



**APPROACH**  
**TO**  
**NINTH FIVE YEAR PLAN**  
**1997-2002**

**GOVERNMENT OF RAJASTHAN**  
**PLANNING DEPARTMENT**

**CONTENTS**

<b>Particulars</b>	<b>Page No.</b>
1. Introduction	1
2. Planned Development - Retrospect	2
3. Eighth Five Year Plan	3
4. Towards Ninth Five Year Plan	6
5. Constraints in Development	8
6. Macro Dimensions	
6.1 Drought	10
6.2 State Demestic Product	11
6.3 Demographic Perspective	13
6.4 Employment	18
6.5 Agriculture	21
6.6 Land Use	23
6.7 Land Holdings	24
6.8 Livestock	25
6.9 Water Resources	27
6.10 Energy	30
6.11 Industrial Development	32
6.12 Public Sector Enterprises	33
6.13 Development of Non Farm Sector	34
6.14 Mineral Development	35
6.15 Development of Communication Network	37
6.16 Railway Network	40
6.17 Air Transport	40
6.18 Poverty Alleviation	41
6.19 Education	42
6.20 Medical and Health	45
6.21 Drinking Water Supply	47
6.22 Forestry	48
6.23 Urban Development	50
6.24 Decentralisation of Planning	51
6.25 Growth Rate	53
7. Approach and Objectives of National Plan	56
8. State's Approach and Strategy	57
9. Financial Resources	62

# APPROACH TO NINTH FIVE YEAR PLAN 1997-2002

## 1 Introduction

- 1.1 The State of Rajasthan has 31 administrative districts, 100 sub- divisions, 229 tehsils and 237 development blocks. With 3.42 lakh sq. kms. of area, Rajasthan is the second largest State in the country, accounting for over 10 per cent of the total geographical area. It has 1040 km. long international frontier with Pakistan and is adjacent to the States of Punjab, Haryana, Uttar Pradesh, Madhya Pradesh and Gujarat. The State has a population of 4.40 crores (census 1991), about 77 per cent of it living in rural areas. The population of scheduled castes and scheduled tribes is 17.29 per cent and 12.44 per cent, respectively of the State's total population.
- 1.2 Rajasthan is a large and unusually diverse State. The State presents a number of contrasts. The topography of Rajasthan is dominated by the Aravalli hill system which divides the more fertile east from the desert in the west. Over 61 per cent of the State's area, carrying about 40 per cent of its population, lies west of Aravallis in the Great Indian Desert, the Thar. The tribal area constitutes 5.85 per cent of State's land mass and 8 per cent of its population. The other remaining area i. e. 33.04 per cent habitates 52.21 per cent of the total population. Density of population varies from 84 per cent per sq. km. in desert area to 203 in other areas, the State average being 129.
- 1.3 The desert area is characterised by extremes in temperature and scanty rainfall, varying from 20 to 40 cms. The geographical diversities of this area have made it most vulnerable to drought and scarcity conditions. However, areas east of Aravallis have comparatively fertile soil and good rainfall, varying from 40 to 80 cms. The State with 10.4

per cent of the area, 5.2 per cent of population and 10.6 per cent of area under cultivation of the country has barely 1 per cent of total water resource of the country.

- 1.4 Agriculture is still the main stay of the economy of the State, about 2/3rd of its population being dependent on it. Out of the total geographical area of 342.44 lakh hectares, the area under cultivation was around 162 lakh hectares (1993-94). Agriculture is mostly rain-fed, irrigated area being less about 28 per cent of the net area cultivated. In terms of gross irrigated area, it was 29 per cent.
- 1.5 Another peculiar feature of the State is recurring drought and scarcity conditions, the degree and intensity varying from year to year.

## **2 Planned Development : Retrospect**

- 2.1 The basic objectives during the planned era have been attainment of economic self reliance through step up in the rate of growth of the economy; raising the living standard of the people; provision of employment opportunities; and provision of the basic social services within the overall framework of economic growth with social justice. Removal of poverty, provision of basic infrastructure facilities and reduction in regional disparities have also been accorded priority in formulating five year plans.
- 2.2 Now that we are about to enter in the Ninth Five Year Plan, it is necessary to have an assessment of the level of achievement likely to be reached by the State at the end of Eighth Five Year Plan. This will be the guiding factor for future planning which should lead not only to upgrading the State's economy to the national level but ensure improvement in the living standards of the people and social justice for the people of the State.
- 2.3 The efforts of the planned era have no doubt resulted in the improvement in the rate of growth of the State, increased agricultural production, increased irrigation and power facilities and creation of a congenial atmosphere for industrial development. Educational and medical and health care facilities have witnessed many fold increase and basic

facilities like rural water supply, rural electrification, etc. have been extended substantially.

- 2.4 Looking to the peculiar problems of the State and its resource endowment, the basic thrust during the plan era has been on development of irrigation, power and transport sectors and expanding social services like education, medical and health, drinking water facilities. Even during the Eighth Five Year Plan over 80 per cent of the outlay shall be spent on these sectors.
- 2.5 Starting from First Five Year Plan in 1951-52 upto the Annual Plan 1991-92, Rs. 9349.56 crores have been invested through State Plans. During the Eighth Five Year Plan the expenditure is likely to be about Rs. 12000 crores, as against the outlay of Rs. 11500 crores.

### **3 Eighth Five Year Plan 1992-97**

- 3.1 The Eighth Five Year Plan was preceded by two Annual Plans i. e. 1990-91 and 1991-92. The Eighth Plan has emphasised the need to keep up the pace of growth to generate adequate employment opportunities, alleviation of poverty and to meet the most essential social needs. Progressive reduction in the rate of growth of population and completion of on-going projects on time to avoid cost and time over-run during the stage of capacity creation and its subsequent utilisation, particularly in irrigation, are priority areas. Emphasis has been laid on diversification of the agricultural base with greater thrust on the sectors like horticulture, livestock, fisheries, agro-processing, etc.
- 3.2 The Eighth Five Year Plan was a watershed in the history of planned development of the State. The per capita plan outlay was below the all States average till 1994-95, when it jumped to Rs. 557 from the level of Rs. 265 in 1991-92, as against the all States average of Rs. 466 and Rs. 324, respectively. For the Eighth Five Year Plan, as a whole, the per capita plan outlay works out to Rs. 2614 as against the all States average of Rs. 2101. It is also worth mentioning that while there has been substantial shortfall in utilisation of outlays in other States, Rajasthan has been able to utilise the entire plan outlay.

- 3.3 During the Eighth Five Year Plan the national economy has witnessed tremendous changes. The year 1991 was the watershed in the economic history of the nation when the New Economic Policy was launched by the Government of India. The reform process initiated in the country in 1991 has effected all the segments of the economy. The reforms include major policy changes such as delicensing of a large number of industries, opening up of various sectors for private investment which were earlier within the exclusive domain of the public sector, changes in the import-export regime, etc. The State Governments are required to play a major role in catalyzing foreign as well as domestic investment in diverse areas. The State Government's endeavour has been towards ensuring that the impediments in the faster growth of the State's economy are removed, so that there is greater private participation in the development process.
- 3.4 At the macro level the scope of initiatives and policy decisions which can be taken by the State Government is very limited. However, the State has to keep pace with the changes taking place in the economy of the country and make suitable structural adjustments so that the State's economy does not lag behind in the infrastructure development and does not suffer on account of price competitiveness.
- 3.5 With this end in view, the State Government has taken certain innovative measures/ policy decisions. The Industrial Policy 1994 and the new Mineral Policy 1994 have been enunciated. The Road Development Policy was also announced in 1994.
- 3.6 The Industrial Policy 1994 aims at rapid industrialisation of the State through procedural simplification for hassle free entry, speedy clearances, creation of congenial environment, financial incentives directed to greater exploitation of natural endowments of the State and promotion of specific industries.
- 3.7 The new Mineral Policy 1994 aims at mineral exploitation by adopting of modern technologies for exploiting mineral

resources and scientific mining, value addition through processing of mineral based industries, boosting the export of minerals, further development of human resources, simplification of rules and procedures, enhancing the employment opportunities in the mining sector and achieve greater transparency in decision making.

**3.8** The Road Development Policy 1994, besides outlining the targets for Eighth Five Year Plan, also lays down the broad framework for the Ninth Five Year Plan.

**3.9** A process of comprehensive reforms in PSUs has been initiated. An in-principle decision has been taken to create a State Renewal Fund on the pattern of the National Renewal Fund to facilitate industrial restructuring. PSUs have been granted more autonomy and operational freedom through MOUs and review of BPE guidelines. Steps have also been taken to create awareness about cost of money in PSUs.

**3.10** Increasing stress on privatisation necessitated reorientation of the State's development strategy. The State Government has taken all possible measures to ensure that the impediments in the faster growth of the State's economy are removed so that there is greater private participation in the developmental process. Private participation would be encouraged in development of infrastructure like power, roads, transport, etc. also.

**3.11** With concerted efforts during the plan era, the State has made significant strides in many fields. The important highlights of development efforts over the plan era can be seen from the following:

**3.11.1** Achievement of near self sufficiency in production of foodgrains, with rabi production showing an increasing trend as against kharif which has registered marginal increase. Stabilisation of production despite droughts has been achieved to a large extent. Production of foodgrains has increased from a mere 3.38 million tonnes in 1950-51 to over 11.7 million tonnes in 1995-96.

- 3.11.2** The State has merged as a leading producer of oilseeds, (31.55 lakh tonnes in 1994-95) particularly rape and mustard, in the country. The level of production of mustard in the State was 23.96 lakh tonnes.
- 3.11.3** Irrigated area has increased from a level of 52.64 lakh hectares in 1991-92 to 58.15 lakh hectares in 1994-95.
- 3.11.4** Installed capacity of power has reached 3049 MW by 1995-96.
- 3.11.5** The rural electrification programme has made a significant impact; 31501 villages have been electrified and 5.02 lakh wells energised by 1995-96. This was against 28563 villages and 4.09 lakh wells in 1991-92.
- 3.11.6** The process of industrial development, though less significant, has gathered momentum in recent years. Some sectors, particularly synthetic textiles, cement and building stones have done particularly well. Number of registered factories in 1993 numbered 12580 compared to only 168 in 1952.
- 3.11.7** Large deposits of rock phosphate, lignite, zinc and other base metals have been identified. The State is a major producer of cement grade limestone and gypsum in the country. Exploitation of mineral wealth has been stepped up after the approval of the new Mineral Policy.
- 3.11.8** Total road length (PWD) has increased to 68694 kms. by end of 1995-96. By March, 1996, about 18500 villages out of 37889 inhabited villages (1991 census) in the State have been linked by roads by 1995-96. During Eighth Plan period, about 13800 km. of road length would be added.
- 3.11.9** 37274 villages out of 37889 total habitated villages (1991 census) have been provided safe drinking water by the end of 1995-96.



**3.11.10** Educational and medical and health care facilities have expanded. Primary and upper primary schools have increased 34680 and 11070 by 1995 respectively. During Eighth Plan period, 5730 primary schools, 2649 upper primary schools, 445 secondary schools and 341 senior secondary schools have been opened. Under medical and health, 243 PHCs and 45 CHCs will be opened. The number of allopathic medical institutions is 10819 in 1995.

