222,898	90.55
3	2007-08	214,421	80.90
4	2008-09	255,992	84.66

The above tables indicate that:

- It is a matter of concern that female teachers constitute only 28.51% of the total teaching community.
- Studies on the Effectiveness of BRCs and CRCs conducted by the MHRD, GoI indicate that these trainings have become routinised and do not seem to be adding any significant value. There are no new learnings SIERT and DIETs, the two main institutions for training and capacity building in education, are not fully involved in various training and capacity building initiatives under SSA. As a result, most trainings are organised locally using Master Trainers and have become ineffective. EDUSAT infrastructure has hardly been put to use.
- Monitoring and supervision of training activities being poor, there is no effective mechanism for feed-back.
- Training modules would need to be revised by the SIERT and DIETs. New modules for learning through innovative methods such as Activity based Learning (ABL) need to be developed. Capacity building and training in new methods of teaching would hold the key to qualitative improvement in teaching. The duration of the training programme too is short, with no time for an interactive relationship between the trainer and the trainees.

- In the study 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.

Observations of the Joint Review Mission Reports, GoI (2008, 2009 and 2010) on Access to EE

- Breaking the social and quality barrier for the “last mile child” the Schools should have adequate functional and maintained learning conditions
- Rajasthan alongwith UP, Bihar, West Bengal and Orissa constitute more than three-fourth of Out of School Children of the country.
- Large number of private unaided schools at upper primary level with more than 60% of children attending private schools.
- Access and Quality Goals hinges on the Quality of Education. It is necessary to fore ground quality and weave access and equity into quality. Access has no meaning with quality and functionality.
- Large Number of Single Teacher Schools in the State
- Basic amenities like functional toilets and drinking water lacking in many

Infrastructural Facilities

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 - 15

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.**

Mid Day Meal

MDMS is 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.

The scheme from January 2006 is being implemented under PPP scheme with 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. The Government has also set up a Mid Day Meal Trust to facilitate the involvement of the willing Trusts and Foundations in 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.

Table - 16

Utilization of funds against the Outlay and Target during the X and XI (2007-09)

Five year Plan

(In lakhs)

Plan Period	Financial			Physical		
	Outlay	Expenditure	% of Utilisation	Target	Achievement	% of Achievement
2002-07 (10 th Plan)	66000.00	58142.22	88%	-	76.78	100%
2007-08 (11 th Plan)	32900.00*	32900.00	100.00	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

* Release GoR to Department

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%.

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 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.

Quality of Education – Learning Levels

While investment and interventions made in the past few years have significantly improved access to elementary education by opening new schools, making more teachers available, providing requisite infrastructure in schools but improvements in learning levels have not taken place. Learning levels seem to be either stagnating or, still worse, declining. Annual Status of Education (Rural) Reports has been tracking developments in the elementary education across states for the past five years. Findings in reading and mathematical skills for Rajasthan and India are summarised in the following tables.

Table - 17

- Annual Status of Education Report (ASER) : Learning Levels – Reading Skills**

% Children from Class I-VIII who can read

	Year	Nothing	Letter	Word	Std. I Level	Std. II Level	Total
INDIA	2007	8.0	16.1	17.1	17.2	41.6	100
	2008	9.0	16.4	15.6	18.0	41.0	100
	2009	7.6	16.8	16.7	18.9	40.1	100
RAJASTHAN	2007	9.6	17.4	16.6	15.7	40.8	100
	2008	11.1	17.1	13.8	16.4	41.6	100
	2009	8.7	18.6	15.8	17.6	39.3	100

Table - 18
% Children from Class I-VIII who can

	Year	Nothing	Recognise No.		Subtract	Divide	Tell Time	Do currency tasks
			1-9	10-99				
INDIA	2007	8.2	16.7	22.0	23.1	30.1	N.A.	N.A.
	2008	8.8	18.4	22.4	22.5	27.9	46.4	66.6
	2009	7.6	17.4	22.1	23.4	29.4	N.A	N.A
RAJASTHAN	2007	9.6	18.6	20.3	20.2	31.3	N.A.	N.A.
	2008	11.0	20.5	19.7	19.5	29.3	48.4	64.0
	2009	8.8	19.8	20.1	20.7	30.5	N.A	N.A

It would be seen that while learning levels in the State are close to national levels, there have been no significant improvements in the learning levels.

- **National Achievement Survey**

Results of the National Achievement Surveys conducted by the NCERT for the assessment of learning achievements of children in elementary education also show similar results not only in Rajasthan but Indeed across India.

Table - 19

Results of National Achievement Survey

S.N	Class/Subject	Rajasthan		India	
		Round 1	Round 2	Round 1	Round 2
1	Class 3				
a	Maths	56.79	58.19	58.25	61.89
b	Language	61.48	64.25	63.12	67.84
2	Class 5				
a	Maths	49.37	47.56	46.51	48.46
b	Language	60.65	59.72	58.87	60.31
c	EVS	50.77	50.19	50.30	52.19
3	Class 8				
a	Maths	31.06	42.52	39.17	42.57
b	Language	49.90	56.72	53.86	56.49
c	Science	33.15	41.50	41.30	42.71
d	Soc. Studies	41.99	48.42	46.19	47.89

(Round 1: 2001-02 for Class V and 2003-04 for Class III & VIII. Round-2: 2005-06 for Class III and 2007-08 for Class III & VIII)

Learning levels in Class seem to have declined over this period. In Class 3 improvements in the State are less than National average while in Class 8 improvements are higher and the levels are close to National average.

• **Quality Assessment - SSA**

Quality Assessment undertaken in SSA found 46.2% schools in 'D' and 'E' category in 2006-07. Corresponding figure for 2007-08 and 2008-09 were 36.37% and 17.77% respectively as shown in the following table. Sharp improvement in 2008-09 is not corroborated with other assessments and is possibly due to the realisation that QAP results were being used for grading schools.

Table - 20
Quality Assurance Findings under SSA

Grade	Achievement in %	No. of School in Percentage		
		2006-07	2007-08	2008-09
A	80 % & above	09.80	16.60	19.4
B	65 to 79%	19.80	22.06	34.4
C	50 to 64%	24.20	25.07	27.4
D	36 to 49%	16.70	19.01	14.3
E	Below 36	29.50	17.36	4.2

However, assessment of the difficult levels experienced by students in these assessments shown in the following table would suggest that there were significant learning roadblocks.

Table - 21
Results of Question wise Results

Class	Subject	No. of Students in % 2006-07				No. of Students in % 2007-08			
		76 to 100 % Marks	41 to 75 % Marks	1 to 40 Marks	0 % or Not Attempted	76 to 100 % Marks	41 to 75 % Marks	1 to 40 Marks	0 % or Not Attempted
4	Hindi	56.06	7.89	1.58	37.13	58.97	7.56	3.75	29.72
4	Maths	57.46	7.24	1.45	36.36	61.16	4.17	2.30	32.37
4	English	59.23	3.21	0.64	38.65	58.51	7.34	3.82	30.33
4	EVS	60.47	6.15	1.23	34.39	63.05	5.09	2.60	29.26
7	Hindi	54.88	5.19	1.04	40.75	58.71	6.70	3.04	31.55
7	Maths	51.79	3.52	0.70	45.56	52.57	4.73	2.77	39.93
7	English	45.00	4.70	0.94	51.14	53.58	5.58	3.13	37.71
7	Science	49.16	4.97	0.99	46.69	57.10	5.89	2.91	34.10
7	Social Science	54.41	7.50	1.50	38.89	58.81	5.92	3.10	32.18

The critical challenge of Eleventh Plan strategy is to achieve a paradigm shift from the access to quality, research and surveys done by NCERT, ASER and SSA on student learning and achievement have shown poor progress in elementary education quality and outcomes. All these survey's with minor variations indicates poor learning achievements for basic language and arithmetic skills making all the quality interventions a non-starter. It is well established that due to poor learning achievements in school all poverty related links activated and child drops out of schools or is withdrawn from school.

Observations of the Joint Review Mission Reports, GoI (2008, 2009 and 2010) on Access to Quality of Education

- The PTR of the State appears to be good but still the number of teachers are reported to be inadequate. This requires national deployment of teachers at both primary and upper primary levels.
- Across all grades children seemed weak in the foundation levels. A reform is needed to facilitate levelwise education.
- Teaching learning continues to emphasize on rote learning. This needs considerable improvement.
- Under innovation, the districts were unable to use the resources creatively.
- A holistic approach whereby the syllabus, the text books, the teacher learning material, the use of language, the use of space in classroom, the library, method of assessment and teacher training become synergized into an integral process is required.
- Students are not catching up or improving much to the expected level as they move to higher classes, which is a real concern as the RTE has eliminated all retention at elementary level.
- The JRMs continued mention suggestion of revitalization of teacher training programme has not borne fruit and still this programme lacks effectiveness.
- The State should design more initiatives to strengthen the possible partnerships with civil society and to bridge the gaps between community and educational system.

Areas of Priorities (2010-2012)

On the basis of the trends observed in the discussion above following areas need to be prioritized for achieving the objectives of the plan:

1. The gender gap still poses as a great challenge to the coveted goal of UEE and similarly the gap at the upper primary level is also a major concern.
2. Dropout has come down, though factors responsible for higher rate of drop out among girls at the upper primary level, continue to exist.
3. Teacher shortages and single teacher schools have severely undermined the achievement of quality education. The onus of involving teachers in non teaching activities such as census survey, election duties, household surveys and supervision of midday meals has been a demotivating factor as more than half of the teachers expressed disinterest in such activities.
4. Monitoring and supervision linkages are weak as officials are involved in implementing other schemes. The responsibility for the implementation is devolved to lower level officials with no accountability and provided with (in) adequate fund or logistics support.

5. While there has been a vast improvement in addressing infrastructural deficits, the state continue to face shortages in terms of adequate number of classrooms, separate toilet facilities for girls, blackboards, drinking water and electricity. The schools environment in urban schools in slum areas needs immediate attention.
6. Pre-school classes have not been introduced in schools, and schools exclusively for girls are still not enough to meet their enrolment needs.
7. School's environment, both internal and external has enough scope for improvement. Schools must look attractive from outside and academically rich inside.
8. There is a need to open more upper primary schools and develop stronger linkages of pre-primary schools with primary schools in villages in order to improve retention and reduce girl dropouts. The problem of dropouts/out of school children due to seasonal migration needs to be addressed by reforming the schools curriculum to make it more child friendly, multi-lingual schools with multi-graded textbooks and designing academic calendar in sync with migratory seasons including realigning vacations in migration prone communities.
9. Transport facilities for children living in remote habitations or unserved habitations in rural areas.
10. Introduction of biometric systems of recording teacher attendance and monitoring by cluster resource officials.
11. Individualised education plans for Children With Special Needs (CWSN) to improve retention. Incentives for attendance should be extended to disabled children.
12. Extension of NPEGEL schemes in urban clusters to schools in slums and vocational training programmes in upper primary schools to address the problem of dropouts in urban areas.
13. Non teaching activities of teachers to be reduced, recruitment of trained teachers to reduce vacancies and unfavorable PTRs. Opinion and views of teachers should be sought in curriculum construction and in developing district plans.
14. Teacher training to be reoriented towards use of improved methods of teaching, multi-grade teaching, sensitivity towards children with disabilities and to make punishment and exception rather than a rule to discipline children.
15. Improving linkages between cluster resource centres and teachers for academic guidance and development and use of TLM in teaching processes. Functional norms for CRCs to be specified and contingency, travel allowance to be enhanced and telephone facilities to be provided in BRCs and CRCs.
16. Infrastructure shortages such as lack of blackboards, drinking water, separate toilets for girls, shortage of classrooms, boundary walls/fencing to be addressed. Government aided schools in rented buildings to be funded for repair and maintenance to improve school environment.
17. Classroom libraries to be set up in all schools and reading habits amongst students to be encouraged. Sports equipment to be provided in all schools.

18. District level monitoring committees to include members from DIET, NGOs and subject experts. Monitoring of quality to be made mandatory.
19. Accreditation for all schools based on school environment, inclusive education, extra curricular activities and quality of learning.

Right to Education Act

The Right of Children to Free and Compulsory Education (RTE) Act, 2009 provides children in 6-14 age group the legal entitlement to free and compulsory education. The Act lays down, inter alia, the norms and standards for infrastructure, PTR Teachers and principals for teaching- learning process. The RTE also provides for School Management Committee and a system of continuous and ongoing evaluation and no board examination until completion of elementary education.

The planning, implementation, monitoring and evaluation of the RTE beginning 2010-11 has a significant implications for what all being done under SSA so far. In addition there is a need to operationalize several of the provisions under RTE. Beginning April 2010, the Government of Rajasthan is earnestly engaged in the preparatory activities essential for effective planning and implementation of RTE. The general level of awareness of RTE among public, administration and elected representatives remains very challenging task.

The government simultaneously has taken four major steps to create better conditions for implementing RTE in the state. They are:

- (i) Rationalization of Teachers
- (ii) Rationalize of Schools
- (iii) Formation of School Management Committees, and
- (iv) Public consultation on draft Rules and Regulative to implement RTE.

As public consultation on Draft Rules and Regulation are finalized, the establishment of fully functional State Child Right Protection Commission, reorganization of elementary education administration, district and sub-district planning with major programme of public awareness and social mobilization for implementation of RTE will be critical requirement during the year 2010 and beyond.

Transfer of Elementary Education to Panchayati Raj Institutions




























The Government of Rajasthan on 2nd October, 2010, announced transfer of elementary education to Panchayat Raj Institutions. This is a major policy initiative likely to impact the functioning of schools with substantive power to local communities and their elected representatives. Along with these responsibilities to the Panchayati Raj Institutions at village level have been given funds, functions and functionaries to run elementary schools according to provisions of RTE. The Panchayati Raj Institutions capacity will have to be properly assessed and assisted for fulfilling effective role and responsibilities to provide quality in accordance with RTE.

PPP for School Education

Over the past three years the State Government has been actively exploring the mobilization of public partnerships to build new schools help achieve the goal of universalizing education. Under PPP scheme, the government proposes to facilitate land and private partners to construct and run the school. The programme has been launched beginning 2009-10 for setting-up schools with short listing of private partners and locations identified by the government expected that each block will have one PPP school with class VI-VIII by the end of plan period.

The details of Financial & Physical targets and achievements in Education are given in Annexure 6.1 & 6.2.

An Assessment of Elementary Education in Rajasthan*

Access	% of habitations not served 	Availability of Schools/ 1000 child 	Ratio of PS to UPS 	Out of School Children 
Infrastructure	Student-classroom ratio > 40 	Schools with drinking water facility 	Schools with common toilet 	School with Girl's toilet 
Teachers	Pupil teacher ratio > 40 	Single teacher schools 	Number of Trained Teachers 	Enhancing Teachers Efficiency 
Equity	Gender Parity 	% OOSC from Disadvantaged Group 	% OOSC from Deprived Sections 	Enrolment of CWSN 
Retention	Student's Attendance 	Dropout Rate 	Retention Rate 	Transition Rate from PS to UPS 
Enabling Learning Environment	TLM continuous and comprehensive evaluation 	Academic support and monitoring 	Community partnerships 	
	Data and monitoring information system 	Research and studies 	Planning and appraisal 	
Quality	Age and grade appropriate Learning 			


Major Progress


Progress


Slow Progress


Challenging

* The Qualitative Assessment is based on the review of Government Reports, Research Studies and Evaluations alongwith assessment by a group of persons actively engaged with elementary education.

Outlay & Expenditure
(11th Five Year Plan 2007-12)

S.No	Name of the Programme/ Scheme	Funding Agency Central: State Others Agency if any	Total Outlay (2007-12)		3 Years Total Outlay (2007-10) (upto 31-03-2010)			3 Years Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-10) (12 to 9)	
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others		Total
1	2	3	4	5	6	7	8	9	10	11	12	13
Elementary Education												
i.	Strengthening of Directorate	State	62.74		62.74	36.22	0.00	36.22	35.05	0.00	35.05	96.77
ii.	Upper Primary School (Class VI-VIII)	State	4974.54		4974.54	1400.00	0.00	1400.00	1375.09	0.00	1375.09	98.22
iii.	Female Para Teachers	State				4780.34	0.00	4780.34	4780.34	0.00	4780.34	100.00
iv.	Physical Para Teachers	State	20899.46		20899.46	427.90	0.00	427.90	427.90	0.00	427.90	100.00
v.	Addl. Para Teachers in Primary School	State				805.94	0.00	805.94	805.94	0.00	805.94	100.00
vi.	Inspection-Praveshotsav	State	160.00		160.00	82.99	0.00	82.99	75.68	0.00	75.68	91.19
vii.	Jeep on Hire	State			0.00	5.56	0.00	5.56	5.64	0.00	5.64	101.44

1	2	3	4	5	6	7	8	9	10	11	12	13
viii.	Sarva Shiksha Abhiyan	State/Cen.	139648.71	418946.13	558594.84	179984.93	362471.64	542456.57	175053.93	320115.26	495169.19	91.28
ix.	Aid for Deaf, Dumb & Blind School	State	125.00		125.00	75.00	0.00	75.00	63.48	0.00	63.48	84.64
x.	Class I-V (Primary School)	State	546.93		546.93	0.00	0.00	0.00	0.00	0.00	0.00	
xi.	Madarsa - Para Teachers	State	4922.42		4922.42	1914.00	0.00	1914.00	1764.50	0.00	1764.50	92.19
xii.	Madarsa Board	State				111.00	0.00	111.00	130.00	0.00	130.00	117.12
xiii.	Creation of DD Elem. Office Bharatpur	State			0.00	13.35	0.00	13.35	12.26	0.00	12.26	91.84
xiv.	DEO Legal Office Telephone	State			0.00	0.52	0.00	0.52	0.48	0.00	0.48	92.31
xv.	Vidhyarthi Suraksha Durgatana Bima Yojana	State			0.00	225.00	0.00	225.00	225.00	0.00	225.00	100.00
xvi.	Distt. Institute of Education & Training (DIET)	State	160.00		160.00	20.00	5015.85	5035.85	0.00	5871.20	5871.20	116.59
xvii.	Strengthening of SIERT	State			0.00	4.50	0.01	4.51	4.60	0.00	4.60	102.00
xviii.	SIERT/DIET Repairing	State	0.05		0.05	1.93	0.00	1.93	0.00	0.00	0.00	0.00
xix.	Integrated Education for Disabled Children & PIED Chhabra Project	Central		427.40	427.40	0.00	222.26	222.26	0.00	245.47	245.47	110.44
xx.	Computer Education in Class 6-8	State	0.10		0.10	688.00	0.00	688.00	0.00	0.00	0.00	0.00
xxi.	Improve Transition from Ele. to Sec. Education for Girls	State	52992.00		52992.00							
xxii.	Others	State	0.06	0.04	0.10	5.36	0.01	5.37	13.57	0.00	13.57	252.70
	Total		224492.01	419373.57	643865.58	190582.54	367709.77	558292.31	184773.46	326231.93	511005.39	91.53

1	2	3	4	5	6	7	8	9	10	11	12	13
Secondary Education												
i.	Computerisation	State	163.47		163.47	35.02	0.00	35.02	23.38	0.00	23.38	66.76
ii.	Jeep rent	State	55.00		55.00	23.50	0.00	23.50	22.09	0.00	22.09	94.00
iii.	State level Ministerial Award	State			0.00	1.60	0.00	1.60	1.59	0.00	1.59	99.38
iv.	Training & Education Tour for Sanik School Chittorgarh	State	30.00		30.00	5.00	0.00	5.00	4.28	0.00	4.28	85.60
v.	Upgrd. of UPS to SS	State	35078.68		35078.68	7571.42	0.00	7571.42	8875.15	0.00	8875.15	117.22
vi.	Upgrd. of SS to Sr. SS	State				5462.01	0.00	5462.01	6294.80	0.00	6294.80	115.25
vii.	Girls Hostel & Toilets	State	180.00		180.00	51.00	0.00	51.00	35.24	0.00	35.24	69.10
viii.	State Talent Development Programme	State	25.00		25.00	6.62	0.00	6.62	5.25	0.00	5.25	79.31
ix.	Teachers for Language - Minority	State	224.00		224.00	20.00	0.00	20.00	21.83	0.00	21.83	109.15
x.	Deaf, Dumb & Blind School	State	709.33		709.33	60.01	0.00	60.01	55.45	0.00	55.45	92.40
xi.	SC Student Scholarship	State				188.00	0.00	188.00	569.75	0.00	569.75	303.06
xii.	ST Student Scholarship	State	3182.90	2630.00	5812.90	130.00	0.00	130.00	619.79	0.00	619.79	476.76
xiii.	OBC Student Scholarship	State/Cen.				881.01	310.00	1191.01	374.01	306.76	680.77	57.16
xiv.	Pre-kargi Scholarship	State				5.30	0.00	5.30	2.88	0.00	2.88	54.34
xv.	Incentive to Meritorious Girls	State	650.00		650.00	696.76	0.00	696.76	693.37	0.00	693.37	99.51
xvi.	Physical Education under NSS	State/Cen.	450.00	621.00	1071.00	306.00	428.00	734.00	306.12	428.58	734.70	100.10
xvii.	Information Technology & Communication	State/Cen.	750.00	2250.00	3000.00	1600.00	7400.00	9000.00	930.50	3269.80	4200.30	46.67

