Planning Commission (RD/TRP/SP/P&E/MLP)

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Subject: Field Visit in the State of Rajasthan on 16th and 17th November, 2009 to review the Flagship Programmes.

I visited the State of Rajasthan on 16th and 17th November, 2009 for on the spot assessment of various Flagship Programmes. After a brief review meeting with the senior officers of the State Government in the State Headquarters, following inspections were conducted in Districts of Jaipur and Dausa.

Districts: Jaipur - 16th November, 2009

- 1. Water Supply Scheme at Village Karwaon Ka Bas.
- Construction of Gravel Road from Karwaon Ka Bas to Bagarion Ki Dhani under NREGA.
- Health Sub Centre Karwaon Ka Bas.
- Angan Badi Kendra Karwaon Ka Bas.
- Clearance of Approach of Water of Government Talab Karwaon Ka Bas under NREGA.
- 6. Construction of Bund at Mokhampura under NREGA.
- 7. Construction of Approach Road from Sawarda to Morsar under PMGSY.
- 8. Water Harvesting Structure Development at village Jhagar Ki Dhani under National Horticulture Mission.

District: Dausa- 17th November, 2009

- 1. Gravel Road Construction from Railway Crossing Jirota to Seemal Ki Dhani and Singwada Village Jirota under NREGA.
- Gravel Road from Railway Station to Chot Ki Dhani Village Jirota under NREGA.
- Construction of Bairoin Ji Ki Talai, Gram Bhandana under NREGA.
- 4. Road-side plantation on National Highway-11 to Nangal under NREGA.
- Road form National Highway-11 to Jirotakala under PMGSY.
- 6. Construction of NECUT at Modapatti under Integrated Watershed Development Programme.
- 7. State Higher Primary School, Khoorikala.
- 8. Construction of Indira Awaas Yojana Houses at Banjara Dhani, village Sainthal.

2. The Details of Financial Progress as reported by Govt. of Rajasthan under various Flagship Programmes during 2009-10 (upto September, 2009) is as follows:

		Financial Progress				
S.No.	Name of the Programme	Central	State	Total	Expendit	%
		Releases	share		ure	Expend
						iture
1.	National rural Employment guarantee Act	3178.91	254.31	3433.2	3763.58	109.62
				2		
2.	Pradhan Mantri Gram Sadak Yojana	260.00	0.00	260.00	355.37	136.68
3.	Indira Awas Yojana	91.14	38.04	129.18	117.80	91.19
4.	National Social Assistance Programme					
a)	Indira Gandhi National Old Age Pension					
	Scheme	60.32	0.00	60.32	61.48	101.92
b)	National Family Benefit Scheme				0.00	
c)	Annapurna Scheme				2.52	
5.	National rural Health Mission	168.94	33.82	202.76	292.97	144.49
6.	Integrated Child Development Scheme	136.02	69.60	205.82	218.85	106.43
7	Accelerated Rural Water Supply Programme	366.73	389.62	755.35	683.64	90.39
8.	Total Sanitation Programme	3.15	0.00	3.15	3.15	100.00
9.	Mid-day Meal	138.33	22.50	160.83	271.38	166.74
10.	Sarva Shiksha Abhiyan	428.23	355.49	783.72	823.36	105.06
11.	Jawahar Lal Nehru National Urban Renewal	8.45	92.94	93.39	92.94	99.52
	Mission					
12.	National Horticulture Mission	0.00	0.53	0.53	3.53	686.04
13.	Accelerated Irrigation Benefit Programme	14.17	83.22	97.39	95.33	97.88
14.	Rajiv Gandhi Gramin Vidyutikaran Yojana		15.70	15.70	15.70	100.00
15.	Accelerated Power Development & Reforms	0.00	0.00	0.00	0.00	
	Programme					
16.	Rashtriya Krishi Vikas Yojana	73.36	0.00	73.36	97.07	132.32

(Rs. in crore)

Note: Excess Expenditure due to previous year's balance

Details of progress under various flagship programmes in Rajasthan as reported by the State in 2009-10 are as follows :

2.1. National Rural Employment Guarantee Act (NREGA)

Total fund availability under the scheme during 2009-10 is Rs.5004.01 crore. As on Oct. 2009, an expenditure of Rs.4039.39 crore (Rs.2949.99 crore for labour component and Rs.1089.40 crore for material component) have been incurred. 5567140 households (63% of total household who were issued job card) were provided with employment upto Oct. 2009. 3378.64 lakh (2269.79 lakh by women) person days were generated during the current year and on an average, the households were provided employment for 61 days. Average wage is Rs.87.