#### **4 Towards Ninth Five Year Plan**

**4.1** The satisfactory implementation of the Eighth Five Year Plan has manifested the State's ability to usher in a path of faster development. The infrastructure both economic and social has expanded considerably. Nevertheless, the socio-economic scenario presents a mixed picture. The economy has shown inherent strength and resilience in the face of frequently occurring scarcity conditions in the past. The gains of the developmental efforts would, however, have to be consolidated as they would act as a stepping stone for a leap forward to a higher growth path. The vast unexploited potential, in particular horticulture, cattle wealth, sheep and goats, mineral wealth, etc, would have to be exploited. The Plan has to take care of the weaknesses in our economy, as well. The Ninth Five Year Plan has to be formulated keeping in view the objective conditions in the State's economy and the development scenario. Thus, the efforts made in the past, the gap in key socio-economic indicators at the State level, the difficulties/ constraints in the path of quick development and the advantages which the State's economy enjoys have to be kept in mind.

#### **5 Constraints in Development**

**5.1** The State's economy still suffers from handicaps in many fields, which have to be kept in view, while shaping our future strategy. Some of these bottlenecks are:

**5.1.1** Over 60 per cent of the total State's area, carrying about 40 per cent of its population is desert. The

population is sparsely distributed entailing a very high unit cost of providing basis services.

- 5.1.2 Water, both surface and ground water, is a critical resource for the State. The available surface water resources are confined to certain parts of the State. Ground water, at many places, is of poor quality and the water table is steadily declining.
  - 5.1.3 Agriculture, the source of livelihood of 70 per cent of the population, still continues to be susceptible to the vagaries of the monsoon. Geophysical disadvantages, coupled with dependence of agriculture on monsoon has resulted in frequent occurrence of crop failures. Kharif production continues to fluctuate.
  - 5.1.4 Growth of population continues to be higher than the national average.
  - 5.1.5 Growth in the labour force continues to outpace employment generation.
  - 5.1.6 State is deficient in its own sources of power generation. Gap between demand and supply of power is continuing.
  - 5.1.7 Social and economic infrastructure is still poor. The State continues to lag far behind the country in terms of literacy.
  - 5.1.8 The level of transport and communication infrastructure is still below the national average.
  - 5.1.9 Sub-regional differences within different parts of the State are also a cause of concern.
- 5.2 The State has been lagging behind the country and most States in various key socio-economic indicators. Comparison of Rajasthan with the all India average and the highest level achieved among the non-special category States, given below, clearly shows the existing gap between the level of development in the State and the country :

## Comparison of Rajasthan with All India and highest level among Non-special Category States

Indicator		Unit	Year	Raj.	All India	Highest among non-special category States	Rank non-special category States
1.	Per Capita Income at (1980-81) Prices	Rs.	1992-93	1993	2239	3952	10
2.	Per Capita Consumption of Power	KWH	1992-93	320	331	863	9
3.	Per Hectare Consumption of Fertilizers	Kg	1992-93	27.4	67.1	162.2	13
4.	Per Capita Consumption of Petroleum Products	Kg.	1993-94	60.7	69.2	545.6	9
5.	Per Capita Advances by Scheduled Commercial Banks	Rs.	Sept.,95	1023	2557	6728	10
6.	Road Length/100 sq.km.	Km.	1988-89	32.7	60.8	547.7	13
7.	Railway Route/1000 sq.km.	Km.	1992-93	16.8	19.0	43.1	11
8.	Hospital Disp./ 1000 sq.km.	No.	1990	3	12	120	13
9.	Inpatient Beds/lakh persons	No.	Jan.,91	78	92	343	8
10.	% of Village Electrified	%	March, 95	83.42	85.30	100	10
11.	Infrastructure Development Co-efficient	%	1992-93	80	100	205	14

**5.3** The above would manifest that Rajasthan still continues to lag behind the other States and the national averages in case of most of the key socio-economic indicators. The investment in Central Government undertaking in Rajasthan was 1.8 per cent of the total investment in the country. In infrastructure development index, Rajasthan stood at the 14th place in 1992-93.

**5.4** The Madhya Pradesh Human Development Report has ranked the 15 major States in indicators of human development as under:

State		Literacy Rate 1991	Female Literacy 1991	Average No. of Years schooling 1987-88	IMR 3 years Average 1988-90	Life Expectancy 1981-86	Per capita State Domestic Product 1989-90
1.	Arunachal Pradesh	11	11	1	7	7	8
2.	Assam	9	8	15	11	14	10
3.	Bihar	15	14	9	10	11	14
4.	Gujarat	4	5	2	9	8	4
5.	Haryana	8	9	10	8	3	3

State	Literacy Rate 1991	Female Literacy 1991	Average No. of Years schooling 1987-88	IMR 3 years Average 1988-90	Life Expectancy 1981-86	Per capita State Domestic Product 1989-90
6. Karnataka	7	7	10	6	4	5
7. Kerala	1	1	8	1	1	13
8. Madhya Pradesh	12	12	13	14	13	15
9. Maharashtra	3	3	4	3	5	2
10. Orissa	10	10	7	15	12	12
11. Punjab	6	4	3	2	2	1
<b>12. Rajasthan</b>	<b>14</b>	<b>15</b>	<b>14</b>	<b>12</b>	<b>10</b>	<b>9</b>
13. Tamil Nadu	2	2	6	4	6	7
14. Uttar Pradesh	13	13	12	13	15	11
15. West Bengal	5	6	5	4	9	6

N.B.: Human development is the combination of people's entitlements and attainments relating to education, health and livelihood.

**5.5** A perusal of the achievements of the States with respect to each of the indicators is revealing. Rajasthan's position is poor in regard to almost all the indicators. It is particularly poor in respect of educational status. In regard to medical and other indicators also the situation is not a happy one.

## 6 Macro Dimensions

### 6.1 Drought

**6.1.1** Rajasthan is the driest part of the country. Because of its geographical situation, a major part of the State receives very low to scanty rainfall. The distribution and frequency of rainfall is also often erratic. The failure of monsoon worsens the situation, causing frequent crop failure, resulting in scarcity and drought conditions.

**6.1.2** Reviewing the occurrence of drought since 1980-81, the State faced droughts of varying degrees in all years excepting 1983-84, 1990-91 and 1994-95. Recurrence of droughts causes strain on the already burdened State exchequer, as during drought years, relief measures on a large scale have to be organised by the State to provide succour to the drought affected population. This also results in depressed State Domestic Product and per capita incomes.

**6.1.3** In the past efforts have been made to undertake activities of drought proofing, having larger employment potential so that resistance against drought is injected in the people and the economy. The efforts made so far have, however, not been adequate, considering the magnitude of the problem. These activities are required to be intensified further and made broad based. Dovetailing the relief operations with normal plan activities may help in easing the pressure on the State exchequer. This would require formulation of contingency drought plan co-terminus with the five year/ annual plans. Expansion of non-farm activities particularly khadi and village industries, handloom, handicrafts, etc. would considerably reduce the dependence on agriculture which is still susceptible to climatic conditions.

## **6.2 State Domestic Product**

**6.2.1** A characteristic feature of the State Domestic Product in the State is its year to year fluctuation which is entirely influenced by the behaviour of the monsoon.

**6.2.2** Net State Domestic Product (NSDP) at 1980-81 prices has increased from Rs. 4125.71 crores in 1980-81 to Rs. 10223.68 crores by 1995-96 (advance estimates). Per capita income at 1980-81 prices has increased from Rs. 1222 in 1980-81 to Rs. 2111 by 1995-96. A comparatively rapid increase in population has been the main contributing factor for a lower growth in per capita income.

**6.2.3** The notable feature of the NSDP has been that over the years, the structure of the economy has shown indications of change by a gradual shift from primary (which includes agriculture, mining, etc.) to other sectors. Data reveals that the share of primary sector in the NSDP in 1970-71 has declined from 62 per cent to 49 per cent in 1990-91 and further to 45 per cent in 1995-96. This indicates a loss of 13 per cent points during 1970s and 1980s. During 1990-91 to 1995-96, this has further declined by 4 per cent points. This reduction has been shared by secondary and tertiary

sectors. The contribution by sectors may be seen in the following table:

### Sectoral Share in State Domestic Product

(Percent)

Year	Primary	Secondary			Tertiary	Total
		Total	Of this manufacturing			
			Registered	Un-registered		
1970-71	62.03	14.53	3.45	5.74	23.44	100.00
1975-76	56.79	16.92	3.98	6.46	26.29	100.00
1985-86	50.30	19.11	5.37	6.81	30.59	100.00
1986-87	44.01	18.94	5.20	5.80	37.05	100.00
1987-88	38.41	22.52	6.84	6.85	39.07	100.00
1988-89	50.13	17.25	4.83	5.35	32.62	100.00
1989-90	46.33	18.25	6.62	5.12	35.42	100.00
1990-91	48.65	18.46	6.95	4.28	32.89	100.00
1991-92(P)	44.82	19.31	6.12	4.99	35.87	100.00
1992-93(P)	47.96	18.55	5.88	4.53	33.49	100.00
1993-94(P)	41.52	21.35	6.50	5.18	37.13	100.00
1994-95(Q)	45.68	19.69	6.01	4.98	34.63	100.00
1995-96(A)	44.63	20.15	6.10	5.24	35.22	100.00

(P) Provisional estimates

(Q) Quick estimates

(A) Advance estimates

Source: Directorate of Economics and Statistics

**6.2.4** The sectoral share is largely determined by the performance in agriculture. However, the growth in tertiary sector is due to the increase in the activities of the Government and non-government institutions. Though these are not related to production performance, yet there has been gradual shift from primary to tertiary sectors.

**6.2.5** Another cause of concern in the growth of SDP is that the per capita income in Rajasthan, however, continues to be lower than the per capita income at the national level. The gap is mainly determined by the performance of agriculture. Good harvest shows decrease in the gap and vice versa. Per capita income can be observed from the following table:

(Rs.)

Per Capita Income	1980-81		1984-85		1990-91		1994-95	
	India	Rajas-	India	Rajas-	India	Rajas-	India	Rajas-

			-than	than		than		than	
i.	At current prices	1630	1222	2504	1849	4983	4191	8237	6406
ii.	At constant prices(*)	1630	1222	1811	1379	2222	1942	2401	2074

\* Based on 1980-81 prices

**6.2.6** The gap between the national and State per capita income has been persisting. This is mainly due to faster rate of growth in population coupled with low resource base and the difficult geophysical conditions of the State. The State has to strive harder to ensure that the per capita income at the State level increases significantly to wipe out the gap in the State and national average.

### **6.3 Demographic Perspective**

**6.3.1** The Eighth Five Year Plan document (Planning Commission) had stated that "on the assumption that the family planning efforts will be turned into an effective people's movement during the Eighth and the Ninth Plan, the Standing Committee of Experts on Population Projection has estimated that the annual growth rate of population during the period 1991-96 would be 1.81 per cent which will further come down to 1.65 per cent during 1996-2001." With the Net Reproduction Rate (NRR) achieving unity 5 years later than expected at the time of Seventh Plan, the zero population growth goal has also shifted further.

**6.3.2** Rajasthan is among the States continuing with high fertility. The population of the State has been increasing at a faster rate. The last population census 1991 registered a population of 440 lakhs for Rajasthan, with a decadal growth rate of 28.44 per cent (compared to 23.56 per cent for the country). Rajasthan has consistently recorded a higher rate of growth than that of all India. High growth of population is the most serious challenge before the State and it has to be perceived as the most challenging task before the State.

### **Growth of Population in Rajasthan vis-a-vis All India**

Year	Population (Lakh No.)		Decennial Growth (Percent)	
	Rajasthan	India	Rajasthan	India
1911	110	2521	6.70	5.75
1931	117	2790	14.14	11.00
1941	139	3187	18.01	14.22
1951	160	3611	15.20	13.31
1961	202	4392	26.20	21.51
1971	258	5482	27.83	24.80
1981	343	6843	32.97	24.66
1991	440	8463	28.44	23.56

**6.3.3** The growth rate in the 1981-91 decade in Rajasthan had declined as compared to the previous decade. However, it is still higher than the national average. Even the rural population grew at a higher rate throughout compared to the national level. During 1981-91, the growth in rural population was 2.55 per cent annually; the increase at the national level being 1.97 per cent.