1	2	3	4	5	6	7	8	9	10	11	12	13
xviii	Teachers Education (Teachers Training)	State	15.00		15.00	5.50	0.00	5.50	7.01	0.00	7.01	127.45
xix	Establishment of DEO Pratapgarh	State			0.00	23.61	0.00	23.61	20.73	0.00	20.73	87.80
xx.	Additional Faculty & Subjects	State	0.05		0.05	77.50	0.00	77.50	79.37	0.00	79.37	102.41
xxi	English Integrated Shiksha	State/Cen.	128.50	41.00	169.50	7.46	17.02	24.48	2.70	2.71	5.41	22.10
xxii	District Computer Centre (SCP)	State	160.00		160.00	45.00	0.00	45.00	47.79	0.00	47.79	106.20
xxiii	Talent Scholarship for Xth class SC/ST Girls of Rural area	State	35.00		35.00	9.30	0.00	9.30	10.09	0.00	10.09	108.49
xxiv	Estt. DD Office, Bharatpur	State			0.00	26.00	0.00	26.00	25.63	0.00	25.63	98.58
xxv	Hire Private Vehicle	State	50.00		50.00	3.05	0.00	3.05	3.00	0.00	3.00	98.36
xxvi	Const. of Building	State	60.00		60.00	400.01	0.00	400.01	395.95	0.00	395.95	98.99
xxvii	Rastriya Madhyamic Shiksha Abhiyan	State/Cen.			0.00	646.67	2280.00	2926.67	646.00	1938.00	2584.00	88.29
xxviii	Bank F.D. for Girls class IX to XII	State			0.00	76.00	0.00	76.00	21.22	0.00	21.22	27.92
xxix	Integrated Education of Disabled at the Secondary Stage (IEDSS)	State			0.00	1.80	0.00	1.80	0.90	0.00	0.90	50.00
xxx	Const. of Girls Hostels in Backward Area	State			0.00	157.25	0.00	157.25	57.33	0.00	57.33	36.46
xxxi	National Talent Scholarship	State			0.00	18.00	0.00	18.00	13.49	0.00	13.49	74.94
xxxii	Training Programme in SIERT	State			0.00	5.00	0.00	5.00	5.53	0.00	5.53	110.60

1	2	3	4	5	6	7	8	9	10	11	12	13
xxxiii	Transportation Voucher / Cycle Distribution of Rural/Urban Girls	State	3000.00		3000.00	1210.00	0.00	1210.00	1600.56	0.00	1600.56	132.28
xxxiv	Others	State	0.06		0.06	0.07	0.00	0.07	0.00	0.00	0.00	0.00
xxxv	Estt. Of Open School	State	100.00		100.00	3.05	0.00	3.05	3.05	0.00	3.05	100.00
xxxvi	Strengthening of Directorate	State	155.50		155.50	10.00	0.00	10.00	9.26	0.00	9.26	92.60
xxxvii	Furniture for Schools	State	4300.00		4300.00	124.35	0.00	124.35	121.43	0.00	121.43	97.65
xxxviii	Vocational Education	State/Cen.	12.51	37.50	50.01	0.01	0.00	0.01	0.00	0.00	0.00	0.00
xxxix	Free Travel Facility to Rural area Girls	State			0.00	700.00	0.00	700.00	556.86	0.00	556.86	79.55
xxxx	Estt. of Computerisation/ Institute of Advance Study in Edu./Centre for Teacher Education	State/Cen.	555.00	1223.00	1778.00	0.01	819.38	819.39	0.00	680.44	680.44	83.04
xxxxi	Integrated Education for Disabled Children (IEDC)	Central		330.00	330.00	0.00	252.26	252.26	0.00	244.03	244.03	96.74
xxxvii	Upgradation of Merit of SC/ST Students	Central		250.00	250.00	0.00	59.22	59.22	0.00	34.78	34.78	58.73
xxxviii	Scholarship to the Students of Higher/ High School Study incl. Sanskrit Education	Central		424.03	424.03	0.00	0.01	0.01	0.00	0.00	0.00	0.00
xxxix	District Centre for English	Central		50.00	50.00	0.00	25.66	25.66	0.00	27.02	27.02	105.30
xxxv	National Scheme for Incentive to Girls	Central			0.00	0.00	482.22	482.22	0.00	482.22	482.22	100.00
xxxvi	National Scholarship at the Secondary Stage for talented Children of rural/Area	Central		252.00	252.00	0.00	100.80	100.80	0.00	0.00	0.00	0.00

1	2	3	4	5	6	7	8	9	10	11	12	13
xxxxvii	Scheme of area intensive programme for educationally back ward minorities(Urdu Teacher)	Central		27.05	27.05	0.00	10.35	10.35	0.00	0.00	0.00	0.00
xxxxviii	Const./Running of Girls Hostels	State			0.00	0.00	1415.25	1415.25	0.00	516.00	516.00	36.46
xxxxix	Gyanodaya	State			0.00	0.00	15.13	15.13	0.00	15.13	15.13	100.00
xxxxx	Grant-in-aid for Centre for Teacher Education	State			0.00	0.01	0.00	0.01	0.00	0.00	0.00	0.00
xxxxxi	NABARD XI RIDF Loan	State	16000.00		16000.00	3400.00	0.00	3400.00	2569.11	0.00	2569.11	75.56
	Secondary Education		66070.00	8135.58	74205.58	23992.90	13615.30	37608.20	25032.49	7945.47	32977.96	87.69

Physical Targets & Achievements

(11th Five Year Plan 2007-12)

Sr. No.	Name of the Programme/ Scheme	Level/Ind.	Units of Physical Targets	Eleventh Plan 2007-12 Targets	2007-08	2008-09	2009-10	3 years Physical Targets (2007-10) (upto 31-03-10)	2007-08	2008-09	2009-10	3 years Physical ach. (2007-10) (upto 31-03-2010)	% Ach. (13 to 9)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	Elementary Education												
(1)	Class I-V (Age group 6-11)												
i.	Total Enrolment												
a.	Boys	Level	000 Nos.	6651	6008	4690	6220	6220	5234	4690	4845	5234	84.15
b.	Girls	Level	000 Nos.	6797	5655	4051	6021	6021	4479	4051	4180	4479	74.39
	Total	Level		13448	11663	8741	12241		9713	8741	9025		
ii.	Enrolment of SC												
a.	Boys	Level	000 Nos.	1472	1269	958	1335	1335	1011	941	985	1011	75.73
b.	Girls	Level	000 Nos.	1373	1123	793	1203	1203	838	809	842	842	69.99
	Total	Level		2845	2392	1751	2538		1849	1750	1827		
iii.	Enrolment of ST												

1	2	3	4	5	6	7	8	9	10	11	12	13	14
a.	Boys	Level	000 Nos.	1198	1031	764	1065	1065	734	754	718	754	70.80
b.	Girls	Level	000 Nos.	1083	865	629	935	935	604	639	615	639	68.34
	Total	Level		2281	1896	1393	2000		1338	1393	1333		
(2)	Class VI-VIII (Age group 11-14)												
i.	Total Enrolment												
a.	Boys	Level	000 Nos.	2136	1828	2075	1927	2075	1870	2075	1813	2075	100.00
b.	Girls	Level	000 Nos.	2068	1767	1488	1864	1864	1313	1488	1360	1488	79.83
	Total	Level		4204	3595	3563	3791	3791	3183	3563	3173		
ii.	Total Enrolment of SC												
a.	Boys	Level	000 Nos.	470	400	398	423	423	345	378	378	378	89.36
b.	Girls	Level	000 Nos.	305	242	242	262	262	281	263	261	281	107.25
	Total	Level		775	642	640	685		626	641	639		
iii.	Total Enrolment of ST												
a.	Boys	Level	000 Nos.	315	269	279	284	284	294	274	239	294	103.52
b.	Girls	Level	000 Nos.	229	176	183	193	193	198	188	168	198	102.59
	Total	Level		544	445	462	477		492	462	407		

Note:- In case of Level, highest figure of Target/Achievement of 2007-08/2008-09/2009-10 has been taken for 2007-10 period.

1	2	3	4	5	6	7	8	9	10	11	12	13	14
	Secondary Education												
i	Upgradation of Upper Primary School to Secondary School	Ind.	Nos.	1200	1847	3108	1900	6855	0	3108	1622	4730	69.00
ii	Upgradation of Secondary School to Senior Secondary School	Ind.	Nos.	500	794	NF		794	579	577		1156	145.59
iii	Pre-kargil Scholarship	Level	Nos.	NF	200	91	91	200	89	91	66	91	45.50
iv	Transport Voucher for Girls	Ind.	Nos.	NF	NF	24500	20000	44500	19816	24319	30343	74478	167.37
v	Cycle Distribution for Meritorius Girls	Ind.	Nos.	NF	NF	31000	40000	71000	25226	25655	41053	91934	129.48
vi	Incentive to Meritorius Girls	Ind.	Nos.	NF	13000	14720	17000	44720	12856	14302	21039	48197	107.78

Note:- In case of Level, highest figure of Target/Achievement of 2007-08/2008-09/2009-10 has been taken for 2007-10 period.

Chapter - 7

MEDICAL & HEALTH

Summary

BROAD OBJECTIVES OF XIth PLAN

Eleventh plan will try to strengthen all aspects of the health care system-preventive, promotive, curative, palliative and rehabilitative. **Public Health spending to be raised to atleast 2% of the GDP during the Plan.**

FINANCIAL PARAMETERS

1. Though the **overall shortfall** in the Financial Outlays & expenditure for XIth plan (2007-12) as compared to the achievements during the First Three Years of the Plan (2007-10) is 51.42%, there are **major shortfalls** in some of the programmes/schemes viz. (i) Opening & Strengthening of PHCs and CHCs (ii) Strengthening of Drug Testing Labs & Drug Organisation (iii) School Health Programme (iv) Integrated Disease Surveillance (v) Strengthening of Sub Centre by providing MPW(M) (vi) Sanjeevani Programmes (vii) National Malaria Eradication Programme (Kind) and (viii) National TB Control Programme (Kind).

2. There are **substantial Overfills** in some of the programmes/schemes viz.(i) Construction of Sub Centre Buildings (ii) PHC Buildings/Staff Quarters (iii) Making up deficiency & Upgradation of Urban/Zenana Hospital (iv) Jhalawar Medical College & (v) Rural Health Scheme etc.

3. In some programmes **inspite of substantial provisions no expenditure has been done in three years of the plan (2007-10)** viz.(i) State share for NRHM construction of subcentre buildings (ii) Food Testing Labs (iii) Residential quarters at selected Ins (NRHM) (iv) CT Scan Machine & Machine Room (v) Zonal Office at Bharatpur (vi) Opening of Food Testing Labs (vii) Opening of City Disp./Urban PHCVs (viii) Creation of Staff in Instt. Selected by NRHM etc.

4. In some programmes/schemes, **though no provision has been made in the XIth Plan but substantial expenditure** has been done in the Three years of the plan (2007-10) viz. (Emergency Ambulance Seva Yojna (ii) Const. work (*Staff Quarters/Medical College) (iii) Upgradation of Urban Zenana Hospital etc.

POPULATION CONTROL & FAMILY WELFARE:

In Population Control & Family Welfare the shortfall is 64.72%

MEDICAL EDUCATION & RESEARCH.

In Medical Education & Research the shortfall is 57.82%.

AYURVED DEPARTMENT

In Ayurved Department although the shortfall is only 23.62% but there are substantial shortfalls in some major programmes/schemes.

PHYSICAL TARGETS & ACHIEVEMENTS;

1. **Direct linkage** with the Outlays & Physical targets is **not established** in many programmes & Schemes
2. There have been **shortfalls** in setting up of (i) PHCs (ii) CHCs (iii) Opening of sub centres & (iv) Mobile Surgical Camps.
3. In some programmes/schemes viz. (i) setting up of Trauma Unit (ii) Burn Unit (iii) Rehabilitation Centre and (iv) ICU in District Hospitals **no targets have been fixed in the XIth Plan but physical achievements** have been shown in the three year plans.
4. In Family welfare Programme **no targets** are fixed either in the XIth Plan or in the annual plans but **achievements have been shown**. It is not possible to have a comparative view.

PROBLEM AREAS

1. Management of Man power (Availability, proper relocation and performance) is the bottleneck. Sanctioned posts of specialists crucial for reduction of MMR and IMR are much less than the requirement as per the sanctioned norms.
2. Lack of infrastructure facilities in or near the place of posting results in staff not staying at the place of posting, thus resulting in people losing faith in health services.
3. Under performed staff-Reasons being lack of accountability, No support from higher authority in case of emergency during treatment/surgery.
4. Lack of Equipment and general maintenance facility

SUGGESTIONS

1. Pooling of locally available private doctors.
2. Sharing of specialists from one CHC to another
3. All Health Institutions upto PHC level to be rated 'A''B' and 'C' on the basis of IPHS

4. Developing fast system for fund utilization-development of specific tenders and purchase procedures etc.

5. Disaster/Epidemic management plan to be kept ready at State, District and below levels.

6. Presence of private sector/corporate sharing limited to Urban Areas to be extended to rural areas with grant of little larger subsidy.

7. Functional reorganization of health facilities as per geographic and population.

8. Manpower shortage to be dealt with on priority basis.

1. In Medical & Health Department, the shortfall in XIth Plan v/s three year plan achievements is 51.48 %. There are however, substantial (i) shortfalls (ii) Overfills (iii) No expenditure in spite of substantial provisions (iv) substantial expenditure without any provision in some of the important programmes/schemes.

2. In Population Control & Family Welfare the shortfall is 64.72%.

3. In Medical Education & Research the shortfall is 57.82%.

4. In Ayurved Department although the shortfall is only 23.62% but there are substantial shortfalls in some major programmes/schemes

Medical and Health

Appraisal Report

State Plan Objectives of Medical and Health Sector

Core objective of the Sector is to improve access and utilisation of health services in the State. However, the priorities of the sector during the XI Plan period would be to improve health infrastructure and quality of services especially in the under served areas and population, to involve private sector and local community and to upgrade quality services through capacity building. Monitorable targets are indicated below:

- a) Reduction in IMR to 32/ thousand live births and MMR to 148 / lakh live births;
- b) Reduce fertility to replacement levels for population stabilisation;
- c) Arresting gender imbalance caused by sex selective practices;
- d) Restructuring of health care delivery system for increasing coverage and quality among all sections of the society;
- e) Human Resource Development and capacity building;
- f) Integration of AYUSH into mainstream of health care delivery;
- g) Consolidation and sustaining achievements of the 10th Plan;
- h) Decrease burden of diseases and promote healthy life style;
- i) Review of performance of health services reveals that the tribal districts have remained continuously deprived of access to modern specialised services of experts. Therefore, the Sanjivani Programme to provide services of specialists to these areas through outreach camps would be continued. Public - Private and public and partnerships to provide efficient, timely and reasonably priced diagnostic services to the patients will be encouraged. Besides, special emphasis to :
 - i) increased focus of investment in health on primary rural health care, levying of user charges for health care services and system of health insurance for the poor;
 - ii) greater rationality in resource allocations, based upon disaggregated outcome data, of the district level and below, with greater priority to mainstreaming of gender in the health data base;
 - iii) control of communicable diseases;
 - iv) immunisation of children along with better ante-natal care; and,
 - v) health of mother including immunisation, nutrition and post delivery care.

That the 11th Plan attaches great significance to Medical and Health Sector is borne out by the fact that the plan document has specifically indicated Socio-Economic monitorable targets as given below:

Socio-Economic Monitorable Targets

Social Indicators	Unit	Current Level		Eleventh Plan Goal	
		India	Rajasthan	India	Rajasthan
IMR	Per Thousand	53	63	28	32
MMR	Per lac	254	388	100	148
TFR		2.7	3.2	2.1	2.1
Mal nutrition of Children (0 - 3 Yrs.)	Percentage	47	44	23.5	25.3
Among Women (15-49 Yrs.)	Percentage	51.8	53.1	25.9	24.3
Sex-ratio (0-6 Yrs.)	Per Thousand	927	909	935	917

Placed in difficult geographic conditions, Rajasthan faces many health problems. Sharing 10.4% of the land area of the country, Rajasthan becomes the largest State of the country but shares only 1.2% of the water resources of the country. 60% of the area of the State forms part of arid/ semi-arid zone. In these conditions, providing potable drinking water emerges a serious problem for the State. The ratio of the rural and urban population is 77:23 and the growth rate of population, being 20%, is higher than the rate of growth of population for the country. However, appreciating the fact that health is critical to human development, the State Govt. is committed to ensure that Rajasthan health indicators catch up with All India Averages.

Thrust areas of Eleventh Five Year Plan

The Eleventh Plan aims at strengthening all aspects of the health care system – preventive, promotive, curative, palliative and rehabilitative. This entails emphasis on access to clean drinking water, sanitation, diet, hygiene and feeding practices; these will have a salutary effect on the health status of the people. For meeting these objectives, public health spending will be raised to at least 2% of GDP during the Eleventh Plan period.

Following are the major thrust areas:-

- **Improving Health Equity-** Gender sensitive planning; budgeting and implementation of health services.
- **Adopting System centric approach -** Strengthening health system; up-gradation & strengthening of infrastructure, District Health Societies, Converging all programs at district level, decentralization of Governance and PPP

- **Integration of locally available alternative medicine e.g.** ISM, Training of TBA to make them SBA. This will improve availability as well as choice to consumer.
- **Establishing e-health** - Introduction and strengthening of e-governance for HMIS, Telemedicine, which will improve monitoring and supervision capacity resulting into improvement in the quality of the services.
- **Improving Access & Utilization of Health Services-** strengthening infrastructure for 24 X 7 services at PHCs/ CHCs), reducing travel time to two hrs for EmOC for reducing MMR. For reducing infant mortality, focus will be on Home Based Newborn Care (HBNC) complemented by Integrated Management of Neonatal and Childhood Illnesses.
- **Quality of Care-** IPHS for all Health Care Institutions, Accreditation of Private Health.
- **Innovations:** e.g. Augmenting resources devoted to health.

Providing some kind of insurance for the population below the poverty-line covering hospital treatment for a defined set of conditions; with the government meeting the premium wit. It allows the patient to choose from multiple service suppliers including private hospitals who join the system.

There is a strong case for experimenting with different systems of PPP and risk pooling e.g opening medical/ dental/ nursing colleges with corporate sharing; having free services for marginalised category as per state guideline.

Status of Major health and demographic indicators in Rajasthan

SN	Health Indicator	XI Plan Goal 2007-2012	Current level
1.	IMR (SRS-Oct, 2009)	32	63
2.	MMR (SRS-Oct, 2004-06)	148	388
3.	TFR (NFHS-3, 2005-06)	2.1	3.21
4.	Crude birth rate (SRS-2008)	21	27.5
5.	Institutional Delivery		32.2 (46 DLHS3)
6.	Institutional Delivery U/R		68/ 41
7.	Sex Ratio (0-6 years, 2001- Census of India)	917	909
8.	Total Literacy-2001 Census of India	79.57	60.4
9.	Anemia among women (15-49 years) (NFHS-3, 2005-06)	24.3	53.1
10.	Malnutrition in children (0-3 years) (NFHS-3, 2005-06)	25.3	44.0
11.	Decadal Growth (Census 2001) (%)		28.41
12.	Population below Poverty line (%)		26.10
13.	Couple protection rate	65	57.0 (DLHS 3)

Even a causal look at the data given in the above table reveals that practically in respect of every indicator, the State is much behind the target to be achieved by the end of the XI Five Year Plan.

If the targets of the indicators have to be achieved, among other things, the infrastructure of the Medical and Health Department emerges an important factor helpful for the achievement of the targets. Therefore, in the following table, details of existing Health Infrastructure are given to highlight the areas which need attention for improvement.

Existing Health Infrastructure of Rajasthan

Particulars	Sanctioned	In position	Shortfall
Sub-centre	9554	11487	-
Primary Health Centre	1555	1504	51
Community Health Centre	388	368	20
Multipurpose worker (Female)/ANM at SC& PHCs	12245	12271	-
Health Worker (Male) MPW (M) at Sub Centres	10742	2528	8214
Health Assistant (Female)/LHV at PHCs	1503	1358	145
Health Assistant (Male) at PHCs	1503	714	789
Doctor at PHCs	1503	1542	-
Obstetricians & Gynecologists at CHCs	349	110	239
Physicians at CHCs	349	241	108
Pediatricians at CHCs	349	71	278
Total specialists at CHCs	1396	651	745
Radiographers	349	269	80
Pharmacist	1852	2355	-
Laboratory Technicians	1852	2065	-
Nurse/Midwife	3946	8425	-

(Source: RHS Bulletin, March 2008, M/O Health & F.W., GOI)

Note - It is better to use the work sanctioned. Required would mean that some study has indicated this.

