

## **CHAPTER - 2**

### **OBJECTIVES, STRATEGY AND PLAN SIZE**

#### **Approach and Objectives of Eleventh Five Year Plan**

2.1 The National Development Council in its meeting held on 9<sup>th</sup> December, 2006 has approved the approach paper to the Eleventh Plan "Towards Faster and More Inclusive Growth".

2.2 The broad approach and objectives of the National Plan are as under:-

- Average inclusive growth rate of 9% along with 4.1% growth rate in Agriculture, 10.5% growth rate in Industry and 9.9% growth rate in Service sector and to double per capita income by 2016-17.
- Providing essential public services such as education, health, maternal and child-care, clean drinking water and basic sanitation facilities to all especially in rural areas.
- Accelerated agricultural growth through strengthening extension and technology transfer, improved credit flows along with diversification into horticulture and floriculture.
- For faster growth of manufacturing, infrastructure consisting of roads, railways, ports, airports, communication and electric power is to be substantially rectified through public private participation.
- For promoting industrial growth, creation of investment friendly climate in the states along with encouragement to FDI, focused infrastructure development for Special Economic Zones (SEZs) and Special Economic Regions (SERs) and greater flexibility in labour laws.
- Under Bharat Nirman, a time bound programme (2005-09), infrastructure gaps in the area of irrigation, rural roads, rural housing rural water supply, rural electrification and rural telecommunication connectivity are to be addressed.
- Bridging divides for SCs, STs and other left behind.
- Gender balancing for minimizing gaps in all social indicators by focusing on three areas namely violence against women, economic empowerment and women health.
- Decentralized planning through greater involvement of PRIs.

2.3 The Approach paper specifies not only a growth target but also a number of quantifiable and monitorable Socio-Economic targets relating to employment generation, school drop out rates, infants mortality, maternal mortality etc.

**Table No. 2.1**  
**Socio-Economic Monitorable Targets for the Eleventh Plan**

Social Indicators	Unit	Base Level for 11 <sup>th</sup> Plan		Eleventh Plan Goal	
		India	Rajasthan	India	Rajasthan
IMR-2005 (SRS-Oct, 2006)	Per thousand live births	58	68	28	32
MMR:2001-03 (SRS-Oct, 2006)	Per lac live births	301	445	100	148
TFR (NFHS-3, 2005-06)	Children per woman	2.68	3.21	2.1	2.1
Malnutrition in Children (0-3 Yrs.) (NFHS-3, 2005-06)	Percentage	45.9	44.0	23.5	25.3
Anemia among women (15-49 yrs.) (NFHS-3, 2005-06)	Percentage	56.2	53.1	25.9	24.3
Sex ratio (0-6 years, 2001-Census of India)	Female per thousand male	927	909	935	917
Male Literacy-2001 Census of India	Percentage	75.3	75.7	89.8	91.89
Female Literacy-2001 Census if India	Percentage	53.7	43.9	79.8	66.22
Total- Literacy -2001 Census of India	Percentage	64.8	60.4	85.0	79.57
Gender gap in Literacy-2001 Census	Percentage	21.6	31.8	10.0	25.6
Population below poverty line (Based on MRP consumption 2004-05) (Planning Commission)	Percentage	21.8	17.5	16.3	12.1
Per capita income at constant prices (base year 1999-2000) Economic Review 2006-07)	Rs.	22379	16215	-	-
Life expectancy at Birth-2001-06 (Some Facts -2007)	Years	63.9	62.2		
	Male	66.9	62.8		
	Female				
Human Dev. Index National HDR-2001	Value	0.472	0.424	-	-
% of Forest Area to Geo. Area in 2003 (Comp. of Environment Statistics India-2006)	Percentage	23.57	9.49	-	-

### **Approach and Objectives of State Plan**

2.4 Drawing from National Plan Priorities and the Action Plan for 5 years approved by the State Government the Annual Plan 2009-10 will be centered around following aims. These aims take into account diverse geographical features, social structure and developmental needs of the people especially that of schedule caste, tribes, other backward classes,

minorities, women, farmers and labour. These aims will be guiding principles during rest of the plan period.

- Economic & social development through increasing access to medical & education, energy, roads and strengthening of Panchayati Raj Institutions.
- Strengthening social security net.
- Special emphasis on empowerment of women and welfare of children.
- Special schemes to be formed to achieve cent-percent literacy target.
- To provide safe drinking water, better medical and improved sanitation facilities both in rural and urban areas.
- Pro-poor policies to foster inclusive growth.
- Increased allocation for agriculture to accelerate agriculture growth.
- Creating new opportunities of employment for youths and to increase investment in economic and social infrastructure.
- Social & communal harmony and peaceful environment for development to be ensured.