**6.3.4** The birth and death rates in the State have not shown the anticipated decline, as shown below:

### **Birth, Death and Infant Mortality Rates in Rajasthan and All India**

Year	Birth Rate		Death Rate		Growth Rate		IMR	
	Raj.	India	Raj.	India	Raj.	India	Raj.	India
1981	37.1	37.2	14.3	15.0	2.28	2.22	108	110
1982	38.0	33.8	12.1	11.9	2.59	2.19	97	105
1983	40.1	33.7	13.6	11.9	2.65	2.18	109	105
1984	39.7	33.9	14.3	12.6	2.54	2.13	122	104
1985	39.7	32.9	13.2	11.8	2.65	2.11	108	97
1986	36.4	32.6	11.7	11.1	2.47	2.15	107	96
1987	35.1	32.2	11.6	10.9	2.35	2.13	102	95
1988	33.3	31.5	14.0	11.0	1.93	2.05	103	94
1989	34.2	30.6	10.7	10.3	2.35	2.03	96	91
1990	33.6	30.2	9.6	9.7	2.40	2.05	83	80
1991(P)	35.0	29.5	10.1	9.8	2.49	1.97	77	80
1992(P)	34.7	29.0	10.4	10.0	2.43	1.90	89	79
1993(P)	33.6	28.5	9.2	9.2	2.44	1.93	92	74

(P): Provisional



**6.3.5** The rising population has wider implications. The fairly high rate of growth of population neutralised to a significant extent the fruits of economic growth. It also increases the requirement for educational, medical and other social amenities. There are social, economic and traditional reasons for such a high growth rate of population, which need to be dealt with. Important among them are:

- Low level of literacy, particularly female literacy which is the lowest in the country;
- Early marriage;
- Low coverage under family welfare programmes; and
- High age of acceptors of family welfare methods.

**6.3.6** Considering the above features and the growth of population trends in Rajasthan, the NRR would be further delayed, as compared to all India.

**6.3.7** Although the growth rate of population in the State which was 32.97 per cent in 1971-81 decade has come down to 28.44 per cent in 1981-91 decade, it is highest among the major States and more than double of that observed in case of Kerala (14.06 per cent).

**6.3.8** The CPR is 30.2 per cent in Rajasthan, as against the all India average of 43 per cent. The estimated population of Rajasthan is likely to reach 4.98 crores by March, 1996 and 5.61 crores in March, 2001. The comparatively higher pace of population growth will exert tremendous pressure in the labour market; on social institutions like schools, hospitals, etc. to cater to increased demand for these facilities; and for meeting needs of food, clothing and shelter.

**6.3.9** To bring about a decline in the population and attain the goal of 60 per cent of Couple Protection Ratio (CPR) by 2000 AD, the natural decline in birth rate should be 3 per cent points per year and this can be achieved only when CPR increases by 7.5 per cent annually. The Mid Term Appraisal of Seventh Five

Year Plan (Planning Commission) stated that once the CPR goes beyond 40 per cent the much awaited dip in the birth rate can be expected, since the average age of acceptors would decline. To attain this level still more concerted efforts would need to be made.

- 6.3.10** Study of the various aspects of family welfare programme reveals that apart from the mean age of female at marriage being low, the acceptors of the more commonly-used terminal methods are largely from the older age-group who are in the low fertility range.
- 6.3.11** As the terminal method did not produce the desirable impact on population growth, the emphasis on spacing methods was stepped up. The age of beneficiaries, however, continues to be high. Efforts have to be concentrate towards covering people in 15-29 years age group, with lesser number of children so that visible impact on population explosion can be felt.
- 6.3.12** The National Development Council (NDC) under the chairmanship of the Prime Minister which met in December, 1991, appointed a Sub- committee to urgently look into the various aspects of population. The Committee has made wide ranging recommendations covering different areas of population. The Committee has accepted that the National Family Welfare Programme which is more than four decades old has, however, not yielded the desired results in checking the population growth. The intervention strategy at micro and macro levels, as suggested by the Committee, aims at improving the outreach and quality of family welfare services.
- 6.3.13** Rajasthan has initiated various measures for propagation of a small family norm. The State Government has introduced the Raj Laxmi Scheme in collaboration with the Unit Trust of India for couples having one or two daughters, adopting small family norm. This is with the aim to improve the status of the girl child as also to recondition the preference for a male child. The State Government has ventured to

demonstrate its intentions to focus attention on need to control population through an amendment in the Rajasthan Panchayati Raj Act, disqualifying persons who have additional children in case they already had two or more children, when elected.

**6.3.14** The State Government has initiated a new programme, the 'VIKALP' in the field of family welfare in Dausa and Tonk districts, which are among the 90 districts in the country with extremely high fertility rate. The VIKALP seeks to replace the medical mode by a need based approach to family welfare.

**6.3.15** Financial incentives have so far failed to achieve the stipulated goals. The emphasis should be on publicity and education to reach the masses. To attain the much talked about dip in the growth of population, a frontal attack on illiteracy should be a priority item. It is difficult to think of attaining the birth rate and death rate of Kerala without attaining the literacy levels of Kerala.

**6.3.16** The path to population stabilisation is long, arduous and elusive. A sharper effort on family planning is called for in the State. Efforts will require to be directed towards :

- reaching and influencing younger couples with high fertility potential and with lesser number of children;
- reducing infant mortality rate, which has a direct impact on decision on family size;
- raising the literacy rate, particularly female literacy;
- raising the age of marriage;
- providing social security; and
- effective implementation of Child Marriage Restraints Act which has an important role in raising the mean age at marriage.

## **6.4 Employment**

- 6.4.1** The phenomenon of growing unemployment has emerged as a problem. Expansion of employment opportunities has, therefore, been the central objective of planning effort. About 8.19 lakh persons were on live register of various employment exchange by 1995. A comparatively higher growth in population has also contributed to the unemployment problem. It is envisaged that the addition to labour force in the quinquennium 1997-2002 will be higher than that in Eighth Plan period. It is expected that 26.38 lakh persons would get added to the work force during the Ninth Plan period. In addition, the Ninth Plan will start with a backlog of 5.86 lakh unemployed.
- 6.4.2** Providing employment to the vast work force and utilising the abundant human resources is of paramount importance. Employment is not to be treated as a by-product of growth, but it should be looked upon as a principal agent and the prime mover of growth. The national Eighth Plan document stated that the task is one of adopting a suitable structure of investment and production, appropriate types of technology and mix of production techniques and organisational support which would help promote growth in productive employment.
- 6.4.3** Although, Rajasthan has a low level of literacy, yet the rate of unemployment among the educated people is high. The problem of educated unemployed merit special consideration. Efforts towards tackling the problem of unemployment specially in case of educated persons must be intensified under various plan programme. Prevailing trends and the pattern of investment in development plans indicate growing need for Veterinary Assistants, Surgeons, STC trained teachers, ANMs, etc. Structural shift in the fields of engineering/ vocational education from conventional areas to new emerging areas like textile engineering, computer science, chemicals, plastic processing, ceramic technology having higher employment potential, should be a part of the manpower planning. Expansion of employment opportunities particularly for educated unemployed through stepping up

coverage under self employment scheme like TRYSEM, Self Employment Scheme for Educated Unemployed Youth (SEEUY) etc. would require added emphasis. These programmes have not yielded the desired results due to missing linkages of marketing and raw material. It would be necessary to fill up these gaps to make the programmes more effective.

**6.4.4** Technical education network with stress on vocationalisation in order to meet the demand for various skills would have to play a key role. Gaps between requirement and availability of skills in various spheres would have to be filled up through expansion of training institutions. Detailed exercise for manpower planning shall be necessary. Similarly, direct attack on rural poverty through various poverty alleviation programmes would need to be expanded. Jawahar Rozgar Yojana is expected to play a key role not only in providing employment to poor families but also in creation of useful community assets, thereby accelerating the overall development of the area. If we have to reach ultimately the goal of full employment, we have to concentrate on creating job opportunities, particularly in rural areas.

**6.4.5** The population in urban areas has been growing at a much faster rate than the rural areas. The growth in urban population has been 39.62 per cent in 1981-91 decade as against 25.46 per cent in rural areas. The migration of people to urban area need to be arrested by providing alternate vocations to people closer to their homes in rural areas. Considering a high dependency on agriculture providing inadequate returns due to small and uneconomic holdings, opportunities for shifting people from agriculture to non-agriculture will need to be expanded further to absorb the labour force in areas of agro processing, forestry, dairy, poultry, fisheries, sericulture, cottage industries, etc.

**6.4.6** To sum up, during Ninth Plan, the strategy for employment generation would focus on:

- To step up investment in employment intensive sectors. Identified employment potential sectors are crop husbandry, horticulture and animal husbandry.
- Labour intensive programme such as road construction, agriculture development, afforestation, construction of rural houses, minor irrigation, etc., to be given priority.
- A comprehensive programme of expansion of education network, with stress on vocationalisation and expansion of technical education may be taken up.
- Special employment programmes, like EAS, Jawahar Rozgar Yojana to be implemented vigorously.
- Diversification of agriculture, emphasis on agro-processing units.
- Establishment of resource based activities: wool and leather, mineral tourism, handicrafts, etc.
- Priority should be given to the development of basic infrastructure facilities in rural areas..
- Substantial expansion be undertaken in the self employment programmes under IRDP/TRYSSEM and Self Employment Scheme for Educated Unemployment Youth (SEEUY).

## **6.5 Agriculture**

**6.5.1** Despite diversification of the State's economy, agriculture still continues to be the main stay of the people, supporting 70 per cent of the population and contributing on an average about 50 per cent of the State Domestic Product. It is worth mentioning that there are no indications of major structural changes in the occupational pattern. Agriculture continues to dominate the scene.

**6.5.2** Agriculture development in Rajasthan is conditioned by its peculiar physical and geographical features namely large arid and semi-arid tracts, low and erratic rainfall, poor water resources, extremes of climate, etc.

Apart from adverse natural factors, another serious problem is that of high demographical growth and consequent high dependency ratio.

- 6.5.3** Agriculture production, particularly foodgrains, is characterised by wide fluctuations, depending on the monsoon behaviour. Even in the recent past, the production of foodgrains had varied from over 11 million tonnes in 1994-95 to 4.8 million tones in 1987-88. Rabi production has been indicating an increasing trend. The State has emerged as a leading oilseeds producing State in the country.
- 6.5.4** In absolute terms, the past agricultural growth has been good. However, per capita output has remained static in many districts due to high population growth rate. The per capita production of pulses has declined due to absence of any technological breakthrough. With major breakthrough in the production of oilseeds, the agricultural scene in Rajasthan is characterised by dynamism in production of commercial crops.
- 6.5.5** As indicated earlier, agriculture is the major source of livelihood of the people. The growth in agricultute in Rajasthan has been consistently higher than the all India average. The share of agriculture and allied activities in the State's five year plan has increased to 11 per cent in the Eighth Plan. A major part of this increase is, however, attributable to the externally aided projects under agriculture, watershed development and forestry sectors.
- 6.5.6** Accelerated development and stabilisation of agriculture production in the back drop of erratic and insufficient rainfall, limited water resources, vast arid areas having low fertility and low water holding capacity, etc., is a challenging task.
- 6.5.7** Stabilisation of agriculture production through increased emphasis on dry land farming will have to be given special attention. The development strategy oriented to the needs of the poor and the unemployed as also the increase in population would call for an

acceleration in the overall growth rate of agriculture. What is needed is convergence of improved technologies and their transfer to the field level and increased consumption of inputs to bring about improvement in yields in existing crops. Increasing population will tend to put more land to non-agricultural purposes. Thus, the emphasis has to be on increased output from less area. Better utilisation of the existing irrigation potential, reduction in water losses during conveyance, popularisation of water saving practices and devices and on-farm development will be necessary to reduce dependency of agriculture on monsoon and maximising output per unit of water. Improvement in input management, both monetary and non-monetary, development of methodology which responds favourably in augmenting and stabilising yield in the long term as well in the Ninth Plan would also be necessary.