The data given in the above table indicates that in terms of the sub-centres, a rosy picture emerges because there are already more sub-centres than needed. However, in respect of the PHCs and CHCs, which play a critical role in rural areas, sanctions should be issued for 51 PHCs and 20 CHCs early.

A big shortfall of 8214 Health workers (Male) and MPWs (M) at sub-centres is a matter of concern and should be addressed on priority basis. Similarly, 145 Health Assistants (Female) at PHC and 785 Health Assistants (Male) at PHC should also be provided.

It is heartening to note that the doctors are available in the required numbers but the non availability of 239 obstetricians and Gynaecologist poses a serious problem because out of 349 places these are available only at 110 places.

Non availability 108 physicians, 278 paediatricians and 745 other specialists at CHCs poses a serious problem and should be addressed on priority basis. Similarly, 80 Radiographers should also be provided.

The point to be driven home is that if the sanctioned posts remain vacant, the targets set out are unlikely to be met. It will not be out of place to mention here that although the number of health centres is almost reaching the required number yet the location in many cases is such that a large part of population is left under served.

Available Health institutions and Beds

SN	Type of health facility	Number	Bed Strength
	Hospitals		
	Medical College	10 (7+3)	
	Attached Hospitals with Medical College	27	11024
	Mobile Surgical Unit	7	750
	□EHGGHG+RVSLWDOV	11	3432
	□EHGGHG+RVSLWDOV	8	1625
	Total Hospital/ beds	127	20777
	CHC		
	100 bedded CHC	3	300
	75 bedded CHC	11	825
	50 bedded CHC	65	3250
	30 bedded CHC	289	8670
	Total CHC/ beds	368	13045
	PHC rural	1504	9146
	Sub Centre	11487	-
	Dispensary	199	85
	Mother & Child welfare centre	118	719
	PHC Urban	37	90
	Aid Posts	13	2
	Total rural institutions/ beds	12821	10042
	Total health institutions/ beds	13316	43864

The figures given in the above table in themselves do not indicate any thing but if these are seen in the context of the rural/ urban divide, speak volumes about the lack of facilities in the rural areas, for example distribution of beds in rural/ urban population is 31.9%/ 68.1% respective while population proportion is 73% rural to 27 % urban. Similarly, the beds per thousand population in rural area is approximately 0.2 bed and in urban area it is approx 1.1 beds per thousand population.

Shortfall of doctors/ specialists

Speciality	Total Sanctioned SS/ JS/ MO	Working	Vacancy	Available MD with PG
Surgery	619	315	304	128
Medicine	549	329	220	154
Paediatrics	196@	141	55	131#
Orthopaedics	187	95	92	52
Gynae/ Obs	280@	217	63	147#
Anaesthesia	138@	80	58	82#
Radiology	59	28	31	16
Pathology	41	26	15	10
Ophthalmology	165	109	56	24

RHSDP 2010. International Conference on Health Systems Strengthening May 7-10 2010, Chennai, India

Note: @ Sanctioned posts do not match the requirement! There are thirty 368 CHCs!

Available PG doctors of the same speciality are more than existing vacancy! These can be posted at the places where specialist's posts are vacant.

The data given in the above table gives the status of the availability/ vacancy of the doctors/ specialists. One way of looking at the table is that the vacant positions should be filled in as early as possible. However, Paediatrics, Gynae / Obs and Anaesthetics, could be seen from another angle also. The number of the sanctioned posts should be seen in the light of the number of the PHCs. Ideal situation will be to make these specialists available in all the 368 PHCs. This is difficult immediately for two reasons: a) paucity of funds and b) non-availability of specialists. Therefore, a compromise in terms of adjustment or rationalisation of posts can be worked out. There are 55 vacancies in paediatrics and

already 131 post graduates are available. Out of these 131 paediatricians, 55 could be immediately posted to fill temporarily the vacancies. Similarly, out of 174 Gynaecology/Obs PGs, 63 vacancies could be filled and in case of Anaesthesia, out of 82 PGs, 58 vacancies could be filled.

Achievement of Financial Targets at State Level

Medical Sector, from the point of view of allocation of funds and fixing targets, can be divided into modern medical system (allopathic) and traditional medical system (Ayurved). In the modern medical system sector, allocation of Rs.259916.10 lakhs was made for the XI Five Year Plan. But eventually the budgeted amount was raised to Rs.319424.36 lakhs, for three years under review which exceeded even the entire plan allocation, and expenditure being Rs.312575.02 lakhs was 97.86% of the budget allocation and was satisfactory.

Likewise in Ayurved also, initially the outlay of Rs.12496.45 lakhs for the XI Plan was made but was subsequently raised substantially. Budgeted amount for the first three years was Rs.13048.53 lakhs which was more than the initial allocation for the entire plan period. However, the Department could not utilise the funds made available. The expenditure incurred was only Rs.9546.73 lakhs which was only 73.16%. The eventualities of surrenders like this should be avoided.

The Medical and Health sector includes Medical and Health Department, School Health care in Tribal Areas, Rajasthan Health System Development Project, Population Control and Family Welfare, Mobile Surgical Unit, National Rural Health Mission, Medical Education and Research, Employees State Insurance, Ayurved University, Jodhpur, Ayurved College, Udaipur and Ayurved Department. These being under different administrative agencies, it will be advisable to examine the performance of these separately.

Achievement of Physical Targets at the State Level

Data about the achievement of physical targets for important activities at the State level is depicted in the table given below. A mixed picture about fixing the targets/ achievement emerges - in some cases, there has been a drastic reduction in the quantum of targets set out while in others, there has been a substantial rise.

Under the heading, Medical and Health Services, no targets were fixed for setting up Trauma Units, Burn Units, ICU and Rehabilitation Centres and still the targets were set out and were achieved. However, in case of setting up of PHCs/ CHCs, there was a drastic reduction in targets, but later the achievement was satisfactory. It may be mentioned here that PHCs/ CHCs are important medical institutions in the rural areas and stress should be on achieving the targets initially set out. Regarding, sub-centres, a rosy picture emerges as the achievement figures exceeded the targets.

In Family Welfare, initially no targets were fixed, but in good numbers sterilisations, IUD insertions, OP and CC were done.

In Ayurved, the opening of dispensaries is nearing the XI Plan targets, in case of upgradation of dispensaries, already exceeded the XI Plan targets. In Unani, dispensaries, through the XI Plan targets have been achieved, but in case of yearly targets, which were raised, is lagging behind. Likewise, in case of opening Homeopathic dispensaries the progress is slow.

Overview of Achievement of Physical Targets

S. No.	Name of the Programme/ Scheme	Unit of Physical Targets	Physical Targets			Achievements	
			11th Plan	Proportionate for three years under review	Actual number fixed for three years under review	No.	Percentage Achievements in three years
I	Medical and Health Services						
i	Setting up of CHCs	Nos	138	83	39	34	87.18
ii	Opening of PHCs	Nos	280	168	45	48	106.67
iii	Opening of Sub Centres	Nos	947	568	667	876	131.33
iv	Setting up of Trauma Unit in District Hospitals	Nos			18	18	100.00
v	Setting up of Burn Unit in District Hospitals	Nos			24	24	100.00
vi	Setting up of Rehabilitation Centre in District Hospitals	Nos			18	18	100.00
vii	Setting up of ICU in District Hospitals				9	9	100.00
II	Family Welfare Programme						
i	Sterilization	Lakh Nos				10.38	
ii	IUD Insertions	Lakh Nos				11.02	
iii	OP Users	Lakh Nos				10.51	
iv	CC Users	Lakh Nos				12.55	

S. No.	Name of the Programme/ Scheme	Unit of Physical Targets	Physical Targets			Achievements	
			11th Plan	Proportionate for three years under review	Actual number fixed for three years under review	No.	Percentage Achievements in three years
III	Ayurved						
i	Opening of new Ayurvedic dispensaries	Nos	44	26	55	40	72.73
ii	Upgradation of Ayurvedic dispensaries	Nos	6	4	13	7	53.85
iii	Opening of new Unani dispensaries	Nos	3	2	13	3	23.08
iv	Opening of new Homeopathic dispensaries	Nos	6	4	8	3	37.50
v	Medical Treatment Camps (SCP)	Nos	165	99	99	73	73.74
IV	Mobile Surgical Unit						
i	Mobile Surgical Camps (General & One day OPD Camps)	Nos	880	528	374	591	158.02

Medical and Health Department

XI Plan outlay for the Medical and Health for a period of five years (2007-12) being Rs.78137.45 lakhs, proportionately three year outlay works out to Rs.46882.47 lakhs. However, the budget allocation of Rs.39003.55 lakhs was made which is Rs.7878.92 lakhs less than the allocation. Reason for wide gap between outlay for three years and budget allocation should be ascertained. Actual expenditure in the three years under review was only Rs.37915.59 which works out to 97.21%. Once the budget allocation was made of a lower order, effort should have been to utilise this fully which was not the case.

School Health Care in Tribal Area (EAP)

Small outlay of Rs.5 lakhs was made for the XI Plan period and the budget allocation for the three years under review of Rs.2 lakhs was made, observations in this regard are:

- This was a State scheme and a small budget allocation was made and that too remained unutilised.
- Since it was a State scheme under EAP for the tribal area, it should have been given an honest trial for desirability or otherwise of the enlargement of the scheme.
- It is enjoined upon the Department to ascertain the reasons of the Scheme being a non-start and make efforts to utilise the full plan outlay in the remaining period.

Rajasthan Health System Development Project (EAP)

Rajasthan Health System Development Project (EAP) of the outlay for the XI Plan period being Rs.32700.02 lakhs, the proportionate allocation for three years works out to Rs.19620.12 lakhs, but actually the budget allocation was Rs.23200.00 lakhs which was higher than the outlay and the actual expenditure was to the tune of Rs.22092.65 lakhs which is 95.23% on the whole the peoples was satisfactory.

Population Control and Family Welfare

This as an important area of the Medical and Health Department for which allocation both from State and Union Govt. is made. While the share of the State in the plan outlay for the sector was Rs.6250.00 lakhs that of the Union Govt. was Rs.114753.58 lakhs which together constitute an outlay of Rs.121003.58 lakhs. Proportionately the three year allocation works out to Rs.72602.40 lakhs. However, the actual budget allocation was to the tune of Rs. 45956.51 lakhs against which expenditure of Rs.42686.49 lakhs was made which works out to Rs.92.88%. In this important sector, lower achievement of the financial targets is a matter of concern. This should be looked into and strategy for the remaining period of the plan period should be evolved.

Mobile Surgical Unit

This is wholly a State Scheme. The outlay for the plan period was Rs.275 lakhs. However, the three year allocation was Rs.1001.79 lakhs against which Rs.928.90 lakhs were spent which is only 92.72% of the allocation.

Rural Health Mission

Against the allocation of Rs.196170.17 lakhs, expenditure of Rs.197368.27 lakhs. Thus the amount allocated was utilised.

Medical Education and Research

Against the allocation of Rs.14082.92 lakhs, Rs.11579.21 lakhs (82.22%) were spent. This is being an important area, full amount should have been utilised.

In employees State Insurance, Rs.4.91 lakhs were spent against allocation of Rs.9.40 lakhs and thus the expenditure was a poor 52.23%.

Ayurvedic Department

XI Plan allocation for Ayurvedic Department for a period of five years was Rs.12496.45 lakhs. Proportionate allocation for three years works out to Rs.7497.87 lakhs, but the actual allocation was Rs.13048.53 lakhs which is much higher than the proportionate allocation. However, the expenditure in the three years being Rs.9546.73 lakhs was only 73.10% of the funds allotted. The importance of higher allocation is undermined by lower utilisation. While Ayurved University, made 100% utilisation of allocation, Ayurved College, Udaipur had a poor performance of 77.52%.

Outcome

(1) The targets fixed for the five year period will be achieved if yearly progress is maintained for the five year period @ of 20% per year. In the present case, the mid-term review is being done at on the completion of three years. That is to say, @ 20% per year, 60% of the targets should be achieved in a period of three years. If the achievement is lower than 60%, the speed of achieving the targets will have to be enhanced. Activity wise appraisal from this angle for a few activities is given in the following table:

Reduced Targets

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Percentage
1	Setting up of CHCs	138	39	34	87.18
2	Opening of PHCs (no. of PHCs)	280	45	48	106.67

Outlay & Expenditure

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Percentage
3	IEC activities for National Malaria control program	125	52	45.84	88.15
4	IEC activities for National cancer control program	50	9	8.82	98.00
5	Strengthening of sub centre by providing MPW male	1300.00	319.02	278.26	87.22

From the analysis of the data given in the table, it emerges that the implementing departments deviating from the norms of fixing targets proportionately for three years, scaled down the targets drastically and still there was a shortfall in the achievements from the revised targets of lower order. At this rate, the achievements of the XI plan targets are unlikely to be achieved unless the pace of work is enhanced.

(2) The targets should be realistically fixed. It is surprising to note that three year targets were not proportionately fixed but fixed on a lower scale and then the achievement figures gave a misleading picture. To illustrate the point, the target if operations in the camps was fixed 374 against proportionate figure of 528 and then achievement of 591 operations gives a misleading picture. Care, therefore, should be taken in fixing the targets. Though the physical targets for the following activities have been achieved, an evaluation of utilisation and impact should be carried out. This will be helpful in achieving the objectives effectively.

Achievement of Physical Targets

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Comments
1	Mobile surgical units (Gen. & one day OPD Camps)	880	374	591	Number of operations registered during Camps and actually conducted should be evaluated.
2	Opening of Sub Centre	947	667	876	Physical position and utilization need to be checked.

(3) Since infrastructure has been developed and a Facility mapping has already been done in the state, next step should be to find out location/ distance/ travelled time; wise feasibility links between centres (FRU/CHC/ PHC/ SC) for emergency referrals.

Utilisation of Funds for Civil Works and Strengthening of PHCs

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Percentage
1	Construction of sub - center	490.32	881.97	793.42	89.96
2	Construction of PHC building/ staff quarter	550	2108.46	1931.65	91.61
3	Construction of CHC building	52.50	181.80	134.14	73.78
4	Opening & strengthening of PHCs	8198.25	2322.05	2336.21	100.61

Data given in the above table suggests that full utilisation of funds was made for opening and strengthening of PHCs in matter of civil works full amount has not been utilised.

(4) Integrated Disease Surveillance Programme- *This is the program for streamlining all communicable disease programs, therefore more intent and efforts are needed.*

Achievement of Financial Target

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Comments
1.	Integrated Disease surveillance	695	138.01	138.01	Progress has been slow and more intent and efforts are needed in execution.

(5) School health programme- *A very important program, yet not given its due (Has the capacity to reform the parents& society at large). Health talks on issues relevant for inculcating healthy life styles every fortnight/ monthly.*

Achievement of Financial Target

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Comments
1	School Health Program	510.50	185	163.35	Since the progress has been slow, more intent and efforts are needed in execution as this is a very good opportunity to sensitize future citizens and parent for healthy lifestyles, concurrently <i>they can be our messengers too.</i>

(6) Telemedicine- This is a wonderful opportunity for peripheral doctors to consult specialists at Medical Colleges and improve their skills. *Number of CMEs attended may be used for appraisal and some incentive.*

Achievement of Financial Target

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Comments
1	Telemedicine	80	13.28	17.14 (129.07)	<i>It is good that full utilisation of funds has been made. Now Foolproof system & process needed and to be developed in consultation with both stakeholders for better utilization</i>

(7) Opening of drug control office - Continuous supply of right kind of drugs & prudent use is the backbone of health services, efficient & effective mechanisms needs to be developed, and Technical support if required can be sought from out side state.

Achievement of Financial Target

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Comments
1	Opening of drug control office	1112.21	0.48	0.00	3 yrs physical targets are low and not in proportion to 5 years target and still the progress is tardy.

(8) Health Insurance- In a country like India where only about 10% Indians have some form of health insurance; mostly inadequate, and where Curative services favour the non-poor. For every Re.1 spent on poorest 20% population, Rs.3 is spent on the richest quintile.

Over 25% of hospitalized Indians fall below poverty line because of hospital expenses.

Health insurance is desirable and it should also cover wage loss for the admitted patient along with hospital expenditure- Arunachal Pradesh & Karnataka are doing it on pilot basis successfully through Karuna Trust#

CBHI - Rs 50/ per day given to patient as wage loss & Rs 50 / day to hospital (maximum 25 days hospitalization) through revolving fund.

Achievement of Financial Target

(Rs. in lakh)

SN	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Percentage
1	Rural health insurance	500.00	1230.00	657.00	53.41
	Health Insurance	500.00	00.00	00.00	

Though work has started for Rural Health Insurance but progress is not satisfactory and work for Health Insurance remains to be started.

- 25 PHC in Karnataka & 9 in AP are managed by Karuna Trust :-

MO, ANM, MPH, Staff Nurse, Pharmacist & Lab technician are posted at health post 24X7, *all stay there.*

Specialist services (Oby/Gyn, Ophthalmologist, Physician & Pediatrician) made available, *referrals are accompanied by staff.*

(9) **Sanjeevani programme** - Again an important program to provide health care to remote/ tribal areas with involvement of NGO/ Pvt sector- needs proper system & processes for accountability.

Achievement of Financial Target

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Percentage
1	Sanjeevani program	1050.00	210.00	198.78 (94.66%)	Such programs need more exploration as we can improve access and quality of services by NGO/ Private sector sharing

(10) Budget could be utilized for following programme to uplift the health status of needy population.

Achievement of Financial Target

(Rs. in lakh)

S No	Activities	XI Plan Outlay	Budget Allocation (2007-10)	Expenditure	Comments
1	Micro-nutrient for Saharia families	900.00	0.00	0.00	Reasons for not utilization should be ascertained for corrective measures.
2	Strengthening of rural health institutions	3905.19	00.00	00.00	

Funds not utilized for the following important activities

S No	Activities	Allotted fund, Not utilized (Rs in lacs)
1	Strengthening of rural institutions selected by NRHM-	3905.19
2	State share for NRHM construction of SC building	5000.00
3	Construction and opening of food testing Lab	855.0 and 2162.10
4	Construction of residential quarters at selected institutions (NRHM)	1310
5	Opening of city dispensaries/ urban PHCs	857.90

S No	Activities	Allotted fund, Not utilized (Rs in lacs)
6	Strengthening of general nursing training centres	783.9
7	Creation of staff at institutions selected by NRHM	3906
8	Zonal office at Bharatpur	1415

Note : Lots has been spent on training on FW to ANM/ LHV, it will be prudent if its impact is assessed also Money for the development of herbal gardens is very poorly utilized while it's the back bone of the programme.

The details of Financial & Physical targets and achievements in Medical & Health are given in Annexure 7.1 & 7.2.

Points for Consideration to Increase Functionality of Health System

- 1) Availability of funds under RHSDP and NRHM has resulted in reasonably good infrastructure and sufficient availability of material/ equipment/ drugs etc. However for want of innovative manpower management (availability, proper relocation and performance) the existing facilities remain unutilized or under utilised. The sanctioned posts of specialists, crucial for reduction of MMR & IMR, are much less than the requirement as per the population norms. In this context, shortage of medical staff specially specialist doctors in rural areas makes a bad situation worse. And surprisingly, available PG doctors of the same specialities are misused at PHCs. Apart from these vacant posts, quality of delivery of health services in rural areas is adversely affected because the medical **staff is not staying at the place of posting**. They usually commute from the nearest city area and waste a lot of their time in commuting and jeopardize the concept of 24X7 availability of services, *also resulting in people losing faith in health services*. Till such time the availability of staff at the place of their posting is not ensured, the quantity and quality of the services would not improve. The reasons for not staying at the place of posting in rural areas are lack of basic amenities, absence of peer group, social isolation, lack of good schools (eg Central school), play ground, park for their children/ family and anxiety of insecurity as government quarters are usually constructed away from the locality. When they compare their quality of life with their counterparts in cities, they feel deprived and frustrated. Therefore it is very important to take measures to improve the quality of life of service providers in rural areas.

To combat these hurdles, concept of **Model group housing** at block level / PHC level should be considered where government employees of all the departments eg medical & health, PWD, school education, police, electricity, bank, Jaldaya Vibhag, BDO, road & transport, post & telegraph etc. could be provided accommodation where required facilities could be provided in the neighbourhood.