### **Plan Size - Eleventh Five Year Plan (2007-12)**

2.5 Sector-wise outlays for the 11<sup>th</sup> Five Year Plan of the State are as follows:

**Table No. 2.2**  
**Sectoral Distribution of 11<sup>th</sup> Five Year Plan**

<b>Head of Development/ Sector</b>	<b>Outlay</b>	<b>% to total outlay</b>
1. Agriculture & Allied Services	2269.07	3.16
2. Rural Development	4295.14	5.99
3. Special Area Programme	1759.43	2.45
4. Irrigation and Flood Control	7302.06	10.18
5. Power	25606.75	35.70
6. Industry & Minerals	958.65	1.34
7. Transport	4683.06	6.53
8. Scientific Services	29.70	0.04
9. Social & Community Services	19719.83	27.49
10. Economic Services	731.04	1.02
11. General Services	4377.25	6.10
Total	71731.98	100.00

2.6 There has been substantial increase in the outlay agreed for the Eleventh Plan. During the Tenth Plan the total outlay was Rs. 31,831.75 crores whereas the outlay for Eleventh Plan is Rs. 71,731.98 crores which is more than double that of Tenth Plan.

### Plan Size- Annual Plan 2008-09

2.7 The State's Annual Plan 2008-09 was approved by the Planning Commission at Rs. 14,020 crores. The major head-wise approved allocations are as under:-

**Table No. 2.3**  
**Sectoral Distribution of Annual Plan 2008-09**

(Rs. in crores)

Head of Development/ Sector	BE		RE	
	Approved Outlay	% to total outlay	Revised Outlay	% to total outlay
1. Agriculture & Allied Services	361.65	2.58	702.28	4.71
2. Rural Development	1278.93	9.12	1130.83	7.58
3. Special Area Programme	119.38	0.85	99.49	0.66
4. Irrigation and Flood Control	1102.94	7.72	857.36	5.75
5. Power	6199.49	44.22	6459.00	43.30
6. Industry & Minerals	157.78	1.13	150.01	1.01
7. Transport	678.27	4.84	754.17	5.06
8. Scientific Services	3.48	0.02	5.94	0.04
9. Social & Community Services	3858.23	27.52	4351.97	29.18
10. Economic Services	242.64	1.73	280.71	1.88
11. General Services	37.21	0.27	124.01	0.83
Total	14,020	100.00	14915.77	100.00

2.8 Against the approved outlay of Rs. 14,020 crores, an expenditure of Rs. 10,445.23 crores had been incurred by Dec.2008 which is 74.50%. Due to 0.5% of GSDP allowed for additional borrowings, the approved outlay of the State's Annual Plan 2008-09 is proposed to be revised to Rs. 14,915.77 crores, an increase of Rs. 895.77 crores over BE.

### Plan Size- Annual Plan 2009-10

2.9 The State's Annual Plan 2009-10 is proposed to be kept at Rs. 17,321 crores. It is assumed that enhanced limit of borrowings will continue in 2009-10 also.

**Table No. 2.4**  
**Sectoral Distribution of Annual Plan 2009-10**

(Rs. in crores)

Head of Development/ Sector	Proposed Outlay	% to total outlay
1. Agriculture & Allied Services	885.55	5.11
2. Rural Development	1365.76	7.88
3. Special Area Programme	92.25	0.53
4. Irrigation and Flood Control	942.01	5.44
5. Power	7483.97	43.21
6. Industry & Minerals	139.62	0.81
7. Transport	615.99	3.56
8. Scientific Services	2.20	0.01
9. Social & Community Services	5626.86	32.49
10. Economic Services	100.38	0.58
11. General Services	66.41	0.38
Total	17321.00	100.00

2.10 The Sector/Programme-wise outlay proposed for Annual Plan 2009-10 is annexed.

### **Strategy and Initiatives**

2.11 Rajasthan's targeted Plan expenditure as percentage of GSDP for the Eleventh plan (2007-12) is 6.82 per cent as compared to 5.67 per cent achieved in the Tenth Plan (2002-07). The targeted GSDP and the proposed Plan expenditure for the year 2009-10 is Rs. 211189 crores and Rs. 17321 crores respectively; thus the likely Plan expenditure as percentage of GSDP for 2009-10 will be 8.20 per cent.