**6.5.8** Adoption of dry land farming practices on watershed basis to boost the agricultural production will be part of the long term drought proofing strategy. Land reclamation programme will also deserve increased emphasis.

**6.5.9** The objective of agricultural development in the Ninth Plan should be:

- to increase the rate of growth of agricultural production; with our best efforts it is not possible to achieve a major shift from agriculture to non-farm sectors. Agriculture would continue to be a major enterprise in the Ninth Plan.
- to strive for a more stable and equitable growth
- to aim at high value agriculture
- to strengthen production base of agriculture and stop degradation of natural resources; degradation of soil and water resources has to be stopped. Attention is to be paid to the conservation and enhancement of soil and water resources.



- upgrade generation, transfer and adaptation of technology
- promote value addition through agro-processing in the State to generate off-farm employment and additional incomes

**6.5.10** Apart from the above, generation and extension of technology is an important area to be taken care of by the Government. The R & D efforts should have linkage with our situation. Agriculture research should be made co-terminus with the agro-ecological zones.

## **6.6 Land Use**

**6.6.1** The land utilisation in the State is marked with notable changes over the years. The net sown area has been fluctuating over years. With geographical diversities and large part being desert, there does not appear to be much scope for bringing more area under cultivation. Higher cropping intensity could add to the gross cropped area. The area sown more than once was 18.62 per cent to net sown area in 1993-94.

**6.6.2** Area under permanent pastures and grazing land has largely remained unchanged. The available village pastures and grazing lands have come under severe pressure due to large livestock population in the State.

**6.6.3** The land not available for cultivation, which includes land put to non-agricultural use and barren & waste land, has declined to 12.69 per cent by 1993-94. Culturable waste has shown no significant decline.

**6.6.4** As per land records statistics, the area under forests stood at 7.08 per cent in 1993-94. Area with Forest Department is about 9 per cent of the total State's area. The difference in these figures indicates that significant area is devoid of any tree cover.

**6.6.5** The land resources of the State, with its fragile ecology, increasing biotic pressure both human and cattle and recurring scarcity conditions, are under considerable pressure; resulting in problem of salinity,

alkalinity, desertification and at places water logging. Man-land ratio is declining.

## 6.7 Land Holdings

6.7.1 The report of Agriculture Census 1990-91 shows that the State has 5.11 million operational holdings, covering an area of 20.97 million hectares. The number of holdings and operated area have increased by 7.67 per cent and 1.88 per cent, respectively since 1985-86.

6.7.2 Categorywise number of operational holdings, area and percentage variations in 1985-86 over 1990-91 census is indicated below :

Category	1985-86			1990-91			% Variation in 1990-91 over 1985-86		
	No. of Holdings ('00-No.)	Area Operated ('00-Ha.)	Average Size (Ha.)	No. of Holdings ('00-No.)	Area Operated ('00-Ha.)	Average Size (Ha.)	No. of Holdings ('00-No.)	Area Operated ('00-Ha.)	Average Size (Ha.)
Marginal (below-1.00 ha.)	13576	6413	0.47	15173	7253	0.48	11.76	13.18	2.13
Small (1.00-2.00)	9201	13255	1.44	10188	14693	1.44	10.72	10.85	
Semi-Medium (2.00-4.00)	9786	27914	2.85	10607	30211	2.85	8.38	8.23	
Medium (4.00-10.00)	9861	61521	6.24	10173	63338	6.23	3.16	2.95	-0.16
Large (10.00 & above)	5005	96790	19.34	4926	94219	19.13	-1.58	-2.66	-1.09
Total	47429	205893	4.34	51067	209713	4.11	7.67	1.88	-5.30

6.7.3 Although marginal/small categories of holders (below 2 hectares), account for about 49.6 per cent, they cover only 10.5 per cent of the total operated area. Large holdings are 9.7 per cent of the total holdings, but operate an area of 44.9 per cent. The average size of holdings has come down from 4.34 hectares in 1985-86 to 4.11 hectares in 1990-91. The average size of holdings has fallen in medium and large categories during 1990-91 over 1985-86, indicating growing fragmentation of operational holdings.

## 6.8 Livestock

- 6.8.1** Rajasthan is rich in livestock resources and is endowed with the best breed of cattle, goats, sheep, camel and horses in the country. Animal husbandry plays a vital role in the State's economy specially in the arid and semi-arid areas.. The sector has very high employment potential and contributes about 15 per cent of NSDP. It contributes 10 per cent of total milk production, 35 per cent animal draught power, 30 per cent mutton and 42 per cent of wool production in the country. The investment in this sector needs to be stepped up to exploit the full potential of this sector.
- 6.8.2** The total livestock population of the State in 1988 was 409.01 lakhs which increased to 484.46 lakhs in 1992. It gives a ratio of almost 1:1 with human population. The cattle population has been increasing with every livestock census, except the census of 1988.
- 6.8.3** Goat and sheep occupy a unique place in farming system of areas with limited water resources. They together constitute more than 56 per cent of the total livestock population in the State, posing a serious threat to the fragile ecology of this region. It is necessary to design programmes for development of sheep and goat to contain their number and increase productivity.
- 6.8.4** The cattle wealth of the State needs to be preserved and developed to provide vital subsidiary food items like milk and milk products as also to enhance the income of milk producers in rural areas. Coverage of breed improvement should be expanded to have AI facility at the level of each panchayat. Scope of natural service should also be expanded and animal health care facilities strengthened. Provision should be made for inputs and trained manpower.
- 6.8.5** For improvement in productivity of livestock, availability of sufficient nutritive fodder is a prerequisite. With erratic rainfall, the State is faced with serious problem of availability of fodder. Even in years of normal rainfall, Rajasthan faces marginal shortage of fodder. It is, therefore, essential that

availability of sufficient fodder is ensured through development of integrated farming system. At present the development of fodder is entrusted to many departments, often resulting in overlapping of efforts. It would be desirable to concentrate efforts through nodal department (i.e. Agriculture Department) for fodder management in the State. Management of sheep and goat population, with a view to increase their productivity without adverse impact on the ecology needs consideration. The emphasis will be on improving quality and breed instead of increase in the number of such species.

**6.8.6** Processing of livestock products to ensure maximum value addition must be emphasised. Processing and marketing of milk products in cooperative as well as private sector in selected areas has to be strengthened. Processing facilities for other animal products should also be promoted on a large scale.

**6.8.7** Rajasthan possesses a large area of inland water bodies which offer potential for development of both intensive and extensive system of cultured based fisheries. From available fresh water resources in the State, 3.30 lakh hectare of inland water sheets in the form of reservoirs (1.2 lakh hectares), tanks and ponds (1.8 lakh hectare) and rivers (0.30 lakh hectare) have been identified for capture cum culture fishery management.

## **6.9 Water Resources**

**6.9.1** Rajasthan is the most water deficient State in the country. Its total surface (both internal and external) water resources is estimated as 30.36 MAF; 15.86 MAF being from internal sources.

**6.9.2** Irrigated area in the State indicates an overall increasing trend. The gross irrigated area has increased from 11.7 lakh hectares in 1951-52 to 58.15 lakh hectares in 1994-95. Although the area irrigated through canals has increased significantly, still wells continue to play an important role in the development

of irrigation network, accounting for about half of the irrigated area.

- 6.9.3** Under the World Bank assisted Agriculture Development Project, an integrated and comprehensive water resources planning study for a 50-year period (i.e. upto 2045 AD) has been recently undertaken through a team of Israeli consultants. This study which is being carried out on the basis of river basins, shall attempt to assess the total availability of water resources within the State and those that can be availed of through inter-State riparian agreements. The demands on these resources from all sectors such as drinking water, agriculture, industry, power, etc. are being assessed. The objective of this study is to propose measures to achieve the optimum and efficient utilisation of water while maintaining the balance between the growing requirements of each of the various sectors in the next five decades. As part of this study, a State Water Policy is also being drafted that shall guide the State in its approach and strategy towards water resources sector. A State Water Council has also been set up, to be chaired by the Chief Minister.
- 6.9.4** With the increase in population and the tempo of overall economic development of the State, there has been considerable increase in pressure for water for various basic and development needs. A comprehensive strategic planning for integrated use of available water has, therefore, become an urgent necessity. There is need for establishment of suitable mechanism for coordinating the development of various river basins in Rajasthan.
- 6.9.5** The expansion and improvement of irrigation facilities will have to continue to be a key ingredient of agriculture and rural development programmes in the Ninth Five Year Plan as well. A balance has to be struck between the protective and intensive system of irrigation. In drought prone arid and semi arid areas of the State spreading the irrigation widely by extensive irrigation can be better choice to protect as much area

of the cultivated land from the vagaries of nature as possible. In the humid area of south-east intensive irrigation to raise the index of area under cultivation and value productivity of crop is desirable.

**6.9.6** The fascination for taking up new works without careful consideration of the cost involved in creating these structures and their subsequent maintenance should be stopped. Maintaining and monitoring existing works and systems should receive due attention. Towards the objective of better water and land management, provision of beneficiary participation in all the schemes is essential to sustainable development of the irrigation sector. We should institutionalise the concept of 'Participatory Irrigation Management.'

**6.9.7** The ground water availability is variable due to hydrogeological conditions in the State. The ultimate irrigation potential from ground water is estimated to be 29.13 lakh hectares. By the end of the year 1994, 18.07 lakh hectare of irrigation potential was created.

**6.9.8** Although the overall development of ground water has reached the level of 50 per cent, the situation in Alwar, Bharatpur, Jalore, Jaipur, Dausa, Sikar and Jhunjhunu districts is alarming because of over exploitation; the stage of development of ground water in these districts has exceeded 85 per cent. In many parts of the State over exploitation of ground water and poor recharging of aquifers due to erratic and inadequate rainfall has resulted in lowering the water table.

**6.9.9** It is now essential that further development of ground water in dark areas should be discouraged. The State has no control over exploitation of ground water, except in cases involving institutional finances, it will have to seriously consider enactment of legislation restricting excessive exploitation of ground water. In the absence of ground water legislation and its unplanned exploitation, the overall stage of development is more than 50 per cent. This is an alarming situation and needs to be regulated/ controlled

through suitable legislation and remedial measures including artificial recharge. There has to be proper and regular monitoring of the development of ground water.

**6.9.10** To arrest depletion of ground water table and large number of blocks turning into dark areas, artificial recharge through the various methods i. e. spread of flood water, rain water percolation tanks and through construction of sub-surface barriers should be considered.. Water harvesting technology would need to be increasingly utilised. Scientific and judicious exploitation will be a priority area.

**6.9.11** Conjunctive use of surface and ground water in the potential areas should be encouraged. Increasing the efficiency of water utilisation shall be essential to optimise the use of available resource. In this connection, for new projects it may be useful to make it mandatory to have a detailed analysis of the ground water and conjunctive use of water.