2.2. Pradhan Mantri Gram Sadak Yojana (PMGSY)

Rajasthan has received sanction for all eligible revenue villages for new connectivity under the scheme. Works to connect all eligible unconnected villages have been taken up. These works are likely to be completed by Dec. 2009. Against the target of 4200 km in the current year, 2435.72 kms. have been completed till Oct. 2009. Out of 230 habitations targeted, 114 habitations have been connected. Out of Rs.980.00 crore, Rs.448.84 crore has been spent.

2.3. Indira Awas Yojana (IAY)

The progress under IAY has been good. During 2009-10, the total funds available under IAY were Rs.21,195.12 lakh, against which funds utilized upto Sept. 09 was is Rs.13977.25 lakh, which is 65.95% of the funds available under IAY. As against the target of 91670 houses to be constructed, 29482 houses have already been completed, which is 43.07%. Another 61593 houses were under progress.

2.4. National Social Assistance Programme (NSAP)

- Indira Gandhi National Old Age Pension Scheme (IGNOAPS):
 During 2009-10 (upto Sept.) State incurred an expenditure of Rs.118.56 crore and 523762 members of the BPL families were benefitted.
- b) National Family Benefit Scheme (NFBS):
 During 2009-10, Rs.18.45 crore were utilized against the budget provision of Rs.18.00 crore.
- c) Annapurna Scheme:

 During 2009-10 (upto Sept.), Rs.1.75 crore were utilized against the budget provision of Rs.7.00 crore and 1,05,293 persons covered under the scheme.

2.5. National Rural Health Mission (NRHM)

National Rural Health Mission (NRHM) was launched in Rajasthan on 13th May, 2005 and the State has received a total of Rs.1885 crore under the programme till July, 2009 (including the State's share of Rs.171 crore). The percentage utilization during this period has been 80 per cent. The State has selected and trained 43228 Ashas under the programme. 211 buildings of CACs and PACs have been completed out of a target of 577. Like other States, 52 mobile medical units have been commissioned. Rajasthan has shown a substantial improvement in institutional deliveries (3.38 lakh) and 2.85 lakh women have been benefited under Janani Surakhsha Yojana. Immunization Programme is being taken up in the right earnest. So far up to July, 2009, 4.4 lakh children have been fully immunized against a target of 17.5 lakh.

2.6. Integrated Child Development Scheme (ICDS)

As against 304 ICDS projects sanctioned, upto 2009-10 (upto Oct.), 278 ICDS projects were functioning. Against 54915 anganwadi sanctioned, 48371 anganwari were functioning. 26 new projects have been sanctioned to the State with 6543 anganwari centres and 3523 mini anganwari centres most of which have been operationalised.

2.7. Accelerated Rural Water Supply Programme (ARWSP)

Against the target of covering 406 habitation under Drinking Water Supply schemes, 39 habitations were covered upto Oct. 2009.

2.8. Total Sanitation Programme (TSP)

During 2009-10, the total funds released under TSC is Rs.25300.55 lakh against which funds utilized were Rs.17014.01 lakh which is 67.25% of the funds release up to 2009, Rs. 23.31 lakh household latrines have been constructed and put to use. Also 49667 school toilets and 8595 anganwadi toilets have been constructed & provided with sanitation facilities.

2.9. Mid-day Meal (MDM)

Against 102169 MT of food grains available under the schemes, 85606.06 MT were utilized up to Oct.2009.

During 2009-10 (upto Oct.), the total funds available under MDM was Rs.418.40 crore against which funds utilized is Rs.310.04 crore which were 74.10% of the funds available under MDM.

2.10. Sarva Shiksha Abhiyan (SSA)

During 2009-10, against the provision of Rs.2000.00 crore, Rs.498.00 crore has been released in the first quarter and expenditure has been 80%. Regarding the progress/achievement of the scheme, as on March 2009, 87% of the schools were provided with toilet facility, 91% with drinking water and 75% teachers were provided to the schools. Further, there is an 8% increase in the quality assurance programme, 100% KGBVs were operationalised and in regard to REI, 34 MoUs were signed.