- 2) The other equally important issue related with human resource is under performed staff. The reasons for under performance are lack of accountability and absence of no support system from higher authority, if some thing happens to a patient during treatment/ surgery, the doctor has to fight his war alone for the professional services provided by him (treatment has its own merits, demerits and known limitations), The work of doctors is interdependent and usually a team of gynaecologist, Anesthetist, paediatrician, surgeons is required to provide services; many a time one or the other members in this team is missing because of one or other reason. All these factors plus lack of many of equipments and general maintenance facility on day to day basis lead to demotivation in staff.

Following measures are suggested to rectify the issue of under performance-

- i. **Pooling of locally available private doctors** to overcome missing team member; specialists. They should be compensated handsomely for each case or operation.
 - ii. **Sharing of specialists from one CHC to another.**
 - iii. *Contracting out PHC/CHC (overall health services) rather than hiring health personnel on contract basis, as is presently practiced through RMRS for diagnostic facilities in the state. The contract could be given to the government doctors/ private sector doctors/ corporate.*
 - iv. **Re location of PG medical officers to fill deficiency of specialists.**
 - v. Managers of rural health facilities may be empowered to do appreciative inquiry (Appreciation at local level), so as to know how to start working in limited resources.
 - vi. **Performance based financial incentives** (working well with NSV & JSY)
- 3) **Strengthening District Health Societies for consistent functionality, although DPM (District program managers) are placed there but their capacity and stature in the system does not make full use of them.**

Technical agency can be hired to provide technical inputs for DHS, to function for proper integration of all funds and all program activities in their DAP (District Action Plan) for better use of all resources for overall health without any donor pressure.

Specialist from Community Medicine Departments from the Medical College of that zone can be contacted for the preparation of district action plan and technical support in trainings.

- 4) **Improved utilization of untied fund at PHC/ SC- MO/ ANM** should be encouraged to use funds; conditioned only to use it for improving patient care/ public health and public health awareness.
- 5) Village health and sanitation committees need to be enforced for action taking as per local need.
- 6) **Manpower shortage to be dealt with on permanent basis** with immediate effect (Doctor-MO, specialist, Nurses & Paramedical) –
 - **Post creation-** at least Two MO and three GNM at PHC, seven specialist and nine GNMs at CHC for 24X 7 facility.
 - **Fill the vacancy,** on permanent basis not contractual.
 - **Re location of PG medical officers to fill deficiency of specialist.**
 - **Pooling of locally available private doctors** to overcome unavailability of specialists; they should be compensated handsomely for each case or operation.
 - **Sharing of specialists from one CHC to another.**
 - **Contracting out CHCs** to private sector; local specialists.
- 7) All health institutions up-to PHC level should be rated 'A', 'B', 'C', Category on the basis of IPHS and Appreciative inquiry each year for which agencies at the local level can be identified

Prudent drug inventory management from State to PHC level (Generic prescriptions and a prudent essential drug list can help reduce cost.

- 8) **Developing fast system for fund utilization - development of specific tenders, and purchase procedures etc Un-utilized funds** can lead to reduced next kitty. (Financial Planning, System of Accountability).

- 9) Non-existent **Disaster/ Epidemic** management plan.
- 10) Wide geographical **disparities**.
- 11) **Non implementation** of transfer policy.
- 12) With the facility mapping already done , Contact number of each family or their contacts may be kept at the local health facilities so that they can be guided and reminded for health needs.
- 13) Currently presence of private sector / corporate sharing is limited to mainly urban areas. A little larger subsidy/ other benefits should be extended to increase their support in rural areas eg opening of medical/ nursing/ dental colleges in rural areas.
- 14) Functional réorganisation of health facilities as per geographic and population need will give a major positive impact in increasing access and availability of health services.
- 15) Although number of health centre is almost reaching the required number yet the location in many cases is such that a large part of population is left under served.
- 16) Larger subsidy /facilities need to be given to corporate / private sector to encourage their participation in rural areas.
- 17) **Some evidencebased innovations like corporatesharing in provision of health services by Karuna trust in AP and Karnataka should be sought and replicated.**
- 18) **Epidemic preparedness at state, district and below levels needs strict and astringent measures because an uncalled off epidemic eats up major resources and mars the enthusiasm and effectivity of the health team.**
- 19) It is a paradoxical situation that even with rise in the allocation of budget, achievement of the targets was of a lower order.

Outlay & Expenditure
(11th Five Year Plan 2007-12)

Medical & Public Health Department

S. No.	Name of the Programme/ Scheme	Funding Agency Central: State Other Agency if any	Total Outlay (2007-12)			3 years Total Revised Outlay (2007-10) (upto 31-03-2010)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-10) (12 to 9)
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13
.	Medical & Health Department											
a.	Construction of Sub Centre Buildings	State	490.32		490.32	881.97	0.00	881.97	793.42	0.00	793.42	89.96
b.	Construction of PHC Buildings/Staff Quarters	State	550.00		550.00	2108.46	0.00	2108.46	1931.65	0.00	1931.65	91.61
c.	Construction of CHC Buildings	State	52.50		52.50	181.80	0.00	181.80	134.14	0.00	134.14	73.78
d.	Renovation & Mod. of Rural Instt.	State			0.00	2.25	0.00	2.25	3.06	0.00	3.06	136.00
e.	Renovation & Modernisation of Hospitals	State	100.00		100.00	118.94	0.00	118.94	68.52	0.00	68.52	57.61

1	2	3	4	5	6	7	8	9	10	11	12	13
f.	Construction of District Hospital / Office Buildings	State			0.00	187.67	0.00	187.67	110.09	0.00	110.09	58.66
g.	Construction of Hathery	State	16.00		16.00	0.04	0.00	0.04	0.00	0.00	0.00	0.00
h.	Opening & Strengthening of PHCs	State	8198.25		8198.25	2322.05	0.00	2322.05	2336.21	0.00	2336.21	100.61
i.	Opening & strengthening of CHCs	State	20260.57		20260.57	3565.22	0.00	3565.22	4170.86	0.00	4170.86	116.99
j.	Opening & Strengthening of Sub Centres	State	5386.17		5386.17	3768.37	0.00	3768.37	3670.41	0.00	3670.41	97.40
k.	Making up deficiency & Upgradation of Urban / Zenana Hospitals	State	1763.60		1763.60	4631.41	0.00	4631.41	4601.23	0.00	4601.23	99.35
l.	Natural Calamity disasters & General Diseases	State	564.00		564.00	68.00	0.00	68.00	57.32	0.00	57.32	84.29
m.	IEC Activities for National Malaria Control Programme	State	125.00		125.00	52.00	0.00	52.00	45.84	0.00	45.84	88.15
n.	IEC activities for National Cancer Control Programme	State	50.00		50.00	9.00	0.00	9.00	8.82	0.00	8.82	98.00
o.	Mukhya Mantri Jeevan Raksha Kosh	State/Ce n.	1000.00	1000.00	2000.00	3149.91	200.00	3349.91	3200.91	100.00	3300.91	98.54
p.	Mukhya Mantri Sahayata Kosh	State			0.00	1306.42	0.00	1306.42	1306.42	0.00	1306.42	100.00
q.	Photostat & Fax Machine	State	25.00		25.00	23.00	0.00	23.00	22.46	0.00	22.46	97.65
r.	Gram Sat Yojana	State	50.00		50.00	50.00	0.00	50.00	50.00	0.00	50.00	100.00

1	2	3	4	5	6	7	8	9	10	11	12	13
s.	Malaria Crash Programme	State	75.00		75.00	35.00	0.00	35.00	33.83	0.00	33.83	96.66
t.	Strengthening of Drug Testing Labs & Drug organisation	State	352.00		352.00	3.66	0.00	3.66	2.50	0.00	2.50	68.31
u.	Jhalawar Medical College	State	387.79		387.79	5855.30	0.00	5855.30	5817.19	0.00	5817.19	99.35
v.	School Health Programme	State	510.50		510.50	185.00	0.00	185.00	163.35	0.00	163.35	88.30
w.	Integrated Disease Surveillance	State	695.00		695.00	138.01	0.00	138.01	138.01	0.00	138.01	100.00
x.	Telemedicine/Health Inst.	State	80.00		80.00	13.28	0.00	13.28	17.14	0.00	17.14	129.07
y.	Opening of Drug Control Office	State	1112.21		1112.21	0.48	0.00	0.48	0.00	0.00	0.00	0.00
z.	Upgradation of TB Hospital	State			0.00	6.31	0.00	6.31	1.61	0.00	1.61	25.52
aa	Emergency Ambulance Seva Yojana	State			0.00	2500.00	0.00	2500.00	1800.00	0.00	1800.00	72.00
ab	Strengthening of Sub-Centre by Providing MPW (M)	State	1300.00		1300.00	319.02	0.00	319.02	278.26	0.00	278.26	87.22
ac	Micro-nutrient for Shahrria Families	State	900.00		900.00	0.00	0.00	0.00	0.00			
ad	Strengthening of Rural Institutions Selected by NRHM	State	3905.19		3905.19	0.00	0.00	0.00	0.00			
ae	Rural Health Insurance	State	500.00		500.00	1230.00	0.00	1230.00	657.00	0.00	657.00	53.41

1	2	3	4	5	6	7	8	9	10	11	12	13
af	Const. work (Staff Quarters/ Medical College)	State			0.00	2138.80	0.00	2138.80	2138.79	0.00	2138.79	100.00
ag	Upgradation Of Urban Zenana Hospital	State			0.00	399.83	0.00	399.83	392.86	0.00	392.86	98.26
ah	State Institute of Health & Family Welfare	State			0.00	407.50	0.00	407.50	407.50	0.00	407.50	100.00
ai	Hiring Vehicle	State	50.00		50.00	6.00	0.00	6.00	6.00	0.00	6.00	100.00
aj	Health Insurance	State	500.00		500.00	0.00	0.00	0.00	0.00	0.00	0.00	
ak	Swasthya Chetna Yatra	State			0.00	288.00	0.00	288.00	252.98	0.00	252.98	87.84
al	State Share for NRHM Const. of Sub-centre Buildings	State	5000.00		5000.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
am	Construction of Food Testing Labs	State	855.00		855.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
an	Construction for Residential Qr. at Selected Instt. (NRHM)	State	1310.00		1310.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
ao	C.T. Scan Machine & Machine Room	State	1938.00		1938.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
ap	Opening of City Disp./Urban PHCs.	State	857.90		857.90	0.00	0.00	0.00	0.00	0.00	0.00	0.00
aq	Zonal office at Bharatpur/Reorganisation /Strengthening	State	1415.00		1415.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00

1	2	3	4	5	6	7	8	9	10	11	12	13
ar	Telephone for CM & HO, PMOs	State	45.00		45.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
as	Strengthening of General Nursing Training Centre	State	783.90		783.90	0.00	0.00	0.00	0.00	0.00	0.00	0.00
at	Opening of Food Testing Lab	State	2162.10		2162.10					0.00	0.00	0.00
au	Creation of Staff in Instt. Selected by NRHM	State	3906.00		3906.00					0.00	0.00	0.00
av	Sanjeevni Programme	State	1050.00		1050.00	210.00	0.00	210.00	198.78	0.00	198.78	94.66
aw	National Malaria Eradication Programme (Kind)	State/ Central	3830.00	3830.00	7660.00	887.52	1050.55	1938.07	862.06	1520.46	2382.52	122.93
ax	National T.B. Control Programme (Kind)	State/ Central	175.00	175.00	350.00	83.00	70.01	153.01	70.77	35.00	105.77	69.13
ay	National Blindness Control Programme	Central		750.35	750.35	0.00	495.07	495.07	0.00	471.66	471.66	95.27
az	National Goiter Control Programme	Central		55.00	55.00	0.00	49.00	49.00	0.00	38.48	38.48	78.53
ba	Drug Testing Laboratory	Central		0.05	0.05	0.00	1.00	1.00	0.00	0.00	0.00	0.00
bb	Trauma Unit in National Highway	Central		0.05	0.05	0.00	4.60	4.60	0.00	0.00	0.00	0.00
bc	Others	State/ Central			0.00	0.04	0.06	0.10	0.00	0.00	0.00	0.00
	Total-Medical & Health Department		72327.00	5810.45	78137.45	37133.26	1870.29	39003.55	35749.99	2165.60	37915.59	97.21

1	2	3	4	5	6	7	8	9	10	11	12	13
B	School Health Care in Tribal Area(EAP)	State	0.05		0.05	0.02	0.00	0.02	0.00	0.00	0.00	0.00
C.	Raj. Health System Development Project (EAP)	State	32700.02		32700.02	23200.00	0.00	23200.00	22092.65	0.00	22092.65	95.23
D.	Population Control & Family Welfare	State/ Central	6250.00	114753.58	121003.58							
a	POL & Repairs	State				83.70	0.00	83.70	88.07	0.00	88.07	105.22
b	State Health Training Organisation	State				15.36	0.00	15.36	9.97	0.00	9.97	64.91
c.	Rajlaxmi & MMBSY	State				80.00	0.00	80.00	80.00	0.00	80.00	100.00
d.	Other Incentive Scheme/PPI	State				198.50	0.00	198.50	168.00	0.00	168.00	84.63
e.	Aid to BPL Women for First Delivery	State				150.00	0.00	150.00	167.97	0.00	167.97	111.98
f.	Mass Education	State				522.50	0.00	522.50	526.06	0.00	526.06	100.68
g.	Training of ANM/LHV	Central				0.00	1632.00	1632.00	0.00	1639.33	1639.33	100.45
h.	Health & Family Welfare Centre	Central				0.00	201.90	201.90	0.00	201.53	201.53	99.82
i.	Urban Family Welfare Centre	Central				0.00	1670.97	1670.97	0.00	1633.08	1633.08	97.73
j.	Rural Sub Centre	Central				0.00	31740.84	31740.84	0.00	32185.50	32185.50	101.40

1	2	3	4	5	6	7	8	9	10	11	12	13
k.	Direction & Administration	Central				0.00	3496.74	3496.74	0.00	3461.65	3461.65	99.00
l.	Kind	Central				0.00	4700.00	4700.00		1061.33	1061.33	22.58
m.	Population Mission-Award to PRIs & NGOs	State			0.00	1464.00	0.00	1464.00	1464.00	0.00	1464.00	100.00
	Total-Population Control & Family Welfare		6250.00	114753.58	121003.58	2514.06	43442.45	45956.51	2504.07	40182.42	42686.49	92.88
E.	Mobile Surgical Unit	State	275.00		275.00	1001.79	0.00	1001.79	928.90	0.00	928.90	92.72
F.	National Rural Health Mission (NRHM)	State/ Central	0.00	0.00	0.00	23500.00	172670.17	196170.17	23500.00	173868.27	197368.27	100.61
G.	Medical Education & Research											
a.	Medical College, Ajmer	State/ Central	2050.00		2050.00	734.81	120.00	854.81	669.62	80.00	749.62	87.69
b.	Medical College, Bikaner	State/ Central	2100.00		2100.00	804.72	108.60	913.32	773.18	48.15	821.33	89.93
c.	Medical College, Jodhpur	State/ Central	2550.00		2550.00	1946.07	167.34	2113.41	1715.41	150.00	1865.41	88.27
d.	Medical College, Udaipur	State/ Central	2250.00		2250.00	676.33	501.25	1177.58	599.61	236.32	835.93	70.99
e.	Medical College, Jaipur	State/ Central	9550.00		9550.00	4948.01	346.00	5294.01	4477.09	32.75	4509.84	85.19
f.	Medical College, Kota	State/ Central	5500.00		5500.00	1512.37	915.05	2427.42	1430.84	158.55	1589.39	65.48

1	2	3	4	5	6	7	8	9	10	11	12	13
g.	Dental College, Jaipur	State	850.00		850.00	456.16	0.00	456.16	367.69	0.00	367.69	80.61
h.	PPP Mode Medical College, Bhatpur	State			0.00	2.00	0.00	2.00	0.00	0.00	0.00	0.00
i.	Rajasthan University of Health Sciences	State	2600.00		2600.00	844.21	0.00	844.21	840.00	0.00	840.00	99.50
	Total-Medical Education & Research		27450.00	0.00	27450.00	11924.68	2158.24	14082.92	10873.44	705.77	11579.21	82.22
H.	Employees State Insurance	State	350.00		350.00	9.40	0.00	9.40	4.91	0.00	4.91	52.23
I.	Ayurved University, Jodhpur	State	1800.00		1800.00	617.57	0.00	617.57	617.57	0.00	617.57	100.00
J.	Ayurvedic College, Udaipur	State/ Central	60.00		60.00	40.00	30.47	70.47	36.50	18.13	54.63	77.52
K.	Ayurved Department											
a	Development of Herbal Garden	State/ Central	148.00		148.00	31.99	0.84	32.83	8.82	0.00	8.82	26.87
b	Opening, Upgradation & Strengthening of Dispensaries	State	3341.75		3341.75	3342.50	0.00	3342.50	3546.25	0.00	3546.25	106.10
c.	Special Component Plan	State	231.00		231.00	73.00	0.00	73.00	68.95	0.00	68.95	94.45
d.	Strengthening of Administrative Set up	State	2139.13		2139.13	68.15	0.00	68.15	67.55	0.00	67.55	99.12
e.	Establishment of Mobile Unit	State	119.47		119.47	31.11	0.00	31.11	39.30	0.00	39.30	126.33

1	2	3	4	5	6	7	8	9	10	11	12	13
f.	Estt. of Speciality Clinic (Ayush) at PHC's	Central			0.00	0.00	2254.22	2254.22	0.00	1727.52	1727.52	76.63
g.	Strengthening of Govt. Ayurvedic Pharmacy	State/ Central	5.00		5.00	1.00	100.94	101.94	1.00	67.69	68.69	67.38
h.	Establishment of Drug Testing Laboratory	State/ Central	25.00		25.00	0.00	39.79	39.79	0.00	13.37	13.37	33.60
i.	Purchase of Essential Drugs/ Medicines for Remote Rural areas/Supply of Home Remedies Kits	Central		5000.00	5000.00	0.00	5510.98	5510.98	0.00	2440.45	2440.45	44.28
j.	State Quality Control of Ayush Drugs	Central			0.00	0.00	37.03	37.03	0.00	145.10	145.10	391.84
k.	Grant In Aid to Private Colleges	Central			0.00	0.00	152.00	152.00	0.00	15.06	15.06	9.91
l.	Keshar Shutra Campaign under IEC	Central			0.00	0.00	3.06	3.06	0.00	20.11	20.11	657.19
m.	ISM & Homeo Colleges	Central		910.00	910.00	0.00	1273.94	1273.94	0.00	1264.97	1264.97	99.30
n.	Organisation of Arogya Mela	Central	25.00		25.00	57.53	5.00	62.53	56.81	0.00	56.81	90.85
o.	MNP	State	3.74		3.74	0.00	0.00	0.00	0.00	0.00	0.00	
p.	Special Disease & Health Camps	State	50.00		50.00	0.00	0.00	0.00	0.00	0.00	0.00	
q.	Establishment Praktitik & Yoga Centre	State	265.50		265.50	0.00	0.00	0.00	0.00	0.00	0.00	

1	2	3	4	5	6	7	8	9	10	11	12	13
r.	Establishment of Swasthya Chetna Rath Yatra	State	26.41		26.41	29.95	0.00	29.95	28.78	0.00	28.78	96.09
s.	Establishment of Panch Karma Unit & Panch gavya Rasayan Shala from PPP	State	150.00		150.00	25.00	0.00	25.00	25.00	0.00	25.00	100.00
t.	Strengthening of existing Training Centre of Compounder & Nurses	State	20.00		20.00	10.00	0.00	10.00	10.00	0.00	10.00	100.00
u.	Reorientation of Training Programme/ CME	Central		36.45	36.45	0.00	0.50	0.50	0.00	0.00	0.00	0.00
	Total-Ayurved Department		6550.00	5946.45	12496.45	3670.23	9378.30	13048.53	3852.46	5694.27	9546.73	73.16

**Physical Targets & Achievements
(11th Five Year Plan 2007-12)**

Medical & Public Health Department

Sr. No.	Name of the Programme/ Scheme	Ind./ Level	Units of Physical Targets	11th Plan Target	2007-08	2008-09	2009-10	3 years Physical Targets (2007-10) (upto 31-03-10)	2007-08	2008-09	2009-10	3 years Physical Ach. (2007-10) (upto 31-03-10)	% Ach. (13 to 9)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
I	Medical and Health Services												
i.	Setting up of CHCs	Ind.	Nos.	138	15	24	-	39	15	18	1	34	87.18
ii.	Opening of PHCs	Ind.	Nos.	280	30	15	-	45	30	16	2	48	106.67
iii.	Opening of Sub Centres	Ind.	Nos.	947	130		537	667	130	209	537	876	131.33
iv.	Setting up of Trauma Unit in District Hospitals	Ind.	Nos.				18	18			18	18	100.00
v.	Setting up of Burn Unit in District Hospitals	Ind.	Nos.				24	24			24	24	100.00
vi.	Setting up of Rehabilitation Centre in District Hospitals	Ind.	Nos.				18	18			18	18	100.00
vii.	Setting up of ICU in District Hospitals	Ind.	Nos.				9	9			9	9	100.00
II	Family Welfare Programme												
i.	Sterilization	Ind.	Lakh Nos.		NF	NF	NF		3.35	3.57	3.46	10.38	
ii.	IUD Insertions	Ind.	Lakh Nos.		NF	NF	NF		3.38	3.54	4.10	11.02	

1	2	3	4	5	6	7	8	9	10	11	12	13	14
iii	OP Users	Level	Lakh Nos.		NF	NF	NF		6.36	6.86	10.51	10.51	
iv.	CC Users	Level	Lakh Nos.		NF	NF	NF		7.45	7.83	12.55	12.55	
III	Ayurved												
i	Opening of new Ayurvedic dispensaries	Ind.	Nos.	44		40	15	55		40		40	72.73
ii	Upgradation of Ayurvedic dispensaries	Ind.	Nos.	6		7	6	13		7		7	53.85
iii	Opening of new Unani dispensaries	Ind.	Nos.	3		3	10	13		3		3	23.08
iv.	Opening of new Homeopathic dispensaries	Ind.	Nos.	6		3	5	8		3		3	37.50
v	Medical Treatment Camps (SCP)	Ind.	Nos.	165	33	33	33	99	33	20	20	73	73.74
IV.	Mobile Surgical Unit												
i	Mobile Surgical Camps (General & One day OPD Camps)	Ind.	Nos.	880	66	154	154	374	53	125	413	591	158.02

Note:- In case of Level, highest figure of Achievements of 2007-08/2008-09/2009-10 has been taken for 2007-10 period.