**6.9.12** Development of irrigation facilities have become too costly, particularly when the user charges are low. With limited financial resources, the State Government may find it difficult to fund the development of irrigation infrastructure to the extent required to meet the increasing future demands of water. Private investment is being encouraged in all infrastructure activities. Efforts may be made to encourage private investment in development, operation and maintenance of water resources projects. Action in this regard could be initiated on a pilot basis.

**6.9.13** Considering the limited availability of water in the State, educating the masses in the efficient use of water shall be necessary towards conserving this scarce resource. Increased demand of water has been exerting tremendous pressure on the water availability in urban areas. In order to meet the demand of water, the State will have to seriously consider possibilities of recycling water atleast for industrial purposes in urban areas.

## **6.10 Energy**

- 6.10.1** Energy is an essential input to all productive economic activities and the consumption of energy increases with the process of economic development. The annual per capita consumption of power (1992- 93: CMIE) in Rajasthan of 320 kwh is lower than the national average of 331 kwh.
- 6.10.2** The State is deficient in its own resources for development of power sources and has, therefore, to depend for its power supplies from systems located outside the State. Besides, the State's own generating systems are situated in south-eastern corner of the State. Evacuation power from far off sources to distant parts of the State involves very high transmission costs.
- 6.10.3** Sectoral pattern of consumption of power during the past few years in the State has witnessed change in favour of agriculture sector. Installed capacity of power which was 13 MW in 1950-51 has increased to 3049.72 MW by 1995-96. The number of villages electrified was 31504 in 1995-96. In addition, 5.02 lakh wells would also be energised by 1995-96.
- 6.10.4** There, however, continues to be a gap between demand and supply of power in the State. The projected peak demand for Rajasthan by 2001-02 is 5606 MW. To meet this demand, 8000 MW capacity (shared/allocated/owned) would be required. With present capacity of 3049 MW, the addition of about 4900 MW is required. The only projects which are in hand in the State sector are Suratgarh and Ramgarh Gas Thermal Extension Project, which are likely to add about 600 MW capacity. It would, thus, be necessary that major steps are initiated to enhance the power availability in the State, so that the increasing power requirement of the State can be met. A Power Generation Corporation has been constituted in Rajasthan.



**6.10.5** The State Government has taken a decision to encourage private participation in development of infrastructure like power, roads, transport, etc. Action has been initiated for creating generation capacity of 4280 MW of power in private sector with an approximate cost of Rs. 18,000 crores (without IDC) at current prices. Decision has also been taken to encourage industrial units to set up captive power plants.

**6.10.6** There is an urgent need for exploring and developing new and renewable sources of energy. Expansion of renewable sources of energy has to be stressed. Systematic exploitation of solar, wind and bio-mass resources can meet the fuel requirements.

**6.10.7** In 1995-96, the State Government took a policy decision to electrify the villages, which are far flung and can not be electrified by cost effectively conventional sources of energy in the near future, through non-conventional energy mode i.e. SPV packs. A beginning in this direction has been made in the year 1996-97. This policy is to be pursued in the Ninth Plan also. However, adequate provision will have to be made for upkeep and maintenance of SPV packs.

**6.10.8** State Government has initiated action for harnessing the solar energy and LOIs have been issued for creation of 335 MW generation capacity from solar based projects in the Ninth Plan.

## **6.11 Industrial Development**

**6.11.1** Rajasthan is an agrarian State. Still a major thrust in the industrial sector, along with acceleration in pace of development in agriculture, is essential for speedier growth of the economy. Although the industrial base of the State has undergone significant diversification, yet the expected improvement in its contribution to NSDP has not been observed. The potential of the State needs to be systematically exploited.

- 6.11.2 The State is already far behind the national average in per capita income and socio-economic indicators. Industrial development will have to be given a higher priority so that these gaps can be bridged. Promotion of non agricultural activities will also reduce the dependence of the economy on the erratic monsoon thereby injecting an element of drought proofing in the economy.
- 6.11.3 A new Industrial Policy was launched in June 1994. The Policy focuses on strengthening infrastructure and encouraging private sector participation in infrastructure development. Special focus on small, tiny and cottage industries, rationalisation of fiscal incentives, time bound clearance of inputs and approvals, creation of facilitation groups at district and State level, simplification of procedures, minimising inspection, export promotion, quality upgradation, revival of sick units and development of industries identified as thrust areas are the salient features of the Policy.
- 6.11.4 In its endeavour towards accelerated industrial development, the State shall have to identify thrust areas for different regions so that the local resources and potential can be optimally utilised. Industries in which the State enjoys distant locational advantages will be given special attention and will need suitable promotional effort. Keeping in view the existing state of resources available, emphasis should be on livestock and agro-based industries, textile industry and high technology industries of engineering, electronics and chemicals. Cottage and small industries, handloom and handicrafts which have substantial potential in terms of utilisation of local resources and skill and tourism will form important thrust areas as they have substantial employment potential. Technology and resource input have to commensurate with the importance of these sectors.

## **6.12 Public Sector Enterprises (PSEs)**

**6.12.1** The PSEs in Rajasthan cover a wide range of activities like manufacture, infrastructure development and provision of services, credit or inputs, etc. These comprise of statutory corporations/ boards, companies registered under the Companies Act, cooperative societies under the Rajasthan Cooperative Societies Act and departmental undertakings.

**6.12.2** Measures so far taken at PSE reforms have started showing tangible results. The financial performance has improved significantly and in 1994-95, 38 PSEs showed a profit (before tax). The accumulated loss in these enterprises has been reduced from Rs. 712.70 crores on 31st March, 1992 to Rs. 573.35 crores at the end of 31st March, 1995.

**6.12.3** The process of reforming the PSEs initiated needs to be given further impetus. The focus will be on creating a policy environment and legal frame work to encourage private sector participation and facilitate appropriate restructuring of PSEs, improving efficiency and productivity of the viable enterprises having a critical role in the development of the State and privatisation or closer of unviable or less important enterprises.

**6.12.4** The State policy would emphasise reducing dependence of PSEs on budgetary support, greater professionalisation/ modernisation of management, privatisation and rationalisation of employees. There will be greater exposure to market forces.

### **6.13 Development of Rural Non Farm Sector**

**6.13.1** The potential for growth of rural non-farm sector in Rajasthan as also its efficacy in redressing the rural poverty is unquestionable. The approach should take into account the three aspects of local resource base, productivity and institutional framework.

**6.13.2** From the point of view of local resource base, which creates primary condition for the non-farm sector to flourish are leather, wool and minerals. All of these

have a direct bearing on the local resources with which the State is endowed. Since the large capital-intensive enterprises which have a large command over the same resource base, are still to come up, most of the processing is done outside the State. Strengthening of the manufacturing base for the end product to be produced in the decentralised sector is, therefore, required. However, it would be necessary to define in clear terms the complementarity relationship between the small rural non-farm sector, which is essentially labour-intensive and the medium/ large scale industrial sector, as both would be drawing from the same resource base.

**6.13.3** Increase in productivity in non-farm sector is another area of action. The objective should be generation of productive employment, and not mere employment. Till now, it has been found that at the national level also substantial employment growth in non-farm sector has not resulted in increased productivity. Increase in labour productivity in non-farm sector should be accorded high priority. Technological upgradation will be an area of concern for the State as poor performance of rural non-farm sector has been largely due to technological backwardness. Creation of some set up for technological improvement in the rural non-farm sector for facilitating the process of technology transfer from the laboratory to the field should be thought of. Linkages should be established with various technology institutes so as to facilitate the process of transfer of relevant technology to the entrepreneurs. These institutions could be approached to develop/ improve upon the existing technologies/ designs for use of the raw material, such as leather, wool, cotton, etc. in the State.

**6.13.4** Generation of skilled manpower for improvement in productivity of the non-farm sector is a further area of concern. Business contacts are required to be developed between the training institutions and the end users of the trained manpower.

## **6.14 Mineral Development**

- 6.14.1** Rajasthan has a wide variety of minerals. It produces as many as 67 minerals, including lignite and gas. It is a leading and important producer of lead, zinc, copper and tungsten ore from which are also recovered gold, silver and cadmium. Among the non-metallic industrial minerals, the State is a leading producer of rock phosphate, gypsum, steel grade and cement grade limestone, asbestos, felspar, quartz, silica sand, soapstone, clays, ochres and wollastonite. The State is also the most important producer of dimensional and decorative stones like marble, kota stone and sand stone in the country and has high potential for granite.
- 6.14.2** Several important deposits which are vital for the State's economy have been located and explored in the past by the State Department of Mines and Geology, Geological Survey of India and Mineral Exploration Corporation of India.
- 6.14.3** A new Mineral Policy was declared by the State Government in June, 1994. It provides guidelines and strategies in regard to mineral exploration, leasing policy of important minerals, setting up of mineral based industries in the State, systematic and scientific mining, keeping in view the conservation of minerals and protection of ecology and the measures for simplification and demystification of procedures, etc. Besides, with a view to promote mechanised mining and value addition to marble and granite stones through processing units established in the State, Marble and Granite Policies were also announced in October, 1994 and January, 1995, respectively.
- 6.14.4** The mineral potential of the State need harnessing. In the Ninth Plan emphasis has to be on exploration of those minerals which are either deficient in the country or are otherwise important from the point of view of industrialisation and export. Search and exploration of base metals, oil and natural gas, lignite, cement grade limestone, marble, granite, fire clay, fluorite, potash, rock phosphate, gold and tungsten should receive emphasis in the Ninth Plan.

## **6.15 Development of Communication Network**

- 6.15.1** The infrastructure for communication is deficit in Rajasthan. The density of roads as compared to the national average is only about 60 per cent. Nearly 45 per cent of the villages are not yet connected by any kind of road.
- 6.15.2** Rajasthan has a felt need for an integrated network of roads due to its peculiar geography, coupled with a limited railway network. Rajasthan is one of the few States in India which is far below the national average in respect of road length. As against the national average of 62 kms. of roads per hundred sq. km. of area, Rajasthan has only 32.5 km. of road length per hundred sq. km. of area. The State has been engaged in the development of road network with special emphasis on rural roads for linking villages. By March, 1996, out of 37889 habitated villages (1991 census), 18500 villages were connected by road. Achieving the norm set out in Road Development Plan is, therefore, a very distant target for Rajasthan. Other vital deficiencies requiring urgent attention are of bridges, inter-State roads, widening and strengthening the existing road network to cater to the increasing traffic, construction of missing links and bye-passes to congested urban areas.
- 6.15.3** The State Government came out with a "Policy on Road Development" in December, 1994, which is the first of its kind in the country. The Policy lays down the strategy for road development in Rajasthan. Its approach is based on additional resources mobilisation, upgradation of technology, cost effective, better professional management, improved technical competence and revamping the construction procedures.
- 6.15.4** Since this policy was adopted, a Master Plan for road development on the lines of Road Policy has been made and all sanctions by PWD, Special Schemes

Organisation, DRDAs and Krishi Upaj Mandis are being done out of the identified works so as to attain the objective of Road Policy.