2.11. Jawahar Lal Nehru National Urban Renewal Mission (JNNURM)

a) Urban Infrastructure and Governance (UIG)

Under UIG sub-component 9 projects for Jaipur & 5 projects for Ajmer-Pushkar have been sanctioned with a total cost of Rs.1290.17 crore. The total Gol Plan

allocation for seven years (2005-2012) is Rs.748.69 crore. Upto now total fund released (GoI + GoR) is Rs.390.484 cr. and the total expenditure incurred is Rs.470.06 cr.

b) Basic Services to Urban Poor (BSUP):

Under BSUP sub-component 2 projects one for Jaipur & one for Ajmer-Pushkar have been sanctioned with a total cost of Rs.277.13 crore. Total Gol Plan allocation for seven years (2005-2012) is Rs.348.50 crore. Upto now total fund released (Gol + GoR) is Rs.31.37 crore and the total expenditure incurred is Rs.18.53 crore.

2.12. National Horticulture Mission (NHM)

Out of the approved annual action plan of Rs.7033.58 lakh during 2009-10, department has utilized a sum of Rs.912.71 lakh upto 31st October, 2009 and about funds of Rs.10.00 crore has been booked for the purpose of cold storages and water harvesting structures.

2.13. Accelerated Irrigation Benefit Programme (AIBP)

During 2009-10, as against the target of 100000 ha., 29204 ha. have been covered which is 29.20% under AIBP.

During 2009-10(upto Oct.), the total funds available under AIBP was Rs.92177.26 lakh, against which funds utilized is Rs.33516.26 lakh which is 36.36%.

2.14. Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY)

During 2009-10 (upto May), the total sanctioned amount of Rs. 1307.15 crore for 40 schemes. The funds released up to May 2009 were Rs. 632.94.

2.15. Accelerated Power Development & Reforms Programme (APRDRP)

In Rajasthan total 87 towns have been identified which are having population 30000 or more, for which detailed project reports were sent to Ministry of Power Govt. of India. The total cost of the scheme for these 87 towns is Rs.459 crore out of which Rs.316 crore are eligible for grant and Rs.143 crore are to be spent by state utilities for creation of basic infrastructure and the recurring maintenance and network charges.

2.16. Rashtriya Krishi Vikas Yojana (RKVY)

3. During 2009-10 the total funds released by the GOI was Rs.116.00 crore, against a provision of Rs. 186.12 crore under RKVY. Against this the expenditure has Rs.144.22 crore.

3. During inspections and in the meeting with the senior officers of the State Government, various issues were presented and discussed. Detailed discussion of each programme will be done during the State Mid-Term Appraisal exercise, however, programme-wise analysis on the basis of information supplied and sites visited is as follows:

3.1 National Rural Employment Guarantee Act NREGA

Rajasthan has been in the forefront of accessing and utilizing NREGA funds in the country. Last year, total expenditure under NREGA in the State was Rs.6175 crores and this year the State is projecting an expenditure in an excess of this. 88 lakhs households have already been registered and as many number of job cards have been issued in the State. 51 per cent of the households had reported for work by June, 2009. During the visit the works inspected under NREGA included construction of roads, construction of dams and construction of the drainage systems. The construction of gravel road from Karwaon Ka Bas to Bagarion Ki Dhani was done by Gram Panchayat, Mokhampura and the work sanctioned is for 2 Kms. amounting to Rs.9.32 lakhs with labour component of Rs.5.84 lakh and material component of Rs.3.48 lakhs. This work was almost at the east phase of completion and 9129 person days of employment was reported to have been generated on this work. The clearance of approach of water of Government Talab was one of the completed works involving a creation of 10707 person days. Construction of Bund at Government land (Charagah) at Mokhampura is an on-going work with an estimated cost of Rs.20 lakh. This work was supervised through technical officers appointed on contract recently by the State of Rajasthan. The following issues were noticed in District Jaipur under NREGA programme:

- a. A large number of villagers (almost 92 per cent) were registered and issued job cards thereby proving the point that most households are not averse to manual work and there is no stigma attached to it.
- b. Almost 80 per cent of the workers found on site were women.
- c. All the workers confirmed that they receive their payment through banks and post offices.
- Some of the workers have completed their allocated 100 days of work and demanded more.