2.12 State Government is dedicated to strengthen the foundations of secular, democratic state and to build an inclusive society and an efficient and equitable economy. The Government will work hard to meet the aspirations of the people. In the next years, Rajasthan would stand at a new verge of development & progress with improved life of citizens.

2.13 State Government is committed to create a social safety net protecting rural poor from hunger and poverty. Government would take necessary steps to revitalize rural health care & empower panchayats to improve the delivery of health services in rural areas and to increase enrolment & attendance at schools and improve child nutrition.

2.14 More focus would be laid be on irrigation, rural housing, rural roads, rural electrification and rural drinking water supply. State Government will improve the quality of life of the urban poor, especially slum-dwellers, while at the same time also modernize urban infrastructure and improve urban governance. 25,000 houses would be constructed each year for urban poor and middle class families.

2.15 To ensure better governance, the State Government would empower the ordinary citizen and ensure greater transparency in governance by effective implementation of the Right to Information Act. The internal security issues would be handled effectively but with sensitivity. A two-pronged policy of combining effective police response while reducing deprivation and the sense of alienation would be State's priority.

2.16 Committed efforts of the State Government will promote development and make society more inclusive and equitable, make economy more efficient and competitive, increase employment opportunities, empower scheduled castes, scheduled tribes, other backward classes, minorities, women and children.

2.17 The basic objective of development is to create an enabling environment for people to enjoy long, healthy and creative lives. Human development approach is a people-centred approach that focuses on the expansion of people's capabilities and freedoms. At all levels of development, the three essential choices are for people to lead a long and healthy life, to acquire knowledge and to have access to resources needed for a decent standard of living. If these essential choices are not available,

many other opportunities remain inaccessible. The State Human Development Report captures the situational analysis on these points and highlights the inter-district disparities. Rajasthan is in the process of preparing its second State Human Development Report. An update of State Human Development Report has been published and 4 district profiles have also been finalized. These reports will be linked to District Plans through the District Planning Committees.

2.18 Every person has right to live healthy life. Illness is a main cause forcing APL families to shift from this state to that of BPL families. Unfortunately 17.5% families are below poverty line. Looking to their needs, a special scheme “Mukayamantri BPL Jeevan Raksha Kosh Scheme” has been launched in the state from 1<sup>st</sup> January, 2009 to provide free medical facility to BPL families. In this scheme, free test and treatment facility will be provided to indoor and outdoor patients of BPL families in all State Government health care institutions, AIIMS and PGI Chandigarh. For certain categories of weaker sections of the society free medical investigation and treatment will be provided. Other poor families having income not more than Rs. 24000 per annum are also eligible for treatment of some serious ailments under the scheme.

2.19 Government of India has mentioned that National Rural Health Mission (NRHM) is working well in Rajasthan.

2.20 Reducing IMR, MMR and malnutrition among the women & children, improving women literacy rate and socio-economic status of women would be high priority areas of the State Government. To improve the access of rural women to institutional credit and their capacity a Self Help Group Institute has been set up. "Sahayogini", an additional women worker has been provided at each anganwari centre to function as a community worker. With community participation, nutrition in the form of hot cooked meal to the children in the age group 3 to 6 years is being provided at all the operational anganwari centres. "Janani Kalewa" scheme has been launched to provide hot cooked nutrition to pregnant and lactating women.

2.21 State Government will initiate steps to implement the recommendations Sachhar Committee in the field of Education. An advisory council will be constituted for higher and technical education.

2.22 Public-Private Partnership will be one of the tools to achieve universalisation of secondary education.

2.23 With more accessibility to formal education, the State has seen a growth in numbers of educated youth in the State. But, this has also led to the problem of the “Educated Unemployed” that needs to be targeted specifically. The State Government has taken steps in this regard and launched an unemployment graduate allowance scheme named as “Akhsat Yojana”.

2.24 Rajasthan Mission on Livelihoods is working to explore employment avenues and identify factors that inhibit generation of employment for various poor and vulnerable segments. State Government is focusing on skill training and enhancement, through a variety of measures and new schemes.