- 6.15.5** This Policy paid rich dividends in the Eighth Plan period. The village connectivity, as a result of increased resource mobilisation has increased sharply. Besides, additional input of about Rs. 200 crores has been injected for roads during the Eighth Plan.
- 6.15.6** In order to keep up the momentum generated by initiatives made by the State in the Eighth Plan, particularly in the economic and infrastructure sectors, it would be necessary to continue it and increase investments in these areas. Of these, communication is an important sector, as a better communication network provides fillip to faster growth. Increased private investment is needed to supplement the limited investment in public sector.
- 6.15.7** Involvement of private entrepreneurs in construction of bridges and bye-passes on B. O. T. basis was done. Investment under this scheme would be made by entrepreneurs and then recover it through levy of toll.
- 6.15.8** Rajasthan acts as a corridor between States situated on the coast to the States lying beyond. The State acts as a conduit from western sea coast to the northern States. Therefore, a dedicated controlled access fast tract road and railway network from the sea port through Rajasthan to the States beyond will serve the interest of all concerned and give a fillip to the developmental activities along this corridor in Rajasthan.
- 6.15.9** So far as roads are concerned, such a corridor can be developed in conjunction with the beneficiary States, if need be as a jointy financed project; investment on which can be returned through levy of fees (toll) and the project can be envisaged as a privately financed BOT project.
- 6.15.10** The rail track can be attempted as a joint venture with beneficiary States, if the Ministry of Railway has no

such development plan currently on its priority. An instance of such an independent development is the Konkan Railway Project. Even private investment or joint venture can be sought for such projects. Return on investment can be on Build, Own, Operate and Transfer (BOOT). This would, however, require a major policy decision at the Government of India level.

**6.15.11**An integrated network of all communication models is necessary for rapid economic development of a region. The communication system of to-day has to integrate itself with the needs of the industry, commerce and social sectors.

**6.15.12**It may even be necessary to develop dedicated transport corridors for specific commodities which are of vital importance to the State. Integration of the transport system in the urban and rural areas is also essential for daily commuters to reduce the avoidable pressure on the towns.

**6.15.13**The Ninth Plan may, thus, aim at:

- increase in village connectivity
- connecting all panchayat headquarters by BT roads, upgrade from gravel status
- upgrading the State Highway system to provide an effective arterial highway network and strengthening of major traffic carrying roads
- construction of missing links on main arterial network and development of alternate routes to heavily trafficked roads
- construction of cross drainage works and bridges on State Highways and other major roads
- construction of bye-passes of all major towns on State Highways and Road Rail Over-bridges
- improving riding quality of roads

## **6.16 Railway Network**



**6.16.1** Rajasthan is still below the national average in railway route length. The conversion of metre gauge network into broad gauge is expected to cover the entire existing length by the end of Ninth Plan.

**6.16.2** There is still significant gap in the railway network, particularly in the western part of the State. This gap is required to be covered up in consideration of the strategic needs of the area, growing agricultural produce, exploitation of mineral wealth and the scope for tourism development. Introduction of fast trains by suitable strengthening of track on high density corridors, improvement in passenger amenities and introduction of shuttle services between major town centres to reduce load on roads would also be necessary.

## **6.17 Air Transport**

**6.17.1** Air communication is also a growing necessity on economic considerations. This is desirable for providing access to important commercial, industrial and tourism locations. In recent years, Rajasthan has emerged as number one State in the country in the field of tourism. Air communication will be an asset for transportation/ export of high value and perishable commodities. Quick transportation by air will open up immense development possibilities for tourism locations. The State, thus, needs to invest on surfaced and unsurfaced air strips and helipads at all such identified locations in the near future as a crash programme to cash in on the immense opportunities inherent therein. Investment in this can even be generated by joint venture. The State needs to encourage air taxi services by private operators to operate civil aviation services for tourists as feeder/ regional airlines.

## **6.18 Poverty Alleviation**

**6.18.1** All through the planning era, removal of poverty, inter-alia, has been one of the basis objectives of

planning in India. In the initial stages of planning it was thought that benefits of overall growth of economy would flow to all strata of the society and income levels of all would increase correspondingly. However, it is now accepted that social justice and increase in income levels of the poor do not necessarily result as a concomitant of economic growth. The problem has been greatly aggravated by the rapid expansion in population and labour force and the resultant fragmentation of agricultural holdings. However, lack of appropriate income generating assets, and unemployment can be identified as the root causes of poverty. An approach of direct attack on poverty through IRDP and employment generation programmes is being followed.

- 6.18.2** Rural poverty ratio in Rajasthan according to the National Sample Survey (43rd round - 1987-88) was 26.0 per cent, as against the all India average of 33.4 per cent. The Planning Commission constituted an Expert Group in September, 1989 to examine the methodological and computational aspects of estimation of proportion and number of poor in the country. The Expert Group, agreeing for continuance of the calorie norm, recommended the estimation of the State specific poverty line by valuing standardised commodity basket at the national level by price prevailing in each State in the base year (i. e. 1973-74). As per Expert Group, the rural poverty ratio in Rajasthan in 1987-88 was 33.21 per cent, as compared to the all India average of 39.06 per cent.
- 6.18.3** The Eighth Plan aimed at benefiting 7.45 lakh families. Against this, 5.27 lakh factors would be benefited. The per family investment which was about Rs. 7250/- in 1992-93 reached the level of Rs. 14700/- in 1994-95. Now the performance of IRDP is being monitored on the basis of achievement of credit mobilisation and per family investment.
- 6.18.4** The IRDP has undergone structural shift with diversification from farm sector to non-farm sector. A

large number of beneficiaries are now covered by secondary and tertiary sector activities.

**6.18.5** Coverage under IRDP would require to be accelerated with stress on qualitative improvement in the implementation of the programme, so that they could cross the poverty line. Proper follow up will also be required to ensure that the beneficiary families do not relapse into poverty. Further, there should be an appropriate increase in the unit cost so that the assistance provided is adequate.

## **6.19 Education**

**6.19.1** Despite being one of the leading States in the country in terms of budgetary support being provided to the education sector, Rajasthan continues to be an educationally backward State with a literacy percentage of 38.6 (1991 census). The female literacy rate is the lowest in the country. In fact, the situation in the State which accounts for 5.2 per cent of country's population and has a low female literate rate of about 20 per cent, is a matter of serious concern. Within the State, there are conspicuous disparities in literacy rate in urban/ rural areas and among males and females. Among different regions of the State wide disparities exist.

**6.19.2** Providing free and compulsory education for all children until they complete age of 14 years is an important function of the State. Universalisation of elementary education for all children upto 14 years of age is our goal.

**6.19.3** Sparsely spread out population and socio-economic backwardness make the task of providing education infrastructure costly on the one hand and impede the reach of the provided infrastructure to the people on the other. The drop out rate is also very high.

**6.19.4** The State Government has given very high priority to eradication of illiteracy. All the 31 districts have been

covered under Total Literacy Campaign (TLC). Two externally aided projects namely 'Shiksha Karmi' and 'Lok Jumbish' are being implemented by NGOs with support of the State Government. For augmentation of primary education among girls in rural areas a new innovative scheme 'Saraswati Yojana' was launched in 1994-95.

**6.19.5** The approach and strategy for educational development in the State will have to be determined keeping in view the goals set for Ninth Five Year. It may be important to lay emphasis on female literacy, as the boys are expected to be taken care of in the normal way as well. The Ninth Plan will aim at:

- Universal Primary Education (UPE)
- Enhanced access to upper primary education to at least 2/3rd of the girls in the age group 11-14
- Substantial reduction in the drop out rate both at the primary and upper levels
- Expansion of adult literacy facilities with the aim of substantial reduction in the number of illiterate adults; creation of post-literacy and continuing education systems will have due attention
- Improvement in the quality of education; suitable indicators for quality improvement may be prescribed.
- Emphasis on need based vocational education programme; increase in the facilities for technical education by increase in the capacity and opening new institutions, particularly ITIs
- Reduction in the regional disparities in the educational facilities and to increase the access to girls
- Increase people's involvement so as to make education a part and parcel of our socio-cultural set up
- Improvement in the physical facilities; repair/addition of buildings, furniture, equipment, libraries, etc.

**6.19.6** Under secondary education, emphasis will be on quality of secondary education, both at the teaching levels and infrastructural facilities. The imbalance in the secondary and senior secondary level education will be corrected. Further, facilities for girls education will be expanded in the hitherto uncovered areas.

**6.19.7** Under higher education till now stress has been on expansion of facilities for higher education. Maintenance of created infrastructure has suffered due to paucity of resources. Approximately 90 per cent of the funds are consumed in disbursement of salaries to the staff. The facilities provided so far need to be consolidated to upgrade the standard of education. Infrastructural weaknesses should be taken care of to improve quality of higher education.

**6.19.8** In the field of higher education, higher degree of privatisation is required. This may be helpful in correcting the imbalance between districts. Co-education has not proved successful. More girls' colleges in the under-covered areas, preferably with hostel facilities, would be required.

**6.19.9** The technical education facilities in Rajasthan have fallen short of requirement. Coordination between industry and education is the least. The fast changes in the economy, scientific and technological advancements and development in infrastructural and service sectors has opened vast possibilities. There is need to modernise the vast unorganised rural sector. Besides strengthening of the administrative set up for technical education and consolidation of the facilities created so far, there is need to expand craftsmen's training, diversification of the opportunities in technical education and encouragement to private agencies by laying down suitable policy framework.

## **6.20 Medical and Health**

**6.20.1** Rajasthan has made substantial progress in the development of medical and health sector. A vast network of health institutions at various levels has

been created over the plan era. The health system provides both preventive and promotive health services and the curative health services, along with family planning services. The accessibility of health care has also increased tremendously. The upsurge in health care development occurred with the adoption of primary health care to achieve 'Health for All by 2000 AD'. The National Health Policy formulated in 1983 to operationalise primary health care was adopted by the Government of Rajasthan.

**6.20.2** A very significant development in the State is the revised policy on family welfare programme initiated from 1995-96. It emphasises on decentralised planning and quality of family welfare services.

**6.20.3** However, the situation in Rajasthan still requires much to be done. Out of the 90 problem districts identified in the country, where the birth and the infant mortality rates are significantly high, 23 districts (now 27 out of 31 districts) belonged to Rajasthan.

**6.20.4** Besides, there are imbalances in the spread of health institutions, physical facilities, equipment and availability of manpower. The location of hospitals and inpatient beds is skewed in favour of urban areas. It is to be examined as to why inspite of substantial expansion of medical and health facilities, including family welfare services, the important demographic indicators (such as crude birth rate, IMR, MMR, etc.) have not shown encouraging results.

**6.20.5** In the Ninth Plan, thrust will be on preventive and promotional services, along with health education to the people. The emphasis has to be on:

- Correcting the imbalance
- Improved delivery of services by upgradation of physical facilities, manpower, equipment, etc.
- Decentralised approach for planning and implementation of the family welfare

programme should be continued with greater vigour.

- With thrust on basic health services or primary health care and on rural areas, the secondary level institutions have not received due attention. All district and sub-divisional level hospitals should be developed so as to provide proper referral and clinical care.
- HRD has been a somewhat neglected area. Manpower development and management policy should be concretised to lay down the roles and responsibilities, accountability, upgradation of skills, better management and supervision.
- A holistic view is to be taken about the reproductive health, by incorporating the entire perspective of women health. There is need to reorganise and restructure the family welfare services to address the women to raise their health and social status.
- The cost of health care is very high due to advances in medical sciences and technology and rising cost structure. Possibility of involvement of private sector should be explored and encouraged for providing speciality and diagnostic services.
- A sense of commitment and performance has to be generated among the medical and health personnel, so as to improve the delivery of services.

## **6.21 Drinking Water Supply**

**6.21.1** The geohydrological conditions and limited availability of water, both ground and surface have resulted in a very complex problem of drinking water in Rajasthan.

**6.21.2** Non-availability of perennial source of water in most parts of the State and the availability of ground water at considerable depth pose a serious problem of supply of safe drinking water in the State. The situation gets

further complicated by frequent failure of rains. Making available drinking water at reasonable distance has been a major challenge before the State.