On the negative side, it is found that:

- a. The technical officers appointed for supervision of the work were not competent enough to provide any technical guidance.
- b. It did not appear as if strict measurement standards were applied in assessing the quantum of manual work being done.
- c. Eestimates and MBs were not shown at the work-site, even though estimates for some of the works were to the tune of almost Rs.20 lakh.
- d. It did not appear that the requirement of 50 CFT of earth work per day was strictly adhered to.

e. The quality of the drainage work appeared extremely poor and it did not appear that 10707 person days were actually generated in a short period of time. Technical audit of this work may throw up some irregularities.

In district Dausa, the work inspected involved construction of gravel road and deepening of a water harvesting structure. The road construction involved an expenditure of over Rs.60 lakh and the water harvesting structure involved an expenditure of Rs.22.12 lakh. In both the sites, the attendance of the workers was almost 50 per cent of those registered. In these villages also, practically the whole village have been registered and issued job cards. Here too, the presence of women workers out numbered the men. It is clear that the roads, unless taken to the stage of painting many not last. This issue was discussed with the Secretary (Planning) and it was requested to explore the possibility of taking up this work for black topping and painting under the state road construction programme.

From the discussions above, it is clear that due to NREGA, the purchasing power of the poor in the rural areas have definitely increased, though serious concern remains about the life of the assets created and the quality of works being undertaken. It is very likely that if the quality norms are strictly enforced and the technical supervision strengthened, which it must, the real needy people will come to work. It is also necessary that roads with length of more than 1 km constructed under NREGA should be covered with the state's road programme. While in both places, the officers complained that they are running out a self projects for community based programmes, one could see very little evidence of individual benefit programmes being taken up. The officers were advised that in the next phase of the programme more emphasis should be given to individual beneficiary programmes so that the programme has an everlasting impact.

Forestry and Land Management: During the course of the inspection, I was also shown road-side plantation from National Highway-11 to Nangal Bairsi Road. Under this programme, tree guards have been provided and Neem, Karanj and Seesam trees have been planted. Here the material labour component was found to be 90: 10. I also inspected a Social Forestry Programme at village Khoorikala, Jirota. This was a block plantation of Babul trees basically to prevent land erosion and to ensure regeneration. As a part of the block plantation, trees like Ber and Neem have also been planted. I also observed that the block plantation had a few growth of Kaer trees. The local forest officers and the Sarpanch informed that each Kaer tree can grow fruits to the tune of 10-15 kg and 1 kg of Kaer can easily be sold for Rs.40-50. In that way, Kaer plantation in degraded land can be a commercially viable proposition and should provide additional income to the poor. Since the whole area is water deficient and land quality is poor, this kind of plantation activities can be taken up on individual beneficiaries land under the NREGA programme.

3.2. Pradhan Mantri Gram Sadak Yojana (PMGSY)

Under PMGSY, like in NREGA, the State of Rajasthan has reported very high achievements. Projects for all villages above a population of 500 in normal areas, and above population of 250 in the tribal areas have been sanctioned and the State is confident that all these works can be completed by the end of this financial year except the projects where work has been stopped on account of High Courts cases, forest clearance or land acquisition problems. During the course of the two days, I inspected the approach road from Sawarda to Morsar in district Jaipur and the roads from NH-11 to Jirotakala in district Dausa. Sawarda to Morsar road was constructed under PMGSY with the total length of 4.6 kms with sanctioned cost Rs.81.54 lacs. The road from NH-11 to Jirotakala was 1 km long and was constructed at the cost of Rs.19.17 lakh connecting Jirotakala, which had a population of 866 as per 2001 population. Both the roads were under defect liability period up to 29-04-2013 and 31st March, 2012. The quality of the roads were extremely satisfactory. The State now has prepared an additional scheme of saturation of left out habitations (not revenue villages) with a population of 500 and above which can be taken up immediately after the present level of work is completed this year. They have also prepared a scheme of maintenance of the old roads. The State PWD and RD Departments were advised that since many gravel roads have been constructed under NREGA, they should also examine the possibility of including some of those roads under the PMGSY or under the normal State Plan Programmes.