Chapter - 8

Social Justice & Empowerment

Summary

Background

As per the Article 46 of the Constitution, it is mandatory to provide special care in the field of educational and economic areas for the weaker sections of the people especially the SC and ST. This leads to inclusive growth and human face to development through the social security schemes.

In the State, Social Justice & Empowerment Department is directly responsible for implementation of programs towards the educational and socio-economic development of the Scheduled Castes, Scheduled Tribes, Other Backward Classes and Minorities along with welfare of the handicapped, destitute and needy children, women and aged persons. This is as per the Article 46 of the Constitution.

Financial Outlay and Physical Targets

- The Tribal Area Development Department had an allocation of 836.25 Crores out of which, the expenditure was only 491.84 crores which is 58.81% for 3½ years. Ideally by September, 2010, 70% of the total outlay should have been spent. Thus there is a loss of resources which could have been used for the welfare of the tribals.
- In terms of financial outlay, a Tribal Welfare Fund was kept worth 560 Crores for the 11th Plan out of which till September, 2010, only 242.50 Crores has been spent which is just 43.30% (at the end of 3 years).
- The worrying feature from the data available is the pace of expenditure going down in 2008-09, 2009-10 vis-à-vis that achieved in 2007-08. Thus in reference to the Social Justice & Empowerment Department, the total outlay for 11th Plan was 1824.38 Crores against which their expenditure upto September, 2010 is 1142.66 Crores which is 62.63%, which looks satisfactory.
- On further analysis, expenditure on development of SC, ST and OBC and that incurred on National Social Assistance Program is good. However, expenditure made on the welfare of Handicapped is poor (only 46.63% of outlay utilized till September, 2010 and a meager 11.78% for Social Security).

Priorities and Suggestions

- In short term, the outlay for welfare of handicapped should be quickly utilized which is for assistance for prosthesis aid, scholarship to the disabled students, scheme for polio correction camps, camps for marriage of handicapped. Similarly, outlay on Social Security like control of juvenile delinquency, construction of Mahila Sadan buildings, Residential Schools for children working as beggars and for Migrated Communities should be innovated, properly estimated and the money be used.
- The issues like Polio correction, financial assistance for marriage of disabled, Viswas Yojna, Astha Yojna, scholarship for disabled students could be merged with the independently working Handicapped Commission.
- Priority should also be given to publicize the availability of schemes like Palanhar, so that people can avail such wonderful opportunities. Similarly the utility and the success of Kasturba Gandhi Balika Vidyalaya should be thoroughly publicized.
- Short-term and long-term priority in Tribal Area Development should include timely supply of education material/scholarships or the uniforms would enhance their morale. Similarly since the School education and later Higher and Technical education is an important ingredient for social upliftment, zero discretionary systems should be employed and the procedures simplified. Priority should be given for employment and the use of IT could enhance transparency. Incidentally there is no dirth of funds.
- The educational system for weaker sections could be strengthened by local recruitment at the District-level or creating PPP involvement could be used. Similarly to make them self-reliant, some employment cum income generating schemes should be initiated and implemented. The role of District Level Bankers Committee will be useful.
- The re-organisation Plan from Budget Outlay percentage expenditure is minimum on programs which have outlived utility should be dropped or integrated with other areas.

Social Justice & Empowerment

Appraisal Report

INTRODUCTION

Mahatma Gandhi had set before the nation the objective of *"wiping every tear from every eye"*. This is reflected in the comprehensive and inclusive concept of development which is the main theme of the 11th Five Year Plan. An important component of inclusive growth is to provide human face to development, and this can be achieved through due emphasis on social security schemes. The purpose of social security is to give individuals and families the confidence that their quality of life will not get eroded by social or economic eventualities, and facilitate the victims' physical and vocational rehabilitation. The Indian Constitution has enshrined social security as a core concept through directive principles of the state policy. *Article 46* of the Constitution states, *"the State shall promote with special care the educational and economical interests of the weaker sections of the people, and in particular of Scheduled Castes and Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation."* This goal as envisaged by the framers of the Constitution has eluded us. Ultimate aim is the establishment of an egalitarian social order providing a level playing field for all citizens of the country irrespective of their legacies, caste, creed and communities.

According to Census 2001, Rajasthan had a population of 96.94 lacs of Scheduled Castes and 70.98 lacs of Scheduled Tribes out of its total population of 5.65 crore which work out to 17.2 per cent for SC and 12.6 per cent for ST. There are 7 districts having SC population more than 20 per cent and 2463 villages where SC population exceeded 50 per cent SC (categorized as Sambal Villages). Literacy rate of SC was 52.2 per cent and it was only 33.9 per cent for females. The tribal population is largely concentrated in Dungarpur, Banswara, Udaipur, Sirohi and Pratapgarh districts, 27 blocks (2 partial) of the southern part of Rajasthan have more than 50% of the Scheduled Tribe population and this area is defined as the Scheduled Area. Outside the scheduled area, there are 44 MADA Blocks of tribal concentration in 18 districts. The "Saharia" is the only Vulnerable Tribal Group in Rajasthan which resides in Sahabad and Kisanganj Panchayat Samities of Baran district. Literacy rate of ST was 44.7 per cent and it was only 26.2 per cent for females. Besides, there were 14.12 lac disabled persons in the State, out of which 8.41 lac were men and 8.71 lacs were women. Literacy data given here underscores the need for massive efforts for educational development of SC/ ST particularly females.

Strategy - Since the ST population is concentrated in a few districts while SC population is distributed over the entire State, the planned development adopts area

based or individual based strategies. The Tribal Area Development Department generally focuses on the former approach while the Social Justice and Empowerment Department heavily relies on the later approach. Tribal Area Development Department is also implementing agriculture and horticulture – based development programmes, skill development and other employment generation programmes.

In the State, Social Justice & Empowerment Department is directly responsible for implementation of programs for educational and socio-economic development of the Scheduled Caste, Scheduled Tribes, Other Backward Classes and Minorities along with welfare of the handicapped, destitute and needy children, women and aged persons. It is the nodal department for the welfare of Weaker and Neglected sections of the society. Social security schemes are of social assistance type to guarantee minimum standards of living to vulnerable groups of population, These guarantee Food and Nutritional Security; Employment security; Health Security; Education Security; Women Security by empowering women, banning dowry, designing widow pension schemes; and assistance to the disabled by undertaking programs to promote health and education among the disabled persons, providing rehabilitation services and reservations in services so as to enable them to participate in social and economic activity.

Main Schemes

The main activities of the department are:

- Educational, Economic and Social Development of disadvantaged groups of the society.
- Children Welfare Programmes.
- Women Welfare Programmes.
- Disabled Welfare Programmes.
- Programmes for providing social security to old, disabled and destitute etc.
- Programmes to control drug addiction.

Schemes implementing by the State Government for social security are:

- National Pension Schemes.
- State Pension Schemes.
- Panna Dhai Jeevan Amrit Yojana (Janshree Beema).
- Sahyog Yojana for marriage of girls of BPL families.
- Mahila Sadan for protection of mentally challenged women.
- Palanhar Yojana for care of orphan children.

- Children's Homes for child welfare.
- Viswas Yojana for self employment of disabled persons.
- Astha Yojana for families having 2 or more disabled children.
- Scholarships for disabled students.
- Polio Correction Scheme.
- Financial assistance for marriage of disabled persons.

- Chirayu Yojana for old age persons.
- Implementation of Prevention of Atrocities (SC/ST) Act.
- Scholarship schemes for educational development of SCs, STs, OBCs and Special Backward Classes.
- Hostels for educational development of SC, ST, OBC students.
- Operation of residential schools.
- Anuprati Yojana for preparation for selection/ admission in IAS/RAS, Medical and Engineering Colleges.

Outcome

As far as the performance of Tribal Area Development Department is concerned a dismal picture emerges. Against the Eleventh Plan allocation of Rs. 836.25 crores, total expenditure in three & a half years (April, 2007 - September, 2010) was only Rs.491.84 crores which is 58.81%. This is a matter of concern because it is a case of lost opportunity. It may be mentioned here that the entire budget of TAD, except the budget for Maharashtra pattern, is Special Central Assistance (SCA) which is 100% grant from Government of India. Therefore, there cannot be any question of deduction of their plan size. Expectation was that till September,2010 roughly 70% of the total outlay should have been spent. By not spending this money, the State has lost resources to that extent, which could have been used for the welfare of the Scheduled Tribes. Henceforth, vigilance is needed for achieving the financial targets.

For the Maharashtra pattern, which has been given a new name "Tribal Welfare Fund", a provision of Rs.560 crores was kept for the Eleventh Plan and till September 2010 only Rs. 242.50 crores have been spent which is just 43.30%.

The sectoral progress for the expenditure under Maharashtra pattern, SCA and article 275(1) is given at Annexure -1.

A distressing feature of the pattern of expenditure is declining trend in 2008-09 and 2009-10 as compared to the level of expenditure in 2007-08.

As a matter of fact, the releases of funds from Government of India is because of late submission of the utilization certificates by the TAD which it self is dependent on other departments for the utilization certificates. Besides, once the money is released under SCA, it is put into PD account and large balances have accumulated there. Therefore, there is always an insistence by the Finance Department in the State to use the balances first before releasing further installments. As per the department, there are 33 PD accounts one each of every Zila Parishad where Government money is deposited. There is no direct control of the department over these PD accounts. Once the money is received, it is put in not with standing the PD account and utilization certificate is issued expenditure. Resultant situation is that the money remains in the PD account without being used. This is a serious problem and

reconciliation of the balances should be done and the money should be used for the desired purpose. It is for consideration that at the State level a mechanism should be in place for monitoring of the funds in PD accounts. Utilisation of the funds already in the PD account is a dilatory process, but for the funds deposited in the PD account henceforth the implementing Department should be advised to utilise the funds within a year from the date of receipt.

As regards to the Social Justice and Empowerment Department, total outlay for the Eleventh Plan was Rs.1824.38 crores against which the expenditure upto September, 2010 is 1142.66 crores, which is 62.63 %. At this rate the Department is likely to utilise the funds allocated to the Department. Details are at Annexure-2.

Broadly speaking, expenditure made on development of SCs/STs and OBCs is satisfactory. Expenditure incurred on National Social Assistance Programme is also good. However, expenditure made on the welfare of handicapped and social security is poor. Expenditure made upto September, 2010 within this plan period has been only 15.90 crores which is 46.63% of the total outlay. This outlay is for assistance for prosthetic aid, scholarship to disabled persons, polio correction camps, camp for marriages of handicapped. Therefore, more attention is required in this area. Under the social security only Rs.41.19 crores have been spent which is a meager 11.78% of the total outlay under this head. This item includes prevention and control of juvenile delinquency, construction of Mahila Sadan Buildings, residential schools for children who are working as beggars or whose parents are working as beggars, residential schools for children of migrated communities etc.. These schemes are not closed but proper attention is paid to them. This situation is not a desirable one. Therefore, review of all such schemes should be undertaken by the department and the schemes not found relevant may be dropped but the ones having utility and budget, should be implemented with close monitoring and full expenditure ensured.

RECOMMENDATIONS

Following recommendations are made to effectively implement the welfare programmes for the Scheduled Caste, Scheduled Tribe, Handicapped, Minority, OBC:

1. As per the directions from the Government of India, Scheduled Caste Sub Plan (SCSP) and Tribal Sub Plan (TSP) are in existence for several years in the State. There are two type of schemes. First, certain schemes are meant for SC/ST/Handicapped etc. and monitoring of such programmes is much easier. Secondly, there is a general pool where certain proportion of the total beneficiaries have to be SC/ST. In such cases, there is no effective mechanism to ensure that the benefits of the welfare programmes are reaped by the intended weaker sections. To illustrate the point, if a road is constructed in a village its benefit is taken by the local villagers who may be of any

community. However, there is certain percentage of population from SC/ST in that village and how to apportion this benefit for them is a tricky question.

To overcome this problem, instructions have been issued to open proper budget sub heads for every department. It is to be ensured that all the Government Departments which use budgetary resources necessarily have a proper budget head and adequate provisions under that. Moreover, the performance has to be linked with physical achievements. Thus, whenever a scheme is implemented, its progress has to be viewed in light of the physical targets as well as the proper financial expenditure in proportion to that and then apportionment of that expenditure is to be made for SC/ST as per the given directions.

2. A very important ingredient for the social upliftment of SC/ST/OBC/Minority is proper education - initially school education and later higher/technical education. There is significant positive impact of scholarships, free text books, free bags, mid-day-meal on enrolment and retention of children in the schools. However, generally it is seen that there are delays in distribution of text books, uniforms and school bags due to problems in tendering, etc. Scholarships are also not distributed on time. This has a dampening effect on the morale of the students and their parents. Though it is a herculean task, yet as per the mandate scholarships are to be given monthly, which are actually not given even annually.

As far as post-metric scholarships are concerned, there are complaints of delays in sanction due to excessive documentation as well as of fraudulent sanctions. There is an urgent necessity to simplify the forms and procedures to ensure timely sanctions. To check fraudulent approvals, the linkage of scholarships with Unique Identification Numbers will have to be established.

3. After discussions with the officers of Social Justice Department and analysis of various schemes, it is clear that there is no dearth of funds to cover the eligible beneficiaries in the fold of the scheme. The problem is inadequate publicity of the programmes at the ground level. To illustrate, under the "Palanhar" Scheme only 31,000 sanctions have been given in the entire state whereas, there are 3,66,000 widows who are taking pension in the State. Taking a conservative estimate of 20% to be covered under the scheme plus those cases where both parents are not there and other cases as per the norms, there is a likelihood of more than 75,000 families to be given benefit of the "Palanhar" Scheme. This has not been so because of unawareness of the villagers about the scheme. Hopefully with these schemes going to PRIs, more sanctions will be issued for the eligible families. Similar is the fate of "Sahyog" scheme for marriageable girls of BPL families.

4. Establishment of residential schools/hostels should be ensured at suitable places so that students of SC/ST specially girls can easily avail these facilities. Kasturba Gandhi Balika Vidyalayas (KGBV) are a success story where schooling-cum-vocational training facilities are provided for tribal girls. Proper staff should be provided on priority to these schools/hostels. To state the factual position of these schools-cum-residential facilities, the teaching/other staff is non existent. If need be, a separate cadre of teachers/academic staff may be created under the Social Justice/TAD Departments.
5. To improve the economic conditions of the vulnerable groups and to make them economically self reliant, a number of employment cum income generating schemes are being implemented. Generally, these schemes are associated with bank loans. However, bankers are generally hesitant to sanction loans in such cases. Close monitoring is required of such cases at District Level Bankers Committee (DLBC) meetings. Similar care is to be observed with regard to pending cases of loans for the disabled and minorities. Besides, close monitoring is required under the applications sponsored under SGSY, SJSRY, POP, PMRY, SCDC assistance programmes, etc.
6. A major problem with regard to strengthening the educational system for the weaker sections is absence of teachers specially in tribal, desert and remote areas. Generally, this has been a practice in Rajasthan that candidates of Eastern Rajasthan, Shekhawati area in large number. Initially to get the employment, they join in difficult areas but later on manage transfers in their own districts. To overcome this problem there is a need to go for local recruitment at the district level as well as to promote schools under public private partnership mode so that problem of vacancies can be taken care of.
7. Regarding the Scheduled Tribe, issue of protection of forest and land rights with a road map for restoration of lost claims and development of administrative system without encroaching upon their social and cultural values should also be targeted as a long term strategy to empower them.
8. Schemes relating to assets creation, provision of housing, land distribution, land development and minor irrigation facilities should be given adequate importance under TSP and SCSP.
9. Scholarships and Stipends for pre secondary education to all the disabled students and necessary support for training/education specially in form of disability related aids and equipments should be provided and eligibility criteria and documentations should be modified and reviewed to make them more practical. It is felt that benefits of development programmes for the disabled people are generally cornered by the urban population while the

rural and tribal population remains largely unattended. Even basic mandatory provisions like provision of ramp in a school and other institutions to make it disabled friendly is not followed. Moreover, even in urban areas specialized and trained staff is required to meet the particular needs as per the disability, which is missing at present.

10. Despite perceptible improvement in the socio-economic status of the SC/ST/Minority/OBC/Disabled groups much more needs to be done to ensure that these groups take full advantage of schemes/programmes. Monitoring of the implementing agencies at the grass root level is vital to ensure that the benefits actually reach the needy at the appropriate time. The knowledge about the schemes needs to be disseminated widely amongst the target groups and functionaries. It is felt that there is an urgent need to develop a suitable administrative and monitoring mechanism at all level of governance so as to implement the welfare and development programmes more effectively.

In case of Social Justice and Empowerment Department, it is felt after discussions with the senior officers that even their head quarters is not properly equipped to monitor the progress in the entire state. This is so because District Social Welfare offices are not linked to the head quarters and long time is taken for the head quarters to collect the information from all 33 districts. Within the district, situation is even worse and skeleton staff is posted in the district set up. Information is not online and is merely typed and stored on the computers. It is earnestly hoped that after the transfer of activities of Social Justice and Empowerment Department to the Panchayati Raj Institutions, more attention will be paid for identification of eligible beneficiaries, monitoring of progress and compilation of data online through computerization.

The nexus between efficient service delivery and good governance is an issue that cut across all social service sector programmes. Correct targeting, hassle free and timely delivery and effective monitoring are necessary components of an efficient delivery mechanism. At this point of time many IT initiatives are either in force or underway to support the delivery process. These are establishment of Common Service Centers and computerization of Social Justice & Empowerment Department, Treasuries and Panchayati Raj Department. Social Justice & Empowerment Department and Information Technology Department should collectively work to establish synergy between these IT initiatives for efficient delivery of services.

