

6

Bharat Nirman and Flagship Programmes

INTRODUCTION

6.1 The development of rural India is an imperative for inclusive and equitable growth and to unlock the huge potential of the population that is presently trapped in poverty with its associated deprivations. The analysis of incidence of poverty across Indian States indicates that poverty is very closely linked to the absence of social infrastructure. The Eleventh Finance Commission had constructed an index of infrastructure which included economic, social, and administrative infrastructure indicators. These were (i) agriculture, (ii) banking, (iii) electricity, (iv) transport, (v) communication, (vi) health, and (vii) civil administration. If we juxtapose the index of infrastructure with incidence of poverty, we find that generally States with high infrastructure index have low incidence of poverty. This is reflected in Table 6.1.

6.2 Creation of infrastructure, both physical and social, has been given a greater thrust in the Tenth Five Year Plan. The Eleventh Plan would build on the foundations laid by the Bharat Nirman Programme and other flagship programmes to provide opportunities for improved living conditions as well as livelihoods.

6.3 This chapter, organized in two sections, provides a brief write-up on the Bharat Nirman Programme and on flagship programmes for rural areas. The detailed discussion on the schemes/programmes is contained in different chapters of the Plan document.

TABLE 6.1
Index of Social and Economic Infrastructure

State	Index of Infrastructure	HCR (2004)
Andhra Pradesh	103.30	11.17
Assam	77.72	22.33
Bihar	81.33	42.14
Gujarat	124.31(5)	19.08
Haryana	137.54(4)	13.57
Karnataka	104.88	20.85
Kerala	178.68(2)	13.25
Madhya Pradesh	76.79	36.87
Maharashtra	112.80	29.58
Orissa	81.00	46.76
Punjab	187.51(1)	9.15
Rajasthan	75.86	18.71
Tamil Nadu	149.10(3)	22.85
Uttar Pradesh	101.23	33.40
West Bengal	111.25	28.62

Source: Eleventh Finance Commission Report and Poverty Estimates by Planning Commission.

BHARAT NIRMAN

6.4 The GoI in recognition of the role played by infrastructure in poverty removal has taken up massive programmes for construction of rural infrastructure under different programmes in the past. The government launched a time-bound plan under Bharat Nirman in 2005 for implementation during the four-year period, 2005–09. The first half of the programme was in the Tenth Plan period and the second half coincides with the first two years of the Eleventh Plan period (2007–12). The six

components included under the programme are irrigation, drinking water, electrification, roads, housing, and rural telephony.

6.5 Certain physical targets have been set under each of the components. These are indicated in Table 6.2.

6.6 The investment proposed to be made is of the order of Rs 174000 crore during the four-year period. The objective of the Bharat Nirman Programme is to impart a sense of urgency to create rural infrastructure by setting time-bound goals under various schemes which form a part of the Bharat Nirman Programme. The Programme imposes a responsibility on the State to create these facilities in a transparent and accountable manner.

IRRIGATION

6.7 Under the Bharat Nirman Programme, creation of average rate of irrigation potential creation is to be increased from 1.4 MH per annum (i.e., the average rate of creation from 1951–2002) to 2.5 MH per annum. With this objective, it is targeted to create 10 MH of irrigation potential through a combination of major and medium projects, minor irrigation, and restoration of water bodies. The year-wise physical details are given in Table 6.3.

6.8 The creation of additional irrigation potential of 4.30 MH was targeted in the first two years of the Bharat Nirman Programme against which the achievement reported up to March 2007 is 2.587 MH which is about half of the target. Clearly the acceleration of potential creation has not been as targeted.

TABLE 6.2
Targets under Bharat Nirman

Component	Targets to be Achieved by Year 2009
Irrigation	To create 10 million ha of additional irrigation capacity.
Roads	To provide all-weather roads to every habitation over a 1000 population and above (500 in hilly and tribal areas); remaining 66802 habitations to be covered.
Electricity	To provide electricity to remaining 125000 villages and to 23 million households.
Housing	To construct 60 lakh houses.
Drinking water	To provide drinking water to 55067 uncovered habitations by 2009. All habitations with failed sources and water quality problems will be addressed.
Telephone connectivity	To connect remaining 66822 villages with telephone by 2007.

Source: Booklet on Bharat Nirman.

TABLE 6.3
Irrigation Targets under Bharat Nirman

Components	(Unit in Million Ha)				
	2005–06	2006–07	2007–08	2008–09	Total
I Major and Medium Irrigation					
Completion of ongoing projects	0.90	1.10	1.10	1.10	4.20
Extension, renovation, modernization of MMI projects	0.25	0.25	0.25	0.25	1.00
Major and medium irrigation total	1.15	1.35	1.35	1.35	5.20
II MI					
Surface water	0.25	0.25	0.25	0.25	1.00
Ground water	0.45	0.75	0.80	0.80	2.80
Repair, renovation, and restoration of water bodies/ERM of MI schemes	0.05	0.05	0.45	0.45	1.00
MI total	0.75	1.05	1.50	1.50	4.80
Grand total	1.90	2.40	2.85	2.85	10.00

Source: MoWR.

6.9 The Eleventh Five Year Plan would target to create 16 MH potential. During the first two years of the Eleventh Plan, it was proposed to create 5.7 MH irrigation potential through the Bharat Nirman Programme. This would call for higher outlays for irrigation from the States and liberal assistance under AIBP (which is now only a grant and available for surface MI schemes also) for completion of ongoing projects. External assistance for restoration of lost potential by restoring tank irrigation would be utilized. Groundwater potential would be utilized in the States where there is still scope for development. Close monitoring of the projects with remote sensing and completing the projects on a fixed cost turn key mode are required to achieve the targets of the Bharat Nirman Programme. (Details on the irrigation sector are given in Chapter 2, Volume III.)