3.3. National Rural Health Mission (NRHM)

National Rural Health Mission (NRHM) was launched in Rajasthan on 13th May, 2005 and the State has received a total of Rs.1885 crores under the programme till July, 2009 (including the State's share of Rs.171 crores). The percentage utilization during this period has been 80 per cent. The State has selected and trained 43228 Ashas under the programme. 211 buildings of CACs and PACs have been completed out of a target of 577. 52 mobile medical units have been commissioned. Rajasthan has shown a substantial improvement in institutional deliveries (3.38 lakhs) and 2.85 lakh women have been benefited under Janani Surakhsha Yojana. Immunization Programme is being taken up in the right earnest. So far up to July, 2009, 4.4 lakh children have been fully immunized against a target of 17.5 lakh.

I visited Sub-Centre at Karwaon Ka Bas, Primary Health Centre, Bichun and the Sub-Centre at Khoorikala. Both Sub-Centres had ANMs and ASHA Sahyoginis posted there. Both the Sub-Centres had medical kits provided to them and had the facility where a delivery can take place. Both Sub-Centres maintained a daily patient attendance register and it was heartening to see that on an average 4 to 5 people visited the Sub-Centre for medical consultations per day. However, it was clear that actual delivery did not take place in the Sub-Centre and the ASHA Sahyoginis informed that people prefer to come to the Primary Health Centres and accredited private hospitals for the deliveries. The block had 4 accredited private hospitals. On query, it

was confirmed by ASHA Sahyoginis that they were able to earn about Rs.1000 to Rs.1500 per month from various programmes like immunization, Janani Suraksha Yojana and others.

3.4. National Horticulture Mission

The fully subsidized work of Water harvesting structure for Rs.10 lakh, under National Horticulture Mission was sanctioned to Smt. Rameshwari Devi, wife of Ramchandra Jat of village Jhagar Ki Dhani, Gram Panchayat Sawarda, Panchayat Samiti, Dudu. Rain water of open fields get collected in the pond and collected water is used for watering the plantation through micro irrigation system. The micro irrigation system again was subsidized to the extent of 70%. At present, plantation in 5.7 Hect. has been done. Plants like Ber, Amla, Lemon and Pomegranate are planted in the fields. 75% subsidy is also being provided on purchase of fruit plants. The project seemed very beneficial both to the people and the area.

3.5. Sarva Shiksha Abhiyan (SSA)

The percentage utilization under the SSA has been in the range of 90 per cent in the previous 4 years in the State. In 2008-09, Rs.1596 crores were released out of a provision of Rs.1798 crores and the State was able to utilize Rs.1629 crores. In 2009-10, against the provision of Rs.2000 crores, Rs.498 crores have been released in the first quarter and the expenditure has been 80 per cent. 6853 Primary School buildings, 3124 Upper Primary School buildings and 71,660 additional class rooms have been constructed under this programme. The elementary enrolment has reportedly gone up from 1800 lakhs in 2006 to 2800 lakhs in 2009 and both SCs and STs enrolment has also shown a similar increase. The pupil to teacher ratio has come down to 35.7 per cent in 2005-06 to 13.51 per cent.

During the course of the visit, I visited Government Upper Primary School at Khoorikala, Panchayat Samiti, Dosa. The school had adequate number of teachers and 190 students were registered for coverage under the Mid Day Meal Programme. The meal being cooked was as per the notice and was of good quality. All students confirmed that they have been receiving mid day meal on a regular basis and were satisfied with the quality of food supplied. Everyone including the Sarpanch agreed that with the introduction of the Mid Day Meal Programme, the student attendance and retention has increased and since most children part took if meal offered, it is evident that this met a felt need of the students.

The school also had 3 PCs for computer awareness and had one teacher trained by Intel for computer aided learning programme. The school also had received some learning material from Premji Foundation. Since the computers were supplied by the NIIT under the school computer programme, the district inspector of the school was requested to cross check whether it was also a contractual obligation that NIITs supplies computer aided study material for various subjects.