- 6.21.3** Providing drinking water has been a priority area for the State. At the time of formation of Rajasthan only a few urban towns were covered with safe drinking water supply. Since then, all the urban areas have been provided with the facility of drinking water supply. However, due to increasing population and depletion of water sources, the situation is critical and the per capita supply and service levels have significantly declined.
- 6.21.4** The programme of rural water supply got an impetus in the Fifth Five Year Plan when it was included under the MNP. As per 1991 census, there are 37889 habitated villages in the State. In addition, there are 45311 other habitations. By 1995-96, 37274 villages were covered.
- 6.21.5** In the sphere of drinking water supply, the objective is universal access of safe drinking water covering all villages and habitations. The drinking water supply has been included in the Basic Minimum Services, wherein 100 per cent provision of safe drinking water in rural and urban areas by 2000 AD is envisaged.
- 6.21.6** The approach in the Ninth Five Year Plan will focus on sustainable development and environmentally sound management of water resources. In the field of drinking water supply the objective will be to ensure on a sustainable basis adequate water supplies to meet the present and future needs of rural and urban areas, prevent water pollution and take measures to check the trend of water resources degradation and depletion. It will be necessary to chalk out appropriate strategies to check leakages and water losses. Supply side management has to be replaced by demand side management, by giving due cognisance to water tariff. Efforts would be made towards awareness generation among the people to check pollution of water sources.



Participatory management of the sources in rural areas would be given due attention.

## **6.22 Forestry**

- 6.22.1** The National Forest Policy (NFP) 1988 envisages that 33 per cent of the geographical area should be under forest or tree cover. It also envisages over-riding consideration for environmental concerns against commercial priorities. Although no forest policy has yet been announced for Rajasthan, various strategies, plans, etc. are being taken up within the overall framework of NFP. Emphasis has been on checking desertification, soil erosion and degradation of forests. Efforts have been made to actively involve the mass in the forestry programmes.
- 6.22.2** Although the present forest area of the State which is about 9 per cent of its geographical area is much below the national average envisaged in the NFP, considering the existing forest area and availability of non-forest wastelands, it is envisaged that about 20 per cent of the total area of Rajasthan can be brought under forest or tree cover for which suitable technologies and financial provisions would have to be made.
- 6.22.3** The present rate of afforestation under various on-going programmes in Rajasthan is about 98,000 hectares per annum, including 60,000 hectares being planted under the externally aided projects of Aravalli Afforestation Project, IGNP Afforestation Project and Forestry Development Project. Besides, forest protection, biodiversity conservation and other supporting activities are also being carried out under the forestry sector. The afforestation activities undertaken in the past have resulted in a net increase of 39,100 hectares of forest cover during 1991-95 period.
- 6.22.4** Keeping in view the overall objectives of forestry development and the current and future demand and supply situation as well as other issues analysed with regard to forestry development in the past and proposed strategy for sustainable management of all

forest and pasture land eco systems, the future programmes need to address the following critical areas:

- carrying out the periodical resource inventory at micro level to provide data base for proper planning, management and development of forest resources
- forest protection through institutionalising participatory forest protection and management systems; modernisation of protection machinery by providing mobility and communication network; deployment of special protection task forces in vulnerable areas to check poaching; and undertaking modern forest fire control methods
- Bio-diversity conservation: the focus of bio diversity conservation is on protection of species and eco-system both within the Protected Area Network (PAN) and outside as well as undertaking in-situ and ex-situ conservation measures to sustain a viable population of threatened and endangered species of flora and fauna.
- It is essential to harmonise the indigenous knowledge and traditional system of conservation with the modern scientific practices without jeopardising the interests of local people.
- Development: conservation, management and sustainable development of the forests to bring them to an optimum level of productivity and expand forest cover outside the traditional forest boundaries
- Enhancing productivity: enhancing the growing stock by providing proper protection, management and material inputs as also by using site specific technologies
- The existing extension system for forestry is very weak. Strengthening the forestry extension network within the department for awareness raising, information dissemination and

promoting Joint Forest Management (JFM), besides the use of agriculture extension network for promoting farm forestry is envisaged.

## **6.23 Urban Development**

**6.23.1** Growth of population in Rajasthan during 1981-91 decade was 28.44 per cent. Growth of rural population was 25.46 per cent and that of urban population 39.62 per cent. The growth rate of population in Rajasthan was higher than the national average in totality as well as in urban sector.

**6.23.2** In percentage terms, urban population constitutes 22.88 per cent of the State's total population, as against 21.05 per cent in 1981. Growing urbanisation indicates a trend of migration of rural population to urban centres. It is also found that there is a large scale in-migration of population in bigger towns and cities from rural areas, as also from small towns. While there has been a decline in population of class IV, V and VI category towns (towns below 20,000 population), the towns in higher category have witnessed an increase in population.

**6.23.3** The towns of Rajasthan generally lack in community facilities, utility services and housing. There is predominance of unplanned development. Efforts made to improve community facilities in class I towns have fell short of the requirements on account of heavy migration of population to these towns.

**6.23.4** There is multiplicity of agencies engaged in various development works in urban towns, such as corporations/ municipalities, UITs and authorities under Agricultural Land Conversion Rules. Other agencies are PWD, PHED, RSEB, Marketing Boards, Industrial Development Corporations. The multiplicity of agencies create problems of coordination in development. The fragmented departmental approach generally creates problems in regulating the

development efforts and their coordination. It is for consideration if there is one unified authority which could coordinate and regulate the activities of these different agencies. There is also need of involvement of private sector in a big way for urban development projects on the basis of approved programmes to reduce the financial and administrative burden of the urban development authorities.

**6.23.5** The administrative structure of the urban development bodies should also be strengthened by providing technical input. There should be persons trained in the subject of urban planning in these bodies.

## **6.24 Decentralisation of Planning**

**6.24.1** The concept of decentralisation of the planning process has been discussed at various fora. The necessity of planning at the district level primarily to accelerate development and growth and to maintain a balance in the development of the economy can not be over emphasized. It is equally important to make optimum use of local resources and talent available at district level and below. Planning to be meaningful should also give due importance to felt needs and aspirations of the local people and ensure their cooperation.

**6.24.2** District has a well coordinated administrative machinery with the Collector as its head and a strong elected bodies from different level. In addition to it, a district planning cell (headed by the Chief Planning Officer with suitable staff under overall control of the Collector) has also been established in all 31 districts of the State for technical assistance. Training programmes on different aspects of district planning to create capabilities among the officers to undertake planning work at the district level are being organised. Training programmes for district level officers, other than district planning cells, will also be organised.

**6.24.3** At the beginning it is necessary to develop requisite capabilities at appropriate levels before embarking on

total decentralised planning process. Schemes of rural development employment generation and Minimum Needs Programme (MNP) may be initially taken up in local area planning, other programmes for augmenting production and income may follow.

**6.24.4** Considerable expansion of poverty alleviation and employment oriented programmes has taken place in last few years. They are being planned and implemented largely at the district level. Therefore, in the first stage, under district planning locational decisions may be taken under MNP, employment oriented programmes and rural development programmes, specially poverty alleviation programmes. It will help the local people to participate in the planning process. In a subsequent step, monitoring of all the plan works implemented in the district will be undertaken by the district planning cell. Thus, having created the necessary skills and knowledge as also the proper machinery at the district level, the last stage will be total district planning. The plan schemes will be bifurcated in State and district sector schemes. The funds for district sector scheme will be allotted among the districts based on some rational formula. For deciding policies, priorities, targets and strategy for the district planning an apex district planning body will be constituted. Besides the concerned district level officers, the public representatives, local people, financial institutions, co-operative institutions will be its member or special invites.

## **6.25 Growth Rate**

**6.25.1** The main objective of the Ninth Plan will be a higher growth rate of State's economy as compared to the previous plans with the aim to 'catch up' with the country. The first priority would, therefore, be generation of more wealth. Basic needs and equity objectives in the State be met in an environment of high growth.

- 6.25.2** National/ State income and the per capita income are conventionally taken as indicators of development during a given period. The extent to which the production in the economy has grown as a result of the investments and the directions in which such expansion has taken place, provide a useful insight into the structure of the economy.
- 6.25.3** As agriculture continues to dominate the economy of the State, the year to year fluctuations in the State income are determined by the behaviour of the monsoon. Estimation of the growth in State income is, therefore, a difficult job. Comparing the State income over two years could, thus, give distorted pictures of the economy.
- 6.25.4** Comparison of any two years to draw conclusions about the growth of the economy is, therefore, unrealistic as it is likely to present growth scenarios at two extremes, one of an economy on a very high growth path and other, in sharp contrast, of economy virtually stagnant. Thus, neither of the scenarios represent a correct situation which lies somewhere between the two extremes. A more representative and reliable comparison could be drawn by the long term trend in the economy which indicates a growth rate of 4.22 per cent between 1961-90 (based on NSDP with 1980-81 as base). The State income registered a growth rate of 6.83 per cent during 1992-96 period of the Eighth Five Year Plan.
- 6.25.5** Whereas the State Income is indicative of the overall performance of the economy, the well being of the population gets reflected in the increase in the per capita income. As per revised series, the PCI at constant (1980-81) prices was Rs. 1222 in 1980-81. It has increase to Rs. 1791 by 1988-89. The per capita income of the State is likely to be Rs. 2111 by 1995-96. However, at the national level the per capita income has increased from Rs. 1627 in 1980-81 to Rs. 2401 in 1994-95. The gap between the PCI at State and national level is, thus, persisting.

**6.25.6** The per capita income of the State has grown by only 1.57 per cent since 1961-90, despite a growth of about 4.22 per cent in the State Domestic Product, primarily because of high growth in population. There is need for significant improvement in the performance in various spheres of family planning programme. The State which is already far behind the country in per capita income has to strive harder to ensure that the per capita income at State level not only increases significantly but the persisting gap in the State and national average is narrowed. A time bound approach would be necessary to bridge this gap in a reasonable time. If we plan a strategy to 'catch up with the country', then the envisaged rate of growth in the State Domestic Product has to be higher than that at the national level. At the national level it is expected to be 6 - 7 per cent per annum.

**6.25.7** Considering the past trend of the economy, its dependency on the climatic conditions, difficult geophysical conditions and the poor resource base of the State, it is rather beyond the means to contemplate that this gap can be completely bridged in the near future. This will call for more concerted efforts at the State level by investing in less capital intensive areas, as also a deliberate decision by the Government of India to cater to the needs of backward States like Rajasthan by increased investment through central sector projects and higher devolution of resources.

**6.25.8** Removal of regional disparities has been one of the guiding principles of the planning exercise. As mentioned earlier, despite progress in almost all areas, Rajasthan continues to lag behind the national and neighbouring States averages in most socio-economic indicators. Central sector investment in the State, despite its rich mineral resources, has been very low, being less than 2 per cent to the total investment. This trend of widening regional disparities is to be reversed. It would not be possible for the States to undertake this exercise of massive proportions without liberal assistance by Government of India, else the backward States might continue to trail behind in the march

towards development. The Rajasthan with its rich and varied mineral resources and various ongoing projects offers substantial potential for investment. It is essential that Government of India invests larger funds in the State.

**6.25.9** The State in its endeavour, will have to capitalise on its strengths, particularly in the field of dairy, animal husbandry, village and small industries and minerals. Special attention would be focussed on agriculture, particularly on growth as well as stabilization of production. Increased agriculture production will result in accelerated overall growth in the economy. Besides, efforts by the State Government in the field of industrialisation are likely to provide a boost to the State's economy. Concerted efforts would also be required not only to contain but also to significantly reduce the expenditure on non-developmental and unessential items. On-going projects would have to be completed in a time bound schedule so that the returns are quickly available to the society.



