

GOVERNMENT OF RAJASTHAN
RURAL DEVELOPMENT & PANCHAYATI RAJ DEPARTMENT

No. PS/RD & PR/2008

Dated : 26th August, 2008

All Collectors & District Programme Co-ordinators,
National Rural Employment Guarantee Scheme,
Rajasthan.

Sub : Instructions for preparation of Annual Action Plan and labour Budget Estimates
for the year 2009-10.

Sir/Madam,

You are aware, Annual Action Plan of works to be taken up under NREGA and the Labour Budget Estimates are to be prepared and approved as per the procedure prescribed under Section 13(2), 13(3), 14(b), 16(1), Section 16(5) & Schedule-I Clause I of NREGA and the Chapter 4 & 8 of the Operational Guidelines, 2008 issued by Ministry of Rural Development, Government of India.

Both these activities are crucial to achieve the twin objectives of NREGA i.e. (i) provide 100 days of employment to each registered household in a year (ii) create durable assets for sustainable livelihoods. While Rajasthan has been a star performer in implementation of NREGA at national level, but still it cannot claim to have achieved the optimum level of performance in achieving the twin objectives. About 9 lac households could be provided 100 days employment during 2007-08 and during the current year also, the achievement is far behind the labour budget estimates. Moreover, there are wide variations among districts in terms of household deployed against registration, average number of days employment provided per household and % households completing 100 days employment. These variations cannot be justified because barring few aberrations, the socio-economic conditions among all the districts of the State are more or less the same. These variations largely reflect the efficiency of the districts in implementation of this programme.

In creation of durable assets also, we have a long way to go. No district has been able to utilize 40% material component which clearly indicate that the selection of works was poor. Most of the works are kutchha works. People do not perceive much value of such works and this has given a widespread impression that like relief works, public funds are being wasted on such works. This does not agur well for the programme.

Therefore, preparation of the Annual plan and the Labour Budget Estimates are crucial exercises on which the success of NREGA would depend. It is our experience that in the past, this exercise did not receive due attention at the level of DPC, CEO, PO's, BDO's as well as the Panchayats. As a result, the selection of works was a matter of routine and most of the works included in the annual plan were of the category of

digging and filling works not leading to creation of tangible assets. Majority of the works were those proposed by the Panchayats, Technical Departments and NGO's did not actively come forward with project proposals to be included in the District Plan. Nor did the CPC's persuaded them to do so. The works proposed by Panchayats were not examined for technical feasibility. The labour budget estimates were also prepared mechanically.

It is now expected that the entire exercise would be done strictly in accordance with the instructions in Chapter 4 & 8 of the Operational Guidelines 2008 clearly aiming at achieving both the objectives of NREGA.

While preparing the Annual Plan 2009-10 and the Annual Labour Budget 2009-10, the DPC's may please keep the following points also in view :

- (i) The priority of works laid down in Schedule-I of NREGA should be strictly followed while selecting works. In Rajasthan, the renovation of traditional water bodies including desilting of tanks etc. is being done for last many years under relief works. Under NREGA also, there has again been predominance of these works. It may be reasonably expected that except the irrigation tanks which were transferred to the Panchayats and those with the Water Resources Department, most of the other works of this category must have been covered by now leaving no further scope for such works. Therefore, the priority should now to include the works relating to desilting and repair of tanks of the Irrigation Department handed over to the Panchayats and those with the Water Resources Department. Estimates of these tanks should be prepared by the Water Resources Department and included in the Annual Plan under Section 14(b) of NREGA. These works may be executed by the Panchayats/Water Resources Department as decided by the Programme Officer under Section 16(5). During 2009-10, all these tanks would be covered.
- (ii) Desilting and repair of canals and water courses should be considered in command areas.
- (iii) In desert districts, due to inland drainage system and scanty rainfall, the scope of community water conservation and water harvesting works is very limited. Therefore, in these districts, the major focus could be on category IV works because the past experience has been that individual water conservation works are very well maintained by the owners whereas community works get damaged for want of maintenance. Wherever the works of water conservation/irrigation facilities are taken up on the lands owned by households belonging to Scheduled Caste, Scheduled Tribes, BPL etc, a provision for horticulture development based on hydraulic pressure based drip irrigation system (Churu model) may also be kept so that a sustainable source of livelihood for these poor families could be created.
- (iv) Pasture development is another work which is covered under category (ii) of Schedule-1 because the farmers depend Animal Husbandry for their livelihood. For sustainability of livestock during drought, development of pastures is extremely important. The development of pastures on scientific lines based on BAIF model should be taken up. Panchayats should be motivated to pass