3.6. Integrated Child Development Services (ICDS)

The State has 278 ICDS Projects and 48371 Anganwari Kendras. 26 new Projects have been sanctioned to the State with 6543 anganwari centresand 3523 mini anganwari centres most of which have been operationalised. During the course of the visit, I visited the Anganwari Kendra at Karwaon Ka Bas and Khoorikhurd.

The Kendra at Karwaon Ka Bas had 30 children between the ages 3 and 6 years registered, of which 15 were present and were being served khichdi. The Kendra also had 14 persons registered as lactating and pregnant mothers and was supplying food to 2 adolescent girls. The Kendra had its necessary supply of ready to cook food and the medicines, teaching aids required for the children. The In-charge of Anganwari Kendra, Ms.Ram Janaki Choudhary had maintained the health card for all the children of the village in a fairly detailed format.

The Anganwari Kendra at Khoorikhurd was operating from a room in the Government Upper Primary School and also had similar facilities. The State is now progressively shifting to handing over the cooking part to Self-Help Groups as per the direction of the Supreme Court. It was also confirmed that Immunization Programme takes place on first and third Thursday of every month and both the Anganwari Karyakarta as well as ASHA Sahyoginis are actively involved in these.

3.7. <u>Jawaharlal Nehru National Urban Renewal Mission (JNNURM)</u>

The progress of the Bus Rapid Transport System (BRTS) at Jaipur was inspected. The Government of Rajasthan through Jaipur Development Authority had decided to develop 46.7 km of BRTS corridor for Jaipur city at an estimated cost of Rs.469 crores. This length was divided into three packages of 7.1 km, 19 km and 20.6 km. Package I: C-Zone Bypass to Panipech via Sikar Road (7.1 km) was complete and ready for use. The work in this package was inspected. It was informed that Rs.56.48 crore have already been spent on this package and the project is due for inauguration.

It was observed that this corridor has been established in the outer part of the city where the existing right of way was almost 47 metres and good enough to establish a 10 lane road way system. So even after the establishment of the BRTS corridor, minimum 3 lanes of paved road was available on each side of the corridor for the normal traffic. Looking at the traffic density of the area, it remains to be seen whether the BRTS corridors will actually be of any use for rapid movement. The officers also agreed that the subsequent length of the BRTS corridor actually passes through the congested part of the city and could have provided some relief to the passenger traffic.

I was also informed that the State of Rajasthan has taken a decision to explore the possibility of establishing a Metro Railway System in the city of Jaipur and as such work on package 2 and 3 of the corridor have been kept on hold.

3.8. <u>Drinking Water Supply Scheme</u>

The Water Supply Scheme at village Karwaon Ka Bas was inspected. The village was covered under the regional scheme Mokhampura-Akhepura and the source village was Bichoon. Since Karwaon Ka Bas is situated nearly 8 km from the source village, a P&T water supply scheme was sanctioned in 1.2.2007 amounting to Rs.34.99 lakh. Two open wells and three GLRs with capacity of 20 kl each, with associated pipe lines, were installed under this scheme. The daily production at present is 30 LPCD and the villagers seemed very satisfied with the work.

It was clear during the inspection that the area is affected with a severe water shortage situation. The State Government also informed that more than 26 districts have been declared as drought affected and a contingent Plan has been sanctioned to augment drinking water supply in the State. 925 tubewells, 5644 hand pumps are to be installed. It was also informed that in many parts of the State, a total of 723 tankers has been deployed for supply of drinking water. Despite such a bad situation, the State Government was surprised to see that on account a new allocation criteria, the State's allocation under ARWSP has come down from Rs.978.72 crore in 2008-09 to Rs.470 crores in 2009-10. This sudden fall of Rs.500 crores in allocation, particularly, during the current year, when situation of drought and water scarcity exists, is bound to create problems and as such the State Government has requested Central Government for a re-visit of the allocation criteria and restore the allocation of the State.

4. The utilization of the Central Government funds and the release of the State's share is satisfactory in the State of Rajasthan. This year, including the previous year's balance, the percentage utilization, practically in all schemes have been to the tune of 100 per cent or above. While the State may continue to lay emphasis on utilization of the allocated funds, it would definitely require some support to combat the drought like situation arising in some parts of the State.