2.25 The availability of reliable and inexpensive power is critical for economic development of a State. Growth in power consumption is an indicator of the industrial, agricultural and commercial growth of a State. The per capita consumption of power in Rajasthan is lower than the national average, which itself is one of the lowest in the world. The State Government has been assigning the first priority to the power sector to make Rajasthan a power surplus State. By the end of 11<sup>th</sup> Five Year Plan, State's generation capacity would be more than 12,000 MW, as against installed capacity of 6089 MW at the end of Tenth Plan period. Recently approval has been accorded to set up three T.P.S. with an expected generation capacity of 3960 MW. Wind Power generating capacity would be added by setting up 15 MW Wind Farm Mills with the capital cost of Rs. 80.00 crores at a suitable location in Jaisalmer

2.26 State Government would give highest priority to improvement of efficiency of operation and reduction of AT&C losses in electricity distribution. The distribution companies would successfully implement the Feeder Renovation Programme in the rural, urban and industrial areas covering all distribution feeders of the States to bring down the T&D losses up to around 20 per cent which would facilitate the State Government to give 24 hours domestic supply to all villages of the State.

2.27 The Government of India launched a time bound plan under Bharat Nirman in 2005 for implementation in partnership with State Governments and PRI's to upgrade the rural infrastructure in the areas of irrigation, electrification, roads, drinking water, housing and rural telephony. Rajasthan would be almost achieving the target of road connectivity under PMGSY and Bharat Nirman in the current year itself by covering all the habitations of 500 & above in general areas and 250 & above in tribal/desert areas except a limited number of habitations where work is held up due to litigation or otherwise. In the year 2007-08, Rajasthan accounted for 24% of the road length constructed and 27% of habitations connected in the country. State has kept up the pace in the current year also. Since Rajasthan would be achieving the target of connecting habitations under PMGSY and Bharat Nirman in the current year itself. The State may be allowed to take up habitations in the lower population range of 250-499 in the general areas and 150-249 in the tribal & desert areas.

2.28 For the welfare of salt labour Namak Mazdoor Panjeekaran Yojana, Namak Mazdoor Bima Yojana, Providing Gum-Boots and Goggles to salt workers, Distribution of Cycles would be implemented.

2.29 A DAP Plant having production Capacity of 850 TDP will be set up.

2.30 Rajasthan ranks among first five state's in the country in terms of khadi employment and village industries. The number of village industries would be increased by 8100 units; additional employment in Khadi and Village Industries Sector to 120400 people will be provided. Production value worth Rs. 500 crores will be increased.

2.31 The production of Crude Oil from Rajasthan shall commence from the year 2009 and Peak Plateau Production is anticipated in the range of 1,50,000-1,75,000 barrels of oil per day.

2.32 A new scheme of "Van Mitra" will be formulated and introduced in 2009-10. These van mitra will be extension workers and will facilitate/motivate the Village Forest Protection and Management Committees (VFPMCs), panchayats and local people regarding Forest & Wildlife Protection and Environmental Conservation

2.33 To improve effectiveness & efficiency of Government functionaries, to build an enabling environment for growth & fiscal sustainability and to ensure assured level of basic public services to the poor & the marginalized, the State Government would focus on strengthening and effective monitoring & evaluation of Plan implementation. Process of preparing the Output and Outcome Budgets would be continued.

2.34 As per the scheme guidelines balances of both cash and advances to executing agencies at the previous year end are considered for making deduction at the time of release of 2<sup>nd</sup> installment for the current year by the ministry of Rural Development i.e. IAY, SGSY, DRDA (Admn.) etc. In this regard it is submitted that only cash balances should be taken into account for consideration and not the advances because the executing agencies also take some time to start the works and incur expenditure. Advances are given only after the financial sanction is issued. Therefore it can not be termed as advance in a stricter sense.

2.35 The condition of 60% expenditure before the release of 2<sup>nd</sup> installment is released generally in the month of May. After that the matching state share is released, the Zila Parishads issue Administrative, Technical and Financial sanctions and finally executing agencies initiate the process of implementation. All these preparatory actions take atleast 3 months. In the mean while, the rainy season starts. Thus, it is not possible to incur 60% expenditure up to 30<sup>th</sup> September. Further, the Panchayati Raj Institutions have a serious capacity constraints because of increasing allocations under various schemes without corresponding increase in the staff. This adversely affects the progress. The guidelines for BRGF are even more strict

2.36 The Annual Plan 2009-10 will further accelerate the pace of development in the State in achieving the goals set under the 11<sup>th</sup> Plan. At the same time, enhanced plan expenditure would boost economic



activity at the State level as is envisaged under the Economic Stimulus Measures announced by the Government of India.

2.37 In recognition of the fact that achievement of the enhanced expenditure envisaged under Annual Plan 2009-10 depends critically on supportive action at all levels in the Government, the administration of existing schemes would also be toned up. The State Government would continue all efforts to ensure that it maintains the accelerated pace of expenditure under Centrally Sponsored Schemes as flagship Programmes and suggests introducing greater flexibility that would help in speedy implementation.