Tribal Area Development Department

Details of allocation and expenditure

Eleventh Plan 2007-12

(Rs. in Lakh)

S.N	Source	Allocation XI th Plan	Expenditure during				
			2007-08	2008-09	2009-10	2010-11 Upto Sept.,10	Total
	STATE PLAN						
I	Running of TRI	202.00	9.59	-	23.00		32.59
II	Tribal Welfare Fund	56000.00	7679.92	6776.55	7778.52	2014.58	24249.57
III	Special Central Assistance	16423.00	5239.97	5009.66	3617.86	1854.00	15721.49
IV	Article 275(1)	11000.00	4173.08	3003.69	2003.34		9180.11
	TOTAL	83625.00	17102.56	14789.90	13422.72	3868.58	49183.76

Tribal Area Development Department

Details of sector wise expenditure
Eleventh Plan 2007-12

(Rs. in Lakh)

S. N.	Sector/ sub sector	Allocation XI th Plan	Expenditure
I	Agriculture & Allied Services	6409.77	5131.35
II	Irrigation	13796.29	10094.94
III	Power	215.00	1321.24
IV	Transport & Communication	8231.02	4484.12
V	Social and Community Services	54384.29	27926.95
1	Education	26709.30	18481.98
2	Medical & Health	5951.68	2458.02
3	PHED	1517.50	1537.10
4	Others	15452.00	2296.35
5	Vocational Training Programmes	2253.81	2026.24
6	Self employment	2500.00	1127.26
VI	General Services	588.63	225.16
	TOTAL	83625.00	49183.76

Social Justice & Empowerment Department

Outlay and Expenditure

Eleventh Five Year Plan (2007-12)

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08		2008-09		2009-10		2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.		Exp.		Exp.		Exp.	(Sep.,10)		
1	2	3	4	5	6	7	8				
Social Security and Welfare of SC/ST/OBC											
I. Welfare of Scheduled Castes											
a. Education											
i. Scholarship to Post-Matric Students	22381.30	4606.25	4540.89	5911.21	1967.36	17025.71	76.07				
ii. Maintenance of Hostels/ New Hostel	0.01										
iii. Book Bank	87.50	17.50	17.50	17.50		52.50	60.00				
iv. Scholarships to Children those Persons are Engaged in Unclean Occupations	1800.00	445.82	557.26	284.95		1288.03	71.56				
v. Const. of Boys Hostel Buildings	4050.00	557.16	236.92	142.31	251.79	1188.18	29.34				
vi. Const. of Departmental Buildings	0.01	0.00	24.80	238.00		262.80	2628000.00				

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08		2008-09		2009-10		2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.		Exp.		Exp.		Exp.	(Sep., 10)		
vii. Const. of Staff Qr. In Resi. Scheme	0.01		102.40		50.46		15.27		168.13	1681300.00	
viii. Modernisation, Upgrad. and Strengthening of hostel	4500.00	224.00	447.57		284.93		129.59		1086.09	24.14	
ix. Maintenance of Resi. School	2451.01										
x. Running of College level Hostel	200.00	18.14	17.59		35.03		11.57		82.33	41.17	
xi. Const. Of College Level Hostel Building	0.01	5.98	160.00		69.29		4.05		239.32	2393200.00	
xii. Const. Girls Hostel Buildings	650.00	32.19	15.03		40.45		11.28		98.95	15.22	
xiii. Committee Liability of Hostel Building					319.85		54.38		374.23		
xiii. Const. of Boys Hostel Building-NABARD					163.38		606.87		770.25		
xv. Revenue Exp. For RRIES							16.99		16.99		
xvi. Others											
Total a	36119.85	5907.04	6119.96		7557.36		3069.15		22653.51	62.72	
b. Other Expenditures											
i. Sambal Gram Vikas	2500.00	100.00	200.00		400.00		400.00		1100.00	44.00	
ii. Protection of Civil Rights Act	1500.00	148.25	104.14		115.89		62.43		430.71	28.71	
iii. Share Capital to RSCSTFDCC	500.00										
iv. Matching Assistance to RSCSTFDCC	0.01	100.00	100.00		123.10		100.00		423.10		

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08	2008-09	2009-10	2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.	Exp.	Exp.	Exp. (Sep., 10)			
v. Share Capital to National Minority Finance Dev. Corporation	300.00			273.31			273.31	91.10
vi. Margin Money/ State Gurantee to RSCSTFDCC	0.01							
vii. Incentive to Inter-cast Marriage	25.00	9.70	11.00	25.00	24.05		69.75	279.00
viii. Asstt. for interest to RSCSTFDCC for Swawlamban Yojana	400.00							
ix. Assistance to Sahayog Scheme	400.00	99.30	280.00	694.25	320.25		1393.80	348.45
x. Assistance to Anupriti Yojana	150.00	26.47	179.65	81.27	10.84		298.23	198.82
xi. Assistance to Palanahar Yojana	1945.00	792.00	1541.48	2211.78	728.67		5273.93	271.15
xii. Assistance to SC/ST Commission		20.00					20.00	
xiii. Others							0.00	
Total b	7720.02	1295.72	2416.27	3924.60	1646.24		9282.83	120.24
Total 1	43839.87	7202.76	8536.23	11481.96	4715.39		31936.34	72.85
2. Welfare of Scheduled Tribes								
a. Education								
i. Post Matric Scholarship	26100.00	4056.55	4106.19	7818.45	2188.10		18169.29	69.61
ii. Pre-examination Training Centre	0.00							
iii. Maintenance Hostels	0.01							

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08		2008-09		2009-10		2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.		Exp.		Exp.		Exp.	(Sep.,10)		
iv. Protection of Civil Rights	450.00	31.68	31.41	22.74	10.80					96.63	21.47
v. Opening of New Hostel	0.01										
vi. Const. of Girls Hostel Building	750.00	101.01	5.44	39.41	10.29					156.15	20.82
vii. Const. of Boys Hostel Building	1600.00	299.71	104.93	74.20	55.42					534.26	33.39
viii. Const. Of College Level Hostel Building	0.01	23.57	0.05	0.10						23.72	
ix. Assistance to Anupriti Scheme	385.00	75.67	132.50	92.59	15.25					316.01	82.08
x. Running of college level hostel building	150.00	11.62	22.41	28.12	13.73					75.88	50.59
xi. Book Bank	87.50	17.50	17.50	17.50						52.50	60.00
xii. Const. of Boys Hostel Building-NABARD				27.68	160.02					187.70	
xiii. Aid to Aided Hostels										0.00	
Total 2	29522.53	4617.31	4420.43	8120.79	2453.61					19612.14	66.43
3. Welfare of Other Backward Classes											
a. Assistance to Gadia Lohar for Raw Material	15.00	1.50	2.00	2.50	1.00					7.00	46.67
b. Share Capital to Raj. Other Backward Classed Finance & Coop. Dev.	389.00										
c. Share Capital to RMFDCC	500.00	3.00		100.00						103.00	20.60
d. Special Integrated Scheme for Gadiya Luhar	600.00	197.62	201.45	211.29	19.25					629.61	104.94

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08		2008-09		2009-10		2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.	Exp.	Exp.	Exp.	Exp.	Exp. (Sep.,10)				
e.Pre/ Post- Matric Scholarship	4000.00	145.08	152.70	145.76						443.54	11.09
f. Margin Money to ROBCFDCC	300.00	45.78	25.00	45.00						115.78	38.59
g. Margin Money to RMFDCC	250.00	30.00	30.00	20.00						80.00	32.00
h. Matching Assistance to RMFDCC(10%)	0.00		0.00							0.00	
i. Davnarayan Yojana	0.00		1918.22	2314.25	814.60					5047.07	
i Const. of Boys Hostel Building	105.00	70.33	33.76	25.56	51.40					181.05	172.43
j. Pre Matric Scholarship for Minorities	0.00			180.23						180.23	
k. Subsidy on interest to RMFDCC	0.00										
l. Share Capital to ROBCFDCC	0.00			100.00						100.00	
m. Const. of Boys Hostel Building-NABARD					6.94					6.94	
n. Others				0.66						0.66	
Total 3	6159.00	493.31	2363.13	3145.25	893.19					6894.88	111.95
Total Welfare of Backward Classes	79521.40	12313.38	15319.79	22748.00	8062.19					58443.36	73.49
I. Res.School for Dis-advantaged Group (EAP)	0.01	632.24	411.62	519.82						1563.68	
J. Residential Schools for Disadvantage Groups Phase-II (EAP)	15510.00										
L. Social Welfare											

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08		2008-09		2009-10		2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.	Exp.	Exp.	Exp.	Exp.	Exp. (Sep.,10)				
i. Education & Welfare of Handicapped Persons											
a. Assistance for Prosthetic Aid	757.50	60.22	63.67	107.80	27.00	258.69	34.15				
b. Scholarship to Disable Persons	840.00	85.99	104.27	106.94	38.23	335.43	39.93				
c. State level award in the field of handicapped Child Welfare	5.00	0.21	0.00	0.53		0.74	14.80				
d. Identification of Disabled	72.00	12.00	7.00	7.00	10.00	36.00	50.00				
e. Polio Correction Camp	480.00	48.72	70.54	81.00		200.26	41.72				
f. Distt. Rehabilitation Centre	50.00	10.00	36.61	37.53	11.27	95.41	190.82				
g. Camp for Marriages of handicapped	490.00	87.00	120.00	149.95	121.00	477.95	97.54				
h. Asst. to Disabled for Transportation	75.00										
i. Aid to Disabled for Kiosks Allotment	500.00	49.96				49.96	9.99				
j. Sports Prog. for Disabled	50.00	5.79	5.44	11.07		22.30	44.60				
k. Aid to disabled persons for Self emp. and Training	25.00	4.50	9.60	6.40		20.50	82.00				
l. Aid to Vol. Agencies for the Welfare of Disabled	0.01										
m. Aid to Deaf Dumb & Visually Disabled	25.00			50.00		50.00	200.00				
n. Concession to Identified Disabled Families under Astha Scheme	40.00	1.84	1.26	1.71	0.64	5.45	13.63				
o. IIT Center for Disabled/Asstt. to Disabled Pensioners for Self Employment	0.00	3.90	2.40	1.95	0.45	8.70					

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08		2008-09		2009-10		2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.		Exp.		Exp.		Exp.	(Sep., 10)		
p. Vishwas Yojana								28.64		28.64	
p. Others											
Total i	3409.51	370.13		420.79		561.88		237.23		1590.03	46.64
ii. Child Welfare											
a. Prev. and Control of Juvenile Delinquency (J.J.Act)	9720.00	206.16		184.57		260.74		142.57		794.04	8.17
b. Sch. to children of leprosy affected families	6.00	1.36		0.51		0.65				2.52	42.00
c. Speech Therapy Center/Asstt. to NGO for Infant's home	0.00	2.86		13.13		13.98		1.54		31.51	
d. Const. Of Observation Home Building	0.01	47.97		5.21		2.49				55.67	
e. Concession to Identify Disabled Family Under Astha Scheme	0.00										
f. Others										0.00	
Total ii	9726.01	258.35		203.42		277.86		144.11		883.74	9.09
iii. Women Welfare -											
a. Const.of Mahila Sadan build.-Swayam Sidha	500.00	25.09		6.60		175.11		3.98		210.78	42.16
b. Mod.& Ren. of Mentally Retarded Women Home	0.01			4.03		1.91				5.94	59400.00
c. Running of Swayam Siddha Yojana	100.00	20.63		24.34		18.19		1.77		64.93	64.93
d. Running of Mahila & Balika Home	0.01										
Total iii	600.02	45.72		34.97		195.21		5.75		281.65	46.94

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08		2008-09		2009-10		2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.	Exp.	Exp.	Exp.	Exp.	Exp. (Sep., 10)				
iv. Social Security & Others											
a. Seminars, Conference and Purchase of Books	40.00	3.00	1.22	0.54	1.72	6.48	16.20				
b. Public Awareness, Research & Publication	125.00	22.32	62.84	48.65	13.11	146.92	117.54				
c. Training of Deptt Officer & Employees	0.01		2.78			2.78	27800.00				
d. State Level Award/Function	100.00	9.28	6.60	9.21	7.43	32.52	32.52				
e. Stipend to Unemployed persons(BPL)	450.00	40.83	0.00			40.83	9.07				
f. Old age Pension Scheme.(NSAP)	49018.00	9568.09	10954.90	12552.39	6430.67	39506.05	80.59				
g. Indira Gandhi Rastriya Widow Pension Yojana (NSAP)	0.00		0.00	1044.31	513.37	1557.68					
h. Indira Gandhi Rastriya Disable Pension Yojana (NSAP)	0.00		0.00	118.62	96.28	214.90					
i. Jan Shri Bima Yojana (NSAP)	7615.00	1802.10	1693.12	1844.74	1931.88	7271.84	95.49				
j. Assistance to Social Welfare Board	200.00	82.35	41.10	63.40		186.85	93.43				
k. Old Persons Welfare Fund	0.01										
l. Old age Homes at all Div. Hqrs. (Ex- Ajmer)	0.01										
n. Resi. School for Children whose Parents Working as Baggor	104.00	108.24	44.07	15.65		167.96	161.50				
o. Resi. School for Children of Migrant Community	190.00	195.50	144.76	351.78	88.02	780.06	410.56				

Major Heads / Minor Heads of Development / Schemes	XI th Plan Outlay	2007-08		2008-09		2009-10		2010-11		Total Exp.	% Exp. To XI th Plan Outlay
		Exp.	Exp.	Exp.	Exp.	Exp.	Exp. (Sep., 10)				
q. Assistance to Food grain to BPL	15000.00	150.00	0.00							150.00	1.00
r. Deaddication Programme	150.00	21.06	18.70	20.59	2.14					62.49	41.66
s. Computerisation of HQ & District level	0.01	11.09	17.90	20.33	0.65					49.97	
t. Running of Resi. School for children whose working as Bagger	264.00	0.37	21.52	35.78	15.67					73.34	27.78
u. Running of Resi. School for children whose working as Pasu palak	265.00	26.14	48.81	61.01	28.07					164.03	61.90
v. Welfare of Deprived classes alongwith SC/ST/OBC/DTNT	150.00		4.17							4.17	2.78
w. Asstt. to Marriage of Widows daughter	0.01									0.00	
x. Asstt. for marriage of widow eligible to pension	0.00	1.35	1.95	2.85						6.15	
y. Running of hostels for SC/ ST/ DTNT student by NGO	0.00			3.49						3.49	
z. Assistance to Senior Citizen Board	0.01									0.00	
zi. Estt. of Old Age Homes under PPP Mode	0.00		108.00	43.65	18.60					170.25	
zii. Asst. to const. of hostels for SC/ ST/ DTNT student by NGO	0.00	285.00	560.00	60.00						905.00	
zi. Others	0.00									0.00	
Total iv	73671.06	12326.72	13732.44	16296.99	9147.61					51503.76	69.91
Total Social Welfare	87406.60	13000.92	14391.62	17331.94	9534.70					54259.18	62.08
Grand Total	182438.01	25946.54	30123.03	40599.76	17596.89					114266.22	62.63

Chapter - 9

Poverty Reduction and Livelihood Promotion

Summary

Background

- With the population of 5 percent of the country's total population, State Domestic Product of Rajasthan is 4 percent of the Net Domestic Product of India. The state per capita income is 80 percent of that of the country.
- Given the vulnerability due to vagaries of nature the rural population, mainly dependent on agriculture, there is greater need of poverty alleviation and livelihood enhancement programmes.
- Some 9 percent of the Rs. 27000 crore outlay (constant 2001- 02 prices) of the Tenth Plan was earmarked for rural development and special area programmes. The total plan expenditure on the programmes (Rs. 3350 crores) almost matched with outlay (Rs. 3385 crore)
- The flagship program, Mahtama Gandhi National Rural Employment Guarantee Scheme (NREGS) was introduced towards the end of the Tenth Plan period in six districts, and was later extended to all the districts in the state.

Priorities in the Eleventh Plan

The priorities adopted for the Eleventh Plan are:

- Eliminating hunger, malnutrition, starvation, below subsistence level of living and abject poverty;
- Taking special care of disadvantaged, particularly women;
- Emphasizing HRD, creating capabilities, filling up of social infrastructure gaps;
- Providing gainful employment, creation of livelihoods and, conservation of natural and cultural heritage.

Among the specific goals were :

- Special emphasis on empowerment of women and welfare of children.
- Special attention to the problems of SC/ST, minorities/ OBC and other weaker sections of society, including disabled ones.

Allocation and Expenditure

- The allocation for rural development and special area plans in the Eleventh Plan was to be Rs. 4550 crores; which was higher than the allocation of Rs. 3350 crores in the Tenth Plan, though in proportionate terms, it was 6.7 percent of total plan outlay as against 9 percent share of these activities in the Tenth Plan period.

- By 2010 Eleventh Plan size increased to Rs. 71700 crores, outlay on rural development and special areas schemes increased to Rs. 6000 crores.
- Funds allocated were utilized more or less fully in the first three years.
- In case of NREGS, 90 percent of revised (and enhanced) outlay was utilized in the first three years. Same was true of SGSY, where 102% of outlay was utilized. In case of Indira Awas Yojana , it was 94 percent. In Child Nutrition and Women Development also nearly three-fourth of the outlay was utilized.

Physical Performance

- Physical performance of NREGS was impressive, especially in the context of performance at All India level.
- In 2009-10, nearly 78.8 lakh people registered, 4498 lakh days of work was created, average days of employment per household (in 2008-2009) was 76, and on an average labour earned Rs. 87 per day. In terms of days of employment NAREGS objective is 100 days and per day wage earning is Rs. 100.
- A welcome feature of the programmes is the progressive shift from connectivity related programmes (roads) to development related programmes (water and soil conservation).
- Indira Awas Yojana - Progressively more and more development work were taken up under this program. The physical performance was in line with the achievement of targeted expenditure.
- MLA Local Area Development Fund: Not much information is available, although evaluation of this programme at the end of 10th plan concluded that maintenance of the works constructed under this scheme were sub standard.

Self Help Groups : Eleventh Plan proposed much greater attention on creation of self employment through credit linked activities, the main focus being SHGs.

- There was phenomenal increase in number of SHGs in the first three years of the Plan. Organization of women groups was even more impressive.
- However, the department has little contact with beneficiaries after distribution of subsidies.
- Efforts were made to bring together various SHGs, especially women SHGs pursuing same trade or craft.

Feeding Programmes – Mid day meals (MDM) and ICDS are two feeding programs. Success of MDM is quite impressive. Same cannot be said about ICDS where performance was below target.

Summing Up

- The main poverty reduction and livelihood promotion programmes have met the expenditure targets set for them up to the end of the calendar year 2009. In fact, some of these programmes – NREGS, SGSY and IAY have spent resources that exceed the original targets for the entire Plan period, and have met even the revised targets. Thus, the State has shown a capacity to absorb the resources provided for specific purposes and projects.
- Physical goals (registering for employment, man days of employment provided, payment of wages, construction of physical assets, creation of SHGs, feeding the target groups), have all been more or less met. Thus, the programmes have delivered the real performance expected of them.
- Programmes such as NREGS, SGSY and creation of SHGs have had specific focus on sub-groups of the rural poor, such as women and SC/ST families. The physical performance shows that these expectations have been largely met.
- The Rajasthan poverty reduction programmes and strategies helped the state cope with the severe drought in 2009.

Constrains

- Some of the centrally sponsored schemes insist, directly or indirectly, on uniformity.
- Lower wage income in summer time due to inclement weather.
- Need for greater convergence of different development initiatives.
- Rising wage costs for agriculture.

Future Direction

Short term

- Greater stress on development of soil and water resources and rural infrastructure.
- Transparency in and accountability of implementing agencies.
- Preparations of detailed manuals for key programmes in line of NREGAS.
- Better follow-up, with greater contact with beneficiaries.

Long Term

- Create more employment opportunities for non-farm rural employment.
- Inculcate a sense of obligations, as strong as that of rights, among rural population- a task which department alone cannot shoulder but can contribute in a significant way.

Poverty Reduction and Livelihood Promotion⁸

Appraisal Report

Introduction

The year 2009 was calamitous for Rajasthan. The entire state suffered an unprecedented drought. The western half of the state recorded monsoon precipitation 42 per cent below the long term average, while the rainfall in eastern Rajasthan was 31 per cent lower than the average. This could have meant a major disaster in a state even otherwise marked by erratic and insufficient rains, with 40 of the last 50 years having witnessed droughts. The State was able to avoid any catastrophe largely because of the various poverty alleviation mechanisms in its Eleventh Five-Year Plan (2007-12). This is clear evidence of the effectiveness of the programmes and their implementation in the State at the mid-point of the Plan.

The State accounts for 10 per cent of the country's area, 5 per cent of its population, and just 1 per cent of its water resources. The relatively sparse population concentration is the direct result of the adverse geo-climatic conditions of the State. During the Tenth Plan period (2002-07), the net state domestic product of Rajasthan was 4 per cent of the net domestic product of India. The state per capita income was 80 per cent of that of the country.

The state domestic product originating from agriculture and allied activities was around 24 per cent of the state domestic product. The share of these activities in the domestic product of India was 2 to 3 percentage points lower than that of the state. The State thus had a slightly higher degree of dependence on agriculture as compared to the rest of the country in 2007⁹.

Given the uncertainties of rainfall, its population is exposed to greater vulnerability to vagaries of nature. The rural poor dependent on agriculture is thus most exposed and in need of poverty alleviation and livelihood enhancement programmes, even though the proportion of population below the poverty line in 1999-2000 at 15 per cent was more than 11 percentage points lower than the national average.

⁸ All data and references are from State official documents provided for the Appraisal, unless otherwise stated.

⁹ Even as late as 2008-09, the State derived 26 per cent of its gross product from agriculture, while the contribution of agriculture to India's GDP had fallen to 18 per cent by then.

Some 9 per cent of the Rs 27,000 crore outlay (constant 2001-02 prices) of the Tenth Plan was earmarked for rural development and special area programmes. These activities mostly involved creation of self-employment through self-help groups (SHGs) under the Swarna Jayanti Gramin Swarojgar Yojana (SGSY) and construction of housing under the Indira Awas Yojana. The total plan expenditure in current prices of Rs 3,350 crore on these activities almost matched plan outlay of Rs 3,385 crore.