## **7 Approach and Objectives of National Plan**

- 7.1 The National approach to Ninth Plan is to build on the successes of the Eighth Plan, while tackling the problems that have emerged, particularly in areas such as capital formation in agriculture, living standard of the poor, infrastructure, social sector, regional disparity and fiscal deficits.
- 7.2 The approach to the Ninth Plan have been based on the Common Minimum Programme of the Union Government after the deliberations in the Chief Ministers' Conference on Basic Minimum Services.
- 7.3 These are :
- 7.3.1 Priority to agriculture and rural development to generate adequate productive employment and eradicate poverty
  - 7.3.2 Accelerate the growth rate of the economy with stable prices
  - 7.3.3 Ensuring food and nutrition security for all, particularly the vulnerable sections of society
  - 7.3.4 Providing Basic Minimum Services of safe drinking water, primary health care facilities, universal primary education, shelter and connectivity to all in a time bound manner
  - 7.3.5 Containing the growth rate of population
  - 7.3.6 Ensuring environmental sustainability of the development process
  - 7.3.7 Empowering of women and socially disadvantaged groups
  - 7.3.8 Promoting and developing people's participatory institutions
  - 7.3.9 Strengthening efforts to build self-reliance

## **8 State's Approach and Strategy**

- 8.1** The Ninth Five Year Plan will aim at faster growth, reduction in poverty and regional disparities, generation of larger employment opportunities, provision of basic minimum facilities and greater people's involvement. The pace of development will have to be further accelerated to reduce the gap in the levels of development between Rajasthan vis-a-vis the national averages. Accordingly following approach is suggested:
- 8.1.1** To reduce the gap in the per capita income in the State and the national averages, a higher growth rate is necessary. This will call for particular attention for substantial increase in agriculture production, water management and improvement in capacity utilisation. Resource allocation has to be made more rational. Each department must step up internal generation of own resources.
  - 8.1.2** With increasing peoples' aspirations, Government intervention by way of larger flow of public funds is unsustainable. There has to be greater participation of private sector in service sector also, particularly in urban areas.
  - 8.1.3** Growing trend of cost and time over run during the stage of capacity creation and its subsequent under utilisation particularly in irrigation will have to be curtailed.
  - 8.1.4** Stress should be on completion of ongoing infrastructural projects, particularly in irrigation sector. Long term planning would be required for development of power and water resources.
  - 8.1.5** The agricultural economy is still far from being drought proof and is dependent on rainfall. Thus, diversification of the agricultural base with greater thrust on sector like horticulture, livestock, fisheries, agro- processing, etc. will be a thrust area.
  - 8.1.6** Water will continue to be as the most crucial resource. Water management will be a crucial area. Efforts will have to be directed towards most efficient utilisation of this scarce resource. Stress has to be on increasing per unit water and land productivity. In order to meet the competing demands of water for different purposes, a water use policy will have to be evolved to optimise

the use of this scarce resource. A holistic approach is called for.

- 8.1.7** Existing irrigation structures and systems should be properly maintained. There should be regular monitoring of the existing works so that necessary rehabilitation and modernisation programmes could be undertaken timely. This may require formulating a policy to charge irrigation rates to cover the operation and maintenance cost in a phased manner.
- 8.1.8** To increase the efficiency of the created irrigation systems, re-orientation of the activities of the Irrigation Department towards better water and land management is necessary, along with equipping the farmer in proper maintenance of the canals and better land and water management.
- 8.1.9** In case of projects/ programmes which are already under implementation or to be taken up for implementation, any expansion should not be taken up simultaneously. These should be taken up as subsequent phase when original project/ programme has been completed. Loading the original programme with expansion proposals hinders the implementation of the original programme, as also results in considerable time and cost over-runs.
- 8.1.10** Private investment in development, operation and maintenance of the water resources system may be encouraged.
- 8.1.11** Considering the geophysical disadvantages of the State, it would be unrealistic to assume that the State would be spared from the menace of drought in near future. The sectoral planning would have to accept this reality by tailoring the sectoral plans accordingly so that relief activity can be dovetailed with the normal plan programme..
- 8.1.12** As the State suffers from many handicaps, particularly in infrastructure required for agriculture development, a higher growth in the economy would need a greater emphasis on manufacturing sector, without slackening of efforts in the agriculture sector which provides subsistence to masses in the rural areas.
- 8.1.13** Sectors like tourism, handicrafts, handlooms, etc. in which the State enjoys a distinct locational advantage

will need further boosting, along with development of mineral based and agro based industries.

- 8.1.14** Performance of many public enterprises in the State is much below the desired level. Effective measures would be necessary to improve their productivity. These undertakings must yield surpluses. Unfortunately these enterprises instead of providing additional resources, have been unduly depending on Plan support and thus, causing further drain on the resources of the State. Culling of PSUs which have not been performing well and have become perpetual drain on State's resources may have to be undertaken.
- 8.1.15** Containing population is a major challenge before the State. Short as well as long term strategy for population control will have to be chalked out. At present rate of growth, the stabilisation in population could be expected around 2045 AD, by which time Rajasthan's population will reach a staggering figure of 11 crore people. There is need to make a frontal attack on population growth and try to stabilise it by 2021 AD.
- 8.1.16** Effective implementation of Child Marriage Restraints Act, coverage of couples in younger age group and concerted efforts towards increasing female literacy can bring about the much awaited decline in fertility rate.
- 8.1.17** Greater emphasis on programmes aiming at poverty alleviation, particularly in the rural areas will be necessary to meet the objective of social justice.
- 8.1.18** Substantial growth in employment opportunities will require emphasis on sectors with higher employment coefficient like agriculture, rural works programmes, minor irrigation schemes, forestry development, development of animal husbandry, handicrafts, village and small industries, etc.
- 8.1.19** The role of human resources in the overall development of society is undisputed. Improving educational standards, vocational and technical skills and health status of the people would facilitate a quicker overall growth.
- 8.1.20** With specific focus on the vulnerable section of the society particularly SC, ST and other backward classes, the lot of this under privileged segment has

considerably improved. These people would continue to receive priority under poverty alleviation and employment generation programmes.

- 8.1.21** Provision of Basic Minimum Services namely, primary education, primary health, safe drinking water, housing assistance to shelterless poor families, nutrition, village connectivity and Public Distribution System will receive particular attention so as to achieve the targets in the stipulated time schedule.
- 8.1.22** As the organised sector offers limited employment potential for women and it is unlikely to grow fast in the near future. Special training courses for women may be organised through training institutions to increase their employment in organised sectors as well. The strategy for women's development must focus on convergence of services. Stress has to be on education, health and employment.
- 8.1.23** Urban development has so far not attracted the attention it should. Rate of growth in urban areas is already too high, resulting in falling quality and service levels and social unrest. Urban development should be given special attention due to larger aggregation of people in urban areas. There is an urgent need for balancing the developmental needs of urban and rural areas, as both are complementary to each other.
- 8.1.24** Lack of employment opportunities and prevalent poverty in rural areas has also contributed to excessive growth in urban population. Providing basic civic amenities and improvement of environment will thus be necessary with effective steps to check urban migration from rural areas.
- 8.1.25** Environmental degradation in the State will have to be immediately arrested to check the tendency of spread of desert in many areas.
- 8.1.26** Science & Technology efforts would need reorientation towards the needs of the State particularly for the rural areas. The Science & Technology set up in the State should be strengthened to enable active involvement of the technical and research institutes and expert scientists.
- 8.1.27** Government expenditure on non-development activities shall have to be restricted. Addition of new

staff on normative basis should be discouraged. The emphasis should be on redeployment/ retraining of existing staff to shoulder new responsibilities.

- 8.1.28** All plan and non-plan activities should be subjected to work effectiveness and zero based analysis and consolidated to increased their efficiency.
- 8.1.29** There has been proliferation of plan schemes over years, resulting in the State attempting to undertake too many activities. This leads to thin distribution of resources and many times the focus on important activities is lost. Schemes which have not produced desired results and have lost relevance may have to be scrapped.
- 8.1.30** Areas lacking in infrastructural facilities would need special attention for balanced regional development of the State.
- 8.1.31** The plans need to be formulated on the basis of local needs, perceptions, priorities and resource endowment so that the plan can fit into the local realities. This would also ensure greater participation by masses and inculcate a sense of belonging in them. There is need to strengthen PRIs and secure their participation in decentralised planning at the district and block level.

Effective implementation of projects/ programmes to achieve the stipulated goals is the key to success of a plan. While different standards have to be applied to different sectors keeping in consideration the nature and problems in implementation of the projects/ programmes, implementation needs to be supported by adequate monitoring and evaluation, both current and post, of major projects/ programmes to provide feedback enabling improvements in the implementation/ design of projects/ programmes.

The experience of the past years has shown that a more detailed examination of the schemes/ projects to be taken up is required. This will result in timely completion of the projects/ programmes, as the various crucial decisions in regard to location, target group, etc. could be taken at the initial stage.

The role of the personnel involved in implementation of projects/ programmes is no less important. They have to feel a sense of involvement in fulfilling the targets. Impediments in the smooth

and successful implementation, need to be removed. Project management skills have to be imparted to the officials/managers through training and orientation.

## 9 Financial Resources

9.1 The State's effort at raising the resources during the Eighth Plan have been extremely productive. Against a provision of Rs.2828 crores expected in 1992-97, additional resource mobilisation is likely to be Rs. 3855 crores. In addition to this, the State Government has also taken up implementation of a number of externally aided projects. Currently 13 projects are in hand and 18 externally aided projects are in the pipeline. In the Seventh Plan a total of Rs. 96.34 crores was made available as additional central assistance on account of Externally Aided Projects whereas during the Eighth Plan Rs. 1000 crores, ten times the Seventh Plan will be drawn as additional central assistance on this account. The details of provision for additional resource mobilisation and likely achievement by March, 1997 are as follows :

### Provision Rs. 2827.55

Yearwise details of Achievements

1992-93	280.64 crores
1993-94	368.54 crores
1994-95	769.25 crores
1995-96	1032.80 crores
1996-97	1403.65 crores
<u>Total</u>	<u>3854.65 crores</u>

9.2 The assessment of resource to be generated in the Ninth Plan is yet to be finalised. However, the position is likely to be as follows :

	<u>Rs. in crores</u>
1. Balance from current revenues	2460.03
2. Grants from Finance Commission	589.57
3. Contribution of Public Enterprises	(-) 4075.27
4. Open market borrowings	2912.56

5.	Share of loan against small savings (net)	2500.00
6.	State Provident Fund	4125.50
7.	Miscellaneous capital receipts	(-) 494.35
8.	Bond/Debentures	500.00
9.	Negotiated loans	587.15
	<u>Total State Resources</u>	<u>11834.67</u>
10.	Central assistance (normal)	3201.80
11.	Assistance for EAP	4300.68
12.	Assistance for CSS (Transferred)	25.00
	<u>Total Resources</u>	<u>19367.15</u>
	<u>(Excluding ARM)</u>	

**9.3** With additional resource mobilisation, the State is likely to be able to achieve a plan size of Rs. 25,000 crores during the Ninth Plan. This would be supplemented through generation of investment in the private sector for economic infrastructure like schools, hospitals, power, roads, etc.

**9.4** Central plan assistance as a percentage of total investment in the state plan is going down. The grant portion of the assistance has substantially reduced over the Eighth Plan, resulting in heavy out go from the State exchequer for servicing debt created for generating resources for plan investment. There is need for the Planning Commission to review the formula on which central assistance is made available to backward States like Rajasthan.

**9.5** Rajasthan has been able to exceed the Eighth Plan target for investment with a likely achievement of over Rs. 12,000 crores against the projected Rs. 11,500 crores in the Eighth Plan. This is against the backdrop of other States lagging far behind in achieving their plan target. There is need to provide incentives to backward States which have exceeded plan target so as to achieve National Plan targets and redressal of regional imbalance.