resolution that they would maintain the developed pasture and gradually introduce the system of cut and carry in at least 50% of the pasture area and also maintain the fodder trees planted in the pastures. Pasture development being technical project should generally be assigned to the Forest Department, Watershed Development Department or and the reputed NGOs like BAIF and others who had expertise to undertake such projects. Simply, digging of trenches around the pastures can not be treated as a pasture development project.

- (v) Pucca streets in the village and drainage system is also covered under rural connectivity as informed by the Ministry of Rural Development and if the water conservation and harvesting works in the village/Panchayat have already been completed, these works could be taken up.
- (vi) Instances of construction of anicuts on a large scale without even technical examination have come to the notice of the Government. Such anicuts in many cases adversely affected the flow of water downstream and in others benefitted only 1 or 2 farmers. Therefore, construction of anicuts should be taken up only from the Master Plan prepared by the Water Resources Department at the district level. These anicuts should be constructed preferably through the Water Resources Department so that these are technically sound. No other anicut should be allowed to be taken up.
- (vii) Watershed Development & Soil Conservation works also lead to water conservation and increase soil productivity. Watershed projects based on the Watershed Atlas should be taken up on a large scale. Watershed Development & Soil Conservation Department should be asked to prepare shelf of projects and these should be included in the Annual Action Plan. These works should be executed through the agency of WD & SC Department.
- (viii) Apart from the above, under the Operational Guidelines, it is also now provided that the proposals prepared by the Panchayats are technically examined for their feasibility. and only then included in the Block plan to be submitted to the District Authorities. Therefore, examination of the technical feasibility of the proposed works should be strictly enforced and it should be ensured that only technically feasible works are included in the plan.
- (ix) In the past, it has also come to the notice of the State Government that in many Panchayats, sufficient number of works were not included in the Annual Action Plan. As a result, sanctioned works exhausted and there were no works to be taken up to meet the labour demand. This, in fact, can not be appreciated. Sufficient number of works as against the projected labour estimates should be included in the Annual Plan of each Panchayat and this should be personally ensured by the Programme Officer and the District Project Coordinator.

It would also be advisable for the DPC to carry out an intensive training of the Programme Officers, Technical Officers and the Gram Sewaks for equipping them with the necessary skills and knowledge of the operational guidelines for preparation of the Annual Action Pan and the Labour Budget as per these instructions.

The Operational Guidelines clearly prescribed the schedule for completion of each activity. Since this is a time bound exercise, it should be completed within the prescribed time frame so that the preparation for the next year are made well in advance. DPC's would also ensure that the Annual Plans & Labour Budget Estimates are thoroughly scrutinized at District level and conform to the Operational Guidelines and these instructions before being sent to State HQ's.

Yours faithfully,

self

(Ram Lubhaya)

Pr. Secretary to Government

Copy to :

1. All OIC's of the District.
2. All Divisional Commissioners.
3. Director, EGS for ensuring strict compliance. A check list for examination of the Annual Plans & Labour Budget Estimates be prepared and circulated to DPC's so that they send their proposals alongwith the check list.
4. All CEO's, Zila Parishad for information and necessary action.

Th 24/8

Pr. Secretary to Government