The Mahatma Gandhi National Rural Employment Guarantee Scheme (NREGS) was introduced towards the end of the X Plan period, from 2 February 2006 onwards, in six of the 32 districts of the State. The Scheme, implemented under an Act of Parliament, provided for 100 days of employment a year at Rs 100 per manday for one member of a rural family (or an allowance) on demand, within 15 days of registering for the programme.

The Tenth Plan thus in the main promoted and implemented relatively routine programmes, even as it was evident that the special circumstances of the State called for innovative approaches to alleviate rural poverty. The introduction of NREGS is to be seen in this light.

The Eleventh Plan: Objectives or Priorities

The stated objective of the Eleventh Five Year Plan as per the Approach Paper circulated in 2006 was faster and more inclusive growth. It stressed creation of rural employment through infrastructure activities to be taken up under Bharat Nirman programme to supplement enhanced agricultural employment and income generation. It also favoured decentralised planning and implementation through a greater involvement of the Panchayati Raj institutions.

The priorities adopted by Rajasthan for the Eleventh Plan were:

- Eliminating hunger, malnutrition, starvation below subsistence level of living and abject poverty;
- Taking special care of disadvantaged, particularly women;
- Emphasizing HRD, social infrastructure, creating capabilities, filling up of social infra gaps;
- Providing gainful employment, creation of livelihoods and conservation of natural and cultural heritage.

These priorities were to be attained through greater emphasis on agriculture and support to it, promotion of animal husbandry and better conservation and utilisation of water resources.

The list of goals in the State strategy for the Plan made specific mention of increase in employment opportunities in rural as well as urban areas and raising the state per capita income to the national average. Among the specific goals were also:

- Special emphasis on empowerment of women and welfare of children;
- Special attention to the problems of SCs/STs/Minorities/OBCs and other weaker sections of the society including disabled.

The State target for overall growth rate was 7.4 per cent (India 9.0 per cent). The total plan outlay was more than doubled, from Rs 31,000 crore in the Tenth Plan to Rs 68,422 crore in the Eleventh Plan. The allocation for rural development and special area plans was to be Rs 4,550 crore. This was higher than Rs 3,350 crore spent in the Tenth Plan by about Rs 1,200 crore, but was short at 6.7 per cent of the total plan outlay as compared to the 9 per cent share of these activities in the Tenth Plan period.

The main constituents of the total plan allocation were:

Activity	Allocation, Rs crore	% Share of total RD allocation
SGRY/SGSY	341	6.9
NREGS	800	18.4
IAY	185	4.3
MLA Local Area Development Fund	600	13.8
PR Institutions	1,858	42.7

A Critical Review

Together, these activities accounted for 86 per cent of the proposed outlay. Mid-day meals were funded under the Panchayati Raj allocation to the extent of Rs 655 crore (35 per cent of the allocation for the Department, or 15 per cent of the total rural development outlay). Another Rs 900 crore (48 per cent of the PR outlay, 21 per cent of the RD outlay) devolved as grants to PR bodies under the State Finance Commission provisions.

The State Plan document stated that “the state...accords a high priority to [r]ural [d]evelopment and is accordingly implementing a number of programmes aimed at sustainable holistic development of the rural areas. A strategic pro-poor policy in terms of which the rural poor are treated as a net resource replete with their own ideas and experience, well in tune with the local conditions forms an integral part of the development strategy.” Although the plan mentions rural infrastructure and employment generation as parts of its poverty alleviation schemes, much greater stress seems to have been laid on creation of self-employment through credit-linked activities, with the focus shifting from the individual to SHGs.

The Plan size increased somewhat as the State implemented it. The total outlay went up to Rs 71,731.00 crore by 2010 and that on rural development and special area schemes to Rs 6,000 crore (8.3 per cent of the total). NREGS was extended to 12 districts in 2007 and all 33 districts in 2008. Its outlay increased to Rs 1047.00 crore from the original Rs 800 crore. This is in keeping with the far greater importance attached to this programme nationally and its extension to all the districts in the country. It was clearly the flagship programme for poverty reduction and livelihood promotion by 2009 in the state and the country, relegating self-employment schemes to a second position.

Two key features of these programmes deserve special mention. The first is the role of Panchayati Raj institutions in their planning and execution. The NREGS Act itself stipulates that the Gram Panchayat bear responsibility for the planning, execution and implementation of NREG schemes after receiving suggestions from the Gram Sabha. The duties and responsibilities of the Panchayat in all aspects of planning, registration, implementation of works, their measurement, record-keeping, inspection, grievance resolution and surveys have been listed in detail and are to be followed as mandated by the Act, with stringent punishments for non-compliance.

SGSY is planned and implemented by a district SGSY committee which selects activities suited for the district and participants to be involved in them. Central funds are released to the Zilla Panchayat as also the State funds, through the Rural Development Department.

The State Government has launched a major devolution drive for Panchayati Raj institutions from 2 October 2010. Therefore, the State seems to be on track to put into practice the spirit of decentralisation envisaged in these schemes.

The other feature is to build in elements of gender and social equality into these programmes. NREGS requires that one-third of the employment created be offered to women. SGSY requires that 40 per cent of the beneficiaries be women, 50 per cent from scheduled castes/tribes and 3 per cent disabled. At least some achievement data, especially in case of NREGS, provide details according to categories of beneficiaries.

Convergence: Women's Development

Poverty reduction and livelihood promotion are concerns that are not necessarily amenable to neat departmental classifications. For example, much of the agriculture and water resource development work results in additional incomes and jobs being created. Industrial development and infrastructure construction also have significant impacts on income and employment. Since these sectors are being reviewed separately, these dimensions are not considered here.

One significant contributor to the overall objective under analysis here is the Empowerment of Women and Child Development Department. Even though the total allocation of Plan outlay to this department is relatively small at Rs 936 crore (Rs 871 crore for nutrition and Rs 65 crore for women's development), its work has a disproportionately large impact. These outlays are also more than twice the amount actually spent on the activities in the Tenth Plan (Rs 395 crore and Rs 23 crore respectively). This is a substantial increase, signifying the importance the State attaches to these activities.

The two major programmes of the department are supplemental nutrition for children under five and pregnant and lactating mothers through *anganwadis*, and promotion and nurturing of large numbers of women's SHGs, which prepare them for economic activities (the actual loan funds for these SHGs come from banks and financial institutions). The Plan states that the strategies adopted for the Eleventh Plan include:

- Expansion of management of child nutrition scheme throughout the state; and
- Empowering women economically and socially by further strengthening SHGs to impart knowledge, education and training to women enabling them to join the main stream of development.

Child malnutrition is among the worst manifestations of poverty. Non-existent or unequal opportunities of gainful employment outside agriculture to women, one half of the population, are a major cause of poverty. The importance of these activities, therefore, cannot be gainsaid.

Allocation and Expenditure : Expenditure on Target

The data compiled by the State Planning Department show that the funds provided for the various activities discussed above were more or less fully utilised in the first three years of the Plan. A summary comparison of planned and actual expenditure on key activities is provided on the next page. It suggests that the view common among senior Rajasthan development administrators that the state has generally had a good record of actually using the funds it has at its disposal is quite valid. Another observation relevant in this context was that Rajasthan would have actually spent all the allocations for the entire Eleventh Plan before the end of 2010-11, the fourth year of the Plan. In some sectors, it may even exceed the entire Plan allocation.

Programme	Total Plan Outlay (Centre+State) Rs crore	Three Year (2007-10) Figures, Rs crore		Achievement, Exp/Outlay, %
		Revised Outlay	Actual Expenditure	
NREGS	8,247	14,515	12,857	89
SGSY	234	233	237	102
IAY*	550	540	506	94
Child nutrition@	875	600	435	73
Women's Development@	65	34	25	75

**To November 2009*

@For 2008-10, expenditure up to December 2009

This is an impressive achievement because the Indian development history is replete with examples of the capacity to absorb resources provided falling short of the provision of resources.

The case of NREGS needs to be highlighted. The revised three year allocation was 75 per cent higher than the original outlay proposed for the entire plan period. This was necessitated by the very rapid expansion of

the programme, which went from six to all 32 districts of the State. The Department was able to spend nearly 90 per cent of the revised outlay; obviously, the manifold increase in activities and target beneficiary population did not pose any problems.

Achievement of Physical Targets: *Story of Impressive Physical Performance*

Meeting expenditure targets, however, does not necessarily mean that the resources were spent effectively. An analysis of physical achievements would be needed to address that question in part. This in turn will help gain insights into whether the achievements had the desired outcome or impact.

Data on the physical achievements of the various programmes are not as well organised and readily available as those on financial parameters for obvious reasons. Some activities, most notably NREGS, have been mandated to monitor the performance in a measurable and transparent manner and have therefore been readily forthcoming with the needed information. Others, notably SGSY, have not been so careful about collecting and using relevant physical information about the progress. Nevertheless, the available information on the whole permits drawing some valid and useful inferences about the physical progress of key activities and programmes.

Since the on-ground achievements of the various programmes are in the form of diverse deliverables, they are presented in an individual scheme-wise fashion below.

NREGS

The table below shows the most recent data (to 15 October 2010) on the overall progress of the programme, for all categories of works and all types of workers:

Parameter	Achievement in				
	2006-07 (6 districts)	2007-08 (12 districts)	2008-09 (32 districts)	2009-10 (33 districts)	2010-11 (33 districts)
Registrations, lakh persons	15.4	28.7	84.7	78.8	90.0
Mandays, lakh	1,001	1,678	4,829	4,498	2,313
Wages, Rs lakh	51,490	1,00,594	4,27,110	3,93,050	1,72,375
Average wage rate, Rs/day	51.43	59.95	88.44	87.38	74.50

Assuming that the Rajasthan population of 5.65 crore in 2001 grew by 25 per cent in the next 10 years and 75 per cent of this rural, there would be around 1 crore rural households in the state today. Normally, there would be at the most two members registering per household. Therefore, 90 lakh live job card registrations indicate coverage of well over 50 lakh rural families under NREGS (the target for 2009-10 was 71 lakh families, which was probably met or nearly so). This is a major achievement of creating awareness and eliciting beneficiary interest.

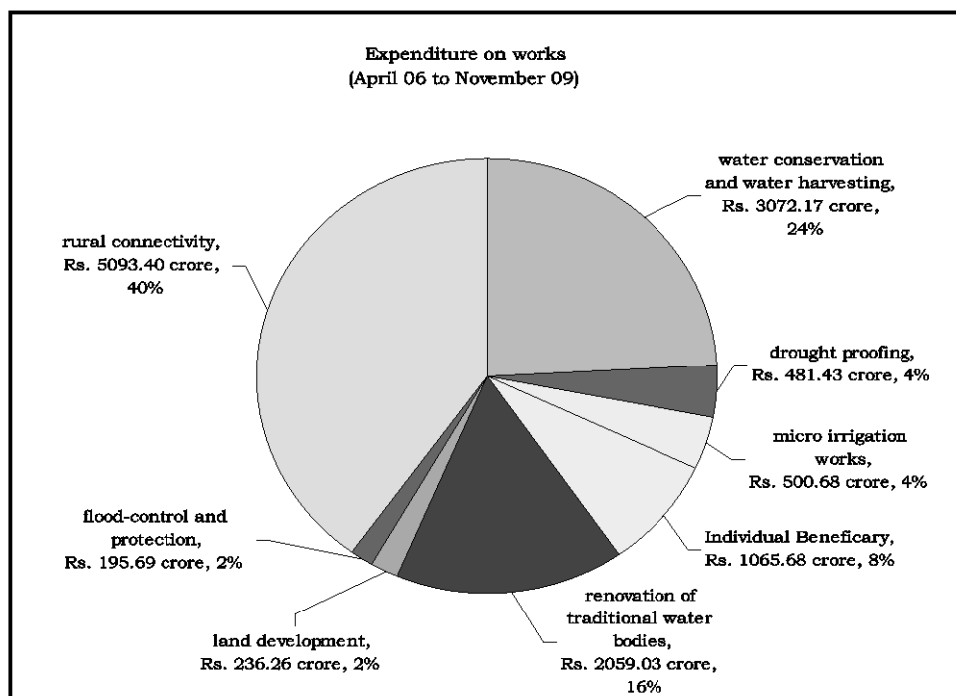
Even more impressive is the fact that this level of registrations (which may well be the upper limit to be expected) was reached almost as soon as the programme was extended to the entire state in 2008-09. Mandays per registration seem to have stabilised at 60 a year, which suggests per family employment of possibly 80 mandays or more per year (the 2009-10 target was 85 mandays) in view of the likelihood of more than one family member would be registering per family.

The average wage rate in 2008-09 and 2009-10 was well above Rs 80, which is also an indicator of the delivery of a desirable result. The dip of nearly Rs 15 per day in the current year is discussed on p 14 below.

The composition of works taken up under NREGS also shows interesting patterns:

Type of Activity	% Share of total expenditure/mandays generated in				
	2006-07	2007-08	2008-09	2009-10	2010-11
Connectivity	33	24	41	40	5
Development*	67	75	59	57	91

**Includes land development, water conservation and water harvesting, drought-proofing, micro-irrigation, irrigation to SC/ST/IAY/LR families, renovation of traditional water bodies and flood control*



The conception of NREGS as an on-demand employment programme is akin to emergency relief works taken up from time to time in the face of adverse natural events, most notably drought. It is logical, therefore, to expect that local populations would view it as a variant of relief work and demand employment under it of the kind generally offered under relief works. The initial experience in Rajasthan conforms to this *a priori* expectation. The share of rural connectivity-related activities (mostly roads) in the expenditure up to December 2009 was 40 per cent. Roads remained a priority activity in all of 2009-10 due to last year's severe drought. The share of connectivity fell in 2007-08 because the six districts in which NREGS was already in existence exercised their preferences for developmental activities. It is also low in the current year because NREGS activities were not taken up for three months due to the monsoon. This year's normal monsoon coupled with the fact that there is now far greater awareness of the totality of NREGS among the local populations suggests that the share of connectivity activities would be low, with a corresponding increase in development activities. This welcome development and their consequences are discussed later on.

More disaggregated data are available up to December 2009, which provide some useful comparisons with the rest of the country:

Indicator	2007-08		2008-09	
	Rajasthan	India	Rajasthan	India
Average days of employment per household	77	42	76	48
% Women workers	69	43	67	48
% SC workers	19	27	29	29
% ST workers	46	30	23	25

Rajasthan has exceeded the national average of mandays of employment per family by more than 50 per cent. More importantly, it has acquitted itself with considerable credit in working towards redressing existing distributional imbalances (gender and social origin). Drought relief measures in Rajasthan reportedly attract more women than is the case with the rest of the country. Even so, its performance on inclusion of women in NREGS is laudable.

Other Construction-oriented Activities

Two programmes envisage taking up construction as means of providing livelihood. They are Indira Awas Yojana and the MLA Local Area Development programme. Besides these, there are many other schemes which include some construction, but their size and spread are such that they are unlikely to have a significant impact on a large area.

IAY

IAY allocation for the Eleventh Plan was more than twice that for the Tenth Plan. Its objective is to help construct or upgrade housing of SC/ST, freed bonded labourer and other below the poverty line families. They are provided lump sum financial assistance to do so. The physical target for the Plan was construction of 224734 houses. Of these, some 1,34,000 houses were constructed between 2007-10 (up to November 2009). This physical performance is in line with the achievement of 94 per cent of targetted expenditure.

MLA LAD

Funds under the MLA Local Area Development programmes are provided to the extent of Rs 60 lakh per MLA per year, with Rs 600 crore as the total Eleventh Plan provision. The same provision was made in the Tenth Plan, of which Rs 519 crore (85 per cent) were actually spent. Most works are in the nature of building approach roads or structures for common use - schools, clinics and panchayat offices.

A sample-based evaluation of the Scheme for the Tenth Plan period observed that while all the works were found to be useful for public purposes with a completion rate of 95 per cent, their maintenance was sub-standard: the roads developed pits and shoulders were washed away, while buildings leaked and the doors and windows did not function properly. Wages were regularly paid to the workers on a fortnightly basis according to announced rates.

Not much information was available about the progress in the Eleventh Plan, but it would be reasonable to presume that this would not be significantly different from that in the previous plan.

Self-employment through Self-Help Groups

SHGs are the focal points of two major programmes: SGSY and Women's Development. They both aim to promote enterprise among the beneficiaries - supplementary occupations such as dairying, artisan activities, pursuit of handicrafts, among others - through finance made available through small SHGs locally (typical size of 10 to 20) and supported by federated bodies at higher levels, training and marketing assistance where required.

SGSY

This is an amalgamation of various existing schemes to promote self-employment among SC/ST families, women and others below the poverty line. It provides subsidies to individuals or groups for selected activities. The programme also has provisions for training and professional help for tasks such as marketing. A state-sponsored programme, the District Poverty Initiative Project (DPIP), also followed the same approach until its expiry in 2007-08. It is likely to be revived as Rural Livelihood Mission (RLM) with World Bank support in 2011.

The strategy was to provide thrift, credit and other financial services and products such as insurance to the required extent to the beneficiaries on a long-term basis, enabling them to raise their income levels and improve

their living standards. The focus in the Eleventh Plan was also to shift from micro-finance to livelihood finance and from small financial assistance to adequate financial assistance.

The financial performance at having fully met the expenditure target for the first three years (which in fact exceeded that for the entire plan period) appears creditable. Similarly, covering 93,000 beneficiaries in 2007-2009 as against the target of 94,000 and a further number of 22,000 up to November 2009 against the annual target of 56421 also appear to be good performance.

Officials of the Rural Development Department were, however, candid enough to admit that while the targets – both financial and physical – were met, they had little information on the effectiveness of SGSY, including such vital aspects as repayment of borrowings and defaults, or requirements of support for marketing or procuring raw materials. It seemed that the Department had little contact with the beneficiaries beyond distribution of subsidies (this task is devolved to panchayats). The DPIIP history was also similar.

Women's Development

Women's SHGs have been organised in the State since 1997-98 in all 33 districts. There were some 1,92,000 groups, each comprising 10 to 20 members, in existence as of December 2009. Nearly 1,50,000 of these have their own bank accounts, with deposits totalling over Rs 111 crore (average of about Rs 7,500 per group). Internal lending conducted from these deposits amounts to over Rs 70 crore. These groups have also availed of bank loans of Rs 326 crore (Rs 22,000 per group).

These groups all receive training and orientation. The Department also organises marketing fairs. A Women's SHG Institute has been formed for creating awareness, imparting skills and training, facilitating raw material availability and marketing, organising bank linkages and facilitating affiliations with various trade and development bodies. A new brand for the products of these SHGs, Amrita, has been created under a registered society with a grant of Rs 1 crore.

The Department has also addressed convergence. It has formed groups to deal with specific activities. *Gramya* deals with agriculture and horticulture, and co-ordinates with those departments. *Godhan* dealing with dairying liaises with government and co-operative agencies involved

in dairy development while *Shilpi* is engaged in handicrafts and is in touch with relevant government and commercial bodies.

These are very timely and appropriate initiatives. The SHGs deal in farm and off-farm activities where women have traditionally played a major role. Rajasthani women have long been known for their high degree of skills and craftsmanship. Organising them into SHGs and guiding the SHGs through the multiplicity of functions is just the impetus needed to convert the SHGs into entrepreneurial centres which could provide sustainable and attractive incomes to the women.

A good indicator of the effectiveness of the initiatives of Women's Department is provided by the Women's Empowerment drive which was a part of the state budget of 2009-10. Every district had the target of mobilising 1,000 women for self-employment. The Department managed to create a cadre of 44,000 such women against the target of 33,000.

Feeding Programmes

Two major feeding programmes are run in the state. They are the Mid-day Meals Programme under the Rural Development Department and the Supplemental Feeding Programme under the Integrated Child Development Scheme.

MDM

Over 80 lakh students in class 1 to 8 in 81,000 government and other schools are provided hot nutritious mid-day meals. The Eleventh Plan provides Rs 655 crore for this. Besides direct feeding in schools, large modern kitchens have been set up on the basis of public-private partnership. Private companies, charitable foundations and non-government civil society organisations run these kitchens and supply meals to schools in specified areas. These schemes cover 22 lakh students presently.

Besides MDM's direct nutritional impact on poverty, employment is also generated in running the kitchens and supplying the meals. The State Government estimates that about 1 lakh additional jobs have been created by MDM.

ICDS

A supplementary feeding programme covers all 33 districts through 278 projects under 51,000 anganwadis. The target groups are undernourished children between the ages of 3 and 6, pregnant women and lactating

mothers and young girls. The target is to provide them 500 to 800 calories and 12 to 20 g of protein per day. The target was to cover 48 lakh beneficiaries, while the actual coverage was just about 39 lakh. As against a target of providing supplementary nutrition for 300 days, the actual coverage was 275 days.

Other Programmes

The Eleventh Plan lists several more programmes and schemes under the broad heading of rural development. They include Desert Development, Integrated Wasteland Development, Guru Golwalkar Jana Bhagidari Yojana, Dang Area Development, among others. These are area- or resource-specific, and not directly targeted at poverty reduction. As stated earlier, almost any developmental programme has a spread effect on poverty reduction, but the brief for the current sector review is to examine those programmes and schemes which are directly focussed on the rural poor or some of its constituent groups.

Outcome

Appraisal of Plan Progress to 2009-10: Qualified Success

The data studied and presented in brief above lead to several inferences:

- The main poverty reduction and livelihood promotion programmes have met the expenditure targets set for them up to the end of the calendar year 2009 or longer. In fact some of them - NREGS, SGSY and IAY have spent resources that exceed the original targets for the entire Plan period and have met even the revised targets. Thus, the State has shown a capacity to absorb the resources provided for specific purposes and projects;
- Physical goals (registering for employment, mandays of employment provided, payment of wages, construction of physical assets, creation of SHGs, feeding the target groups), have all been more or less met. Thus, the programmes have delivered the real performance expected of them;
- Programmes such as NREGS, SGSY and creation of SHGs have had specific focus on sub-groups of the rural poor, such as women and SC/ST families. The physical performance shows that these expectations have been largely met. Thus, the programmes have adhered to the objective of inclusiveness, which seeks to redress the distortions caused by gender or social inequalities;

- The key deliverable which should be the acid test for any assessment is the mitigation of calamity caused by adverse natural conditions. The Rajasthan poverty reduction programmes and strategies helped the state cope with a severe drought in 2009. The drought affected the entire state and was among the worst it has faced. Rajasthan managed to escape almost entirely the disastrous consequences that would have otherwise followed.

This would point to a conclusion that the programmes should be considered successful. This review prefers to call them qualified successes for reasons discussed below in the section of effectiveness of the outcomes.

Contributors to Success: Resources, Clarity, Commitment, Determination

Several factors have contributed to this desirable state of affairs:

- The sector allocation for the Plan period showed an increase of more than 40 per cent over that of the Tenth Plan. Although this was not in proportion with the increase in the size of the total Plan (more than twice that of the Tenth Plan) to start with, later revisions enhanced the resources further. For example, when NREGS was extended to the entire state in 2008, the original allocation of Rs 8,250 crore was increased to over Rs 14,500 crore or by 75 per cent over and above the original. A complaint often voiced by those implementing development programmes is about a shortage or delayed release of funds. This review did not come across any such complaint at all. Obviously adequate and timely availability of resources has been a major factor leading to the desired result;
- Several programmes have shown exceptional clarity in terms of objectives, selection of activities and beneficiaries, implementation processes, monitoring and assessment. For example, the Rural Development Department has prepared very clear, down-to-earth, manuals and guides covering all aspects of NREGS, which have been widely disseminated. The NREG Act itself lays down many of these without ambiguity, but even given this frame, Rajasthan has done exceptionally well to simplify procedures and bottlenecks. Similarly, Women's Development Department has worked out in detail the requirements of support for the various SHGs and taken concrete steps to provide it on an as-required basis. By contrast, SGSY has paid little attention to these aspects. Taking care of the devil in the detail has made implementation easier, paving the path to the eventual success;
- A remark heard repeatedly during this review at all levels of functionaries was about the role of leadership, both political and

administrative. Development literature in India is replete with references to apathy and neglect killing even the best-intended programmes. The Rajasthan administration's commitment at all levels is thus a refreshing exception. It has contributed to the result on the ground in no small way;

- Some of these factors – resources, clarity and even commitment in some instances – are present in other states as well, especially in case of NREGS. Yet the Rajasthan performance stands out in comparison to national average, and is possibly among the best in the country. This goes pleasantly counter to the received wisdom that BIMARU states in India lag behind the rest in delivering development. The Indian administrative and political system is known to have worked well in the face of disasters, but the Rajasthan experience shows determination to succeed even in normal circumstances.

The State leadership and planning machinery needs to note these factors and ensure their presence in dealing with all development tasks, not just those connected with poverty alleviation, where they are absolutely essential.

Some Dissonances: Strait-jackets, Ambiguity, Apathy, Convergence

Lest the above paragraphs give the impression that all is very well with the sector under review, attention must be paid to some emerging areas of dissonance which could adversely impact future performance. The following are some of the major concerns encountered in this review:

- Centrally-sponsored programmes which receive most of their funding from the Government of India invariably follow a standard design and set of procedures. While they include statements regarding local adjustments, these are almost never made. This one-size-fits-all approach can sometimes limit the effectiveness of the programme.

NREGS is the most carefully planned and monitored current development programme. Even as this review acclaims its successful implementation in Rajasthan, areas where some flexibility would help also need to be seen:

- Conditions vary vastly between Western desert districts and those in the East where there is normally adequate rainfall. Choice of activities and measurement norms need to factor in these diversities;

- Severe ambient conditions make physical labour almost a tortuous experience at midday, especially in summer months, when work under NREGS is most needed. Application of standard work norms at these times would result in lower daily incomes precisely at a time when they are most needed;
- A rigid application of the 60:40 split in resources spent on labour and other activities may not allow taking up some desirable activities which would have salutary impact on long-term alleviation of poverty. Even though NREGS has made an exception for the construction of service centres (10:90), similar exceptions are not possible for other activities;
- Regular on-farm employment is available during the sowing and harvesting season. NREGS should not compete with these occupations (it should be seen as a supplement to the availability of work), which would also help address concerns about rising wage costs in agriculture in the wake of NREGS.

These are only some of the concerns, which this review considers legitimate that are being voiced about the need for an approach more in tune with local realities than is the case now;

- Most poverty alleviation programmes are increasingly seen as entitlements and rights of the beneficiaries. This perception is only partially correct. Rights and responsibilities go together and cannot be separated. One specific situation that needs to be highlighted is with regard to wages paid under NREGS. Some recent newspaper reports have recorded instances of payments as low as Re 1 per day. This arises partly from some confusion about work norms, measurements and wages to be paid. The beneficiaries have known drought relief activities in the past; the expansion of NREGS in the state happened to coincide with the drought and the relaxation of work norms as a consequence. When regular activities were taken up in the current year after the monsoon, a more stringent application of work norms resulted in payments as low as Rs 35 to Rs 50 per day (Re 1 sounds apocryphal), when the participants expected Rs 100 regardless of the work as their entitlement, since it was in the public domain (*sarkari kaam*). This points to the need for improved and repeated communication not only about the norms but more importantly, about the logic of rights and responsibilities. PR bodies need to address themselves urgently to this task, rather than leaving it to officials;

- Despite the general sense of commitment and determination displayed by the administrators as commented on p 13 above, implementation of some programmes is still not free of apathy and neglect associated with such activities earlier. SGSY and DPIIP prior to it (see p 10 above) are clear cases of such an approach. The problem most likely arose from the fact that these were essentially old schemes repackaged under new labels and failed to arouse the interest of those in charge of them. Neglect of aspects such as fostering a spirit of entrepreneurship and suitable nurturing would obviously limit the effectiveness of the programme;
- As poverty alleviation activities move from relief to longer term livelihood restructuring (see the immediately following section), support from many more government functions, as also non-government and private commercial organisations would assume greater importance. These needs are as yet nascent, but the very success of activities providing immediate succour leads to longer term concerns for such support. For example, improving possibilities of agricultural income through soil and water conservation taken up as NREGS works would be ultimately fruitful only if Agriculture Department were to be fully involved in providing extension and inputs. Fortunately, awareness for such convergence exists at almost all levels. A notable example of using convergence is the approach followed by women's SHGs and the groups discussed on p 10 above. This review fervently hopes that other departments and activities would also adopt the attitude and the otherwise much-in-evidence interdepartmental rivalry will be prominent by its absence. A young educated woman *sarpanch* summarised the desirable attitude most pithily: *Hame na koi aham hai na wahem* (we have no ego or doubts [about others' contributions]).

Effectiveness of Outcomes: Moving Out of the Poverty Trap

The great Chinese sage Confucius said that he gave a hungry man a piece of fish which took care of his hunger for a day. Teaching him how to fish would have taken care of his hunger for life.

Poverty alleviation has two dimensions: its manifestation and its causation. Relief activities, feeding programme and curative medicine address the manifest symptoms of poverty. They are akin to giving the

Confucian hungry man a piece of fish. Augmenting assets to enhance their productivity, education and skills training to improve employability on a sustained basis and preventive medicine together with added nutrition to increase vitality all attack the factors that cause poverty in the first place and attempt to break the poverty trap. They teach the man how to fish and hopefully, provide him a fishing tackle.

There is no gainsaying the need for urgent and effective measures to mitigate manifestations of poverty, especially in a state such as Rajasthan. Although it has a lower incidence of poverty (21 per cent as against the national average of 28 per cent), it ranks lower than average on other social indicators such as infant mortality rate, extent of malnutrition among children below 5, and literacy, especially among women. The tasks of fighting this fire can be delayed or ignored only at great peril.

Yet the ultimate test of effectiveness of such efforts is that they are no longer needed.

A Keynesian perpetual employment model of digging ditches and filling them up (or its modern Indian equivalent of rebuilding *kutch*a roads washed away after the monsoon year after year) may provide relief indefinitely, but does not address the root cause of the problem. For example, having to undertake drought-proofing year after every drought year means that the project is not worth the name. Pure relief works also create a dependency syndrome in the bargain. Many of India's drought-prone areas show striking evidence of this phenomenon.

Even though the origins of NREGS could be traced to relief works, as a concept, NREGS has the potential to unleash a pro-active dynamics that could help address the causation of poverty. Water and land development works have been accorded the highest priorities in selecting activities under NREGS. There is ample field evidence to support the contention that when these are conducted sincerely and effectively, the impact of even serious droughts on local communities and farms is mitigated to a very great extent. Delwara in Udaipur district is one among many communities which weathered the 2009 situation quite comfortably thanks to the effort the villagers and their panchayat took up in the preceding years with the help of government and civil society resources.

Rural connectivity accounted for 40 per cent of the NREGS activities until 2009. This is entirely understandable in view of the history and the drought. It is heartening to note that in the as yet young season of 2010,

connectivity has been accorded a far lower role. It is perhaps too early to gauge the impact of the water and land development works taken up under NREGS earlier, but the Department needs to keep track of them and trace their impact on land productivity. That would be the test of the true effectiveness of the programme. Until this evidence is in, the success of NREGS must always be mentioned in qualified terms.

The impact of feeding programmes, especially under ICDS, is also subject to some qualifications. It seems that those who receive supplementary feeding forfeit their share of family rations, the logic being that they are already fed. This defeats the purpose of supplementary feeding, for it would be no one's case that 500 to 800 calories constitute adequate intake. The ultimate test of the effectiveness of such activities is not just a lower incidence of malnutrition, but the elimination of the need to take up supplementary feeding in the first place.

Creating self-employment with or without SHGs is a part of the effort to address the causation of poverty, but is also fraught with challenges. Providing credit, training, raw material and marketing assistance are all necessary inputs, but by no means sufficient to promote newer avenues of earning livelihoods.

The task basically is of converting those at the bottom of the pyramid into entrepreneurs. The persons involved most likely have little or no productive resources to call their own and depend on simple, unskilled wage-paid employment for their existence. Their decision horizon would rarely cover one whole agricultural season and their risk-bearing ability would be nearly non-existent. Even the most elementary self-employment opportunity, such as that provided by keeping a milch animal or rolling *bidis* on a job-work basis would most likely involve taking risks that would appear threatening to such an individual.

The point to note then is that not everyone can become a self-employed person. Even those who have the potential to be so, need hand-holding and nurturing through the myriad crises they would face. Enterprise finance and training alone would not make such programmes effective; livelihood finance (which provided support during the inevitable crises of confidence) and support must be integral parts of such programmes. The women's SHGs have incorporated such thinking in part and it was reported that the proposed RLM would do so as well. These are welcome developments, which this review supports fully.

Agriculture contributes a larger share to the Rajasthan state domestic product as compared to the country as a whole. To that extent, agriculture and related activities have a greater role to play in creating additional means of livelihood. Notwithstanding this situation, the Rajasthan agriculture is the employer of last resort and supports populations far beyond its potential, as is the case with the rest of India. This leads to only limited, if any, possibilities for the society as a whole to break out of the poverty trap. The critical need, therefore, is to aim at reducing the dependence on agriculture for earning livings. The ultimate test of poverty sustainable poverty reduction is a fall in the absolute numbers dependent on agriculture.

The real task before the society in general and Rajasthan in particular is to create employment opportunities outside agriculture in rural areas. One such activity would be a thorough overhaul and upgradation of rural infrastructure, including transport and commodity storage (with its own beneficial effects in terms of avoiding wastage and reducing the costs of transport and marketing). Not only could these scale-neutral, allowing their execution at the individual community level, but would lead to sizeable additional economic activity best suited for local entrepreneurs.

Given its rich tradition of rural artisanship, Rajasthan is eminently suited to create a base of relatively inexpensive semi-skilled labour ready to be employed in small, medium and larger scale, labour-intensive industrial enterprise. This is what made China the workshop to the world, something that could be replicated in Rajasthan.

The tried and successful approaches such as NREGS and SHGs now need to be enlarged in vision and scope to embrace new activities of the kind mentioned above which have the potential of job creation outside agriculture. A whole new shelf of projects, allowing local flexibility to the maximum extent can be prepared. Some of these would be eminently amenable to public-private partnerships. New marketing and storage facilities could involve private interests to fund the material and equipment part, and NREGS to provide labour, creating permanent assets which would alter the dynamics of the rural economy. This would be diametrically different from the present city-centric infrastructure development, where benefits do not trickle down but well up instead.

Even as the people and the Government of Rajasthan need to be complimented on their already considerable achievements in this sector under review, they also need to be aware of the much greater challenges

that must be faced in the immediate future. This would require them to think out of the box. Fishing tackles are not easy to provide, nor is training for fishing simple.

Empowering the Grass Roots: Effective Panchayati Raj

This review would be incomplete without some brief observations about the vessel of choice for implementation in Rajasthan, the Panchayati Raj institutions. This review supports this move without any qualifications or reservations. No efforts at poverty alleviation, especially of the sustainable kind discussed in the paragraphs immediately above, could succeed unless they were people-centric. The best way to ensure this is to devolve as much power to in the target group as possible, which is what the engagement of PR bodies intends to do.

Power does not, however, truly devolve by a mere fiat. It requires not just transfer of and control over resources, but also more importantly building up of decision-making capacities at appropriate levels. This review has repeatedly stressed the simultaneous devolution of rights and responsibilities. This is highly relevant in the case of panchayati raj administration.

Fortunately for Rajasthan, a great deal of preparatory work has been done already. The government has given serious consideration to training and has incorporated lessons from Kerala, where PR bodies have acquitted themselves with considerable credit. This would be the base for a special training drive. This review hopes that the training would include special capsules for elected representatives and office bearers and stress their responsibilities.

NREGS has in-built mechanisms for checks and balances and review, in the form of social audits by the Gram Sabha and an ombudsman. There is no reason why such oversight bodies should not be engaged in other poverty alleviation programmes as well for similar functions. Preparing manuals similar to those of NREGS for other programmes would be a relatively simple task, as only some modifications would be required. In other words, the base model of NREGS institutions at the village level needs to be extended to all development programmes. It is hoped that the considerations of transparency and responsibility which led to the creation of these structures would be the features of other programmes as well.

PR bodies presently suffer from a credibility deficit and Rajasthan is perhaps no exception. This review came across an instance when a community willingly pays a civic organisation a monthly service charge for sanitation, but demurs from doing so if the village panchayat is involved, even though memberships in the governing bodies of the two organisations overlap to an extent. The way out of this situation is not the creation of alternative institutions, as is often done in India leaving a clutter of co-ordination and convergence problems, but to consciously improve the credibility of the concerned organisation by helping it to deliver. Rajasthan was the first state to have initiated the Panchayati Raj administration from 2 October, 1959 onwards. It now needs to become the best Panchayati Raj administration.

Power conferred by government fiat creates dependencies and sycophantism, not to mention avoidable internecine rivalries. Power gained through economic means, be it higher income from productive activities or greater control over local developmental expenditure is far more lasting and elevating. This is true empowerment, not always so recognised.

The details of Financial & Physical targets and achievements in Poverty Reduction & Livelyhood Promotions are given in Annexure 9.1 & 9.2.

Annexure 9.1

**Outlay & Expenditure
(11th Five Year Plan 2007-12)**

Poverty Reduction & Livelihood Promotion

S.No	Name of the Programme / Scheme	Funding Agency Central: State Other Agency if any	Total Outlay (2007-12)			3 years Total Revised Outlay (2007-10) (upto 31-03-2010)			Total Expenditure (upto 31-03-2010)			% Exp. To Total Outlay (2007-10) (12 to 9)
			State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	State Plan	CSS/ others	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13
1	Mission on Livelihood	State	7119.13		7119.13	3829.10		3829.10	3394.75	0.00	3394.75	88.66
2	Swarn Jyanti Gram Swarojgar Yojana	State/Cen.	6100.00	17250.00	23350.00	5646.82	17890.82	23537.64	6275.02	17659.53	23934.55	101.69
3	Mitigating Poverty in Western Rajasthan	State			0.00	740.00	0.00	740.00	670.82	0.00	670.82	90.65
4	MGNREGA	State/Cen.	104687.00	720000.00	824687.00	99000.00	1352467.76	1451467.76	97530.58	1188218.03	1285748.61	88.58
5	PMRY/PMEGP	Central		710.00	710.00	0.00	408.91	408.91	0.00	252.11	252.11	61.65
6	Swarn Jayanti Shahri Rojgar Yojana	State/Cen.	2500.00	7500.00	10000.00	1806.23	5440.69	7246.92	1660.42	4494.54	6154.96	84.93
7	DPIP-Phase-I	State	10000.01		10000.01	8642.81	0.00	8642.81	7571.74	0.00	7571.74	87.61
8	DPIP-Phase-II	State			0.00	20.01	0.00	20.01	19.97	0.00	19.97	99.80

1	2	3	4	5	6	7	8	9	10	11	12	13
9	Swavalamban Yojana	State	400.00		400.00	0.01	0.00	0.01	0.00	0.00	0.00	0.00
10	Vishwas Yojana	State			0.00	68.68	0.00	68.68	60.22	0.00	60.22	87.68
11	Aid to Disabled for Kiosks Allotment	State	500.00		500.00	50.00	0.00	50.00	49.96	0.00	49.96	99.92
12	Aid to Disabled for Self Employment & Training	State	25.00		25.00	45.50	0.00	45.50	28.75	0.00	28.75	63.19
13	Running of Swayam Siddha Yojana	State	100.00		100.00	91.00	0.00	91.00	63.16	0.00	63.16	69.41
16	Reimbursement of 2% Interest to Women SHGs	State			0.00	40.00	0.00	40.00	0.00	0.00	0.00	0.00

Annexure 9.2

**Physical Targets & Achievements
(11th Five Year Plan 2007-12)**

Poverty Reduction & Livelihood Promotion

S. No.	Name of the Programme/ Scheme	Ind./ Level	Units of Physical Targets	11th Plan Target	2007- 08	2008- 09	2009- 10	3 years Physical Targets (2007-10) (upto 31-03-10)	2007- 08	2008- 09	2009- 10	3 years Physical Ach. (2007-10) (upto 31-03-10)	% Ach. (1.3 to 9)
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	SGSY	Ind.	No. of Swarojgaris	166060	40936	52800	56421	150157	42782	49864	59348	151994	101.22
2	MGNREGS - Employment Generated	Ind.	Lac Mandays	NF	NF	NF	NF	NF	1678.38	4829.38	4498.08	11005.84	
3	PMRY/PMEGP	Ind.	No. of Enterprises	98600	21100	1337	1337	23774	20697	262	1344	22303	93.81
4	Swarn Jayanti Shahri Rojgar Yojana												
i	USEP-Persons Benefitted	Ind.	Nos	32500	13750	6000	6000	25750	8740	5119	9404	23263	90.34
ii	USEP-Persons Trained	Ind.	Nos	28500	10600	5500	5000	21100	11461	5875	5315	22651	107.35
iii	UWEP-Mandays Generated	Ind.	Lac Mandays	6.00	1.00	1.10	1.10	3.20	1.32	1.25	1.77	4.34	135.63
5	Vishwas Yojana	Ind.	Nos.	NA	NA	NA	333	333	506	394	484	1384	
6	Aid to Disabled for Kiosks Allotment	Ind.	Nos.	18890	1326			1326	786			786	59.28
7	Aid to Disabled for Self Employment & Training	Ind.	Nos.	780	NA	NA	NA	0	100	200	300	600	
8	Swayam Sidha Yojana	Ind.	Nos.		300	300	300	900	223	600	393	1216	135.11