ROADS

6.10 Rural connectivity is the key component of rural development and poverty alleviation in India. Rural roads (RRs) provide accessibility for the rural habitations to market and other facility centres. In order to give a boost to rural connectivity, a rural roads programme, Pradhan Mantri Gram Sadak Yojana (PMGSY) was launched as a 100% CSS in December 2000.

6.11 The Bharat Nirman Programme envisages a massive scaling up in terms of habitation connectivity coverage, construction targets, and financial investment. To achieve the targets of the Programme, 146185 km of RRs are proposed to be constructed to benefit 66802 unconnected eligible habitations in the country. It is also proposed to upgrade nearly 1.94 lakh km of the existing RRs which are identified through routes of the core network. The physical progress under the

Bharat Nirman Program-me during its first two years, that is 2005–07 is given in Table 6.4.

6.12 The targets for new connectivity and upgradation for the remaining two years, that is 2007–09 are as under:

- New Connectivity:
 - Number of habitations to be covered under the Bharat Nirman Programme upto 2009: 43638 km.
 - Length of the road: 95510 km.
- Upgradation:
 - Length of upgradation: 128067 km.

6.13 The main objective of the Eleventh Five Year Plan is achieving the targets of the Bharat Nirman Programme by 2009. However, the physical targets set under the Bharat Nirman Programme till the end of 2008–09 are found to be beyond the capacity of the States. Therefore, the leftover targets of the Programme for 2007–09 will be completed only by the end of the financial year 2009–10. In order to augment funding for meeting the targets of rural connectivity under the Bharat Nirman Programme, it is proposed to borrow Rs 16500 crore from NABARD by leveraging the cess accruals. This would, however, entail setting aside substantial amounts that would accrue from cess from 2009–10 onwards for repayment of the NABARD loan. The outlay for Central sector RRs for the Eleventh Plan is Rs 43251.07 crore at current price, excluding the borrowing from NABARD. (For a detailed write-up see Chapter 9, Volume III.)

DRINKING WATER

6.14 The Bharat Nirman Programme envisages covering the 55067 habitations not covered, covering the slipped back habitations from not covered to partially

TABLE 6.4
Physical Progress of Bharat Nirman during 2005–07

Status	2005–06		2006–07		2005–07		Percentage Achieved	
	Target	Achieved	Target	Achieved	Target	Achieved		
New connectivity	Length (in km)	15492.4	18053.7	35182.15	21422.85	50674.55	39476.55	77.90
	No. of habitations	7034	5552	16130	8279	23164	13831	59.71
Upgradation	Length (in km)	11394.4	3925.6	54669.26	46129.90	66063.66	50055.50	75.77

Source: MoRD.

covered status, and providing safe drinking water to water-quality-affected habitations. During the first two and half years there was an impressive achievement (63%) in covering the slipped back habitations as they are relatively easier (involves restoring the defunct bore pumps, carrying out repairs to water supply pipelines, augmentation wherever required, etc.) to execute. The coverage of not covered habitations has also progressed well with 48% of the targeted habitations being covered. However, there is a huge shortfall in covering the water-quality-affected habitations in which only 5% coverage is achieved.

6.15 Sustainability of water supply has become the focal point to avoid slipped back habitations. Convergence of various rural development programmes of the government (such as NREGP, BRGF, watershed development, restoration of water bodies, etc.) need to be vigorously pursued, supported by village-level planning. The issue of water quality has assumed serious proportions. While providing water supply from surface water sources and the conjunctive use of ground water, surface water, and rooftop rainwater harvesting would be ideal, in situ methods such as dilution of chemical contaminants through augmented groundwater recharge (aided through convergence of programmes), adopting cost-effective scientific water quality treatments on an individual village basis would go a long way to improve coverage of water in the water-quality-affected areas. (For a detailed discussion see Chapter 5, Volume II.)

RURAL ELECTRIFICATION

6.16 The rural electrification targets are set to be achieved under RGGVY. The twin objectives of electrification of 125000 villages and electrifying the 2.3 crore BPL households are proposed to be achieved under the Bharat Nirman Programme. During the first two years, the progress under both the objectives has registered an achievement of 34% and 6%, respectively. There are major shortfalls in this sector. Clearly there is a need for acceleration to achieve the target during the Eleventh Plan. Non-availability of electrification materials due to sudden demand is also a contributing factor for under achievement. Rural electrification assumes additional significance since enormous groundwater potential in eastern and north eastern parts

of the country could be tapped for MI development. Electrification should trigger economic activity for rural development. Fully operationalizing the franchise system for revenue collection and viable tariff are key to sustaining the power supply in rural areas. (For a detailed write-up see Chapter 10, Volume III.)

HOUSING

6.17 The Bharat Nirman Programme has recognized and accorded due priority to the need to end shelterlessness. The programme has set a target to construct 60 lakh houses from 2005 to 2009. In the first two years of the Bharat Nirman Programme, 28.69 lakh houses have been constructed. The housing component under the Programme is being implemented in parallel with IAY scheme. This scheme was launched as an independent and major housing scheme from 1 January 1996 to provide assistance for construction upgradation of dwelling units to the BPL rural households.

6.18 For the Eleventh Plan, the focus should be on targeting the poorest of the poor while targeting the remaining housing shortage with other interventions. Housing shortage for 2001 stands at 148.6 lakh houses and for 2007 at 159.5 lakh houses. Hence a target of constructing about 150 lakh houses under IAY needs to be fixed for the Eleventh Plan. This translates into an annual target of 30 lakh houses as against 15 lakh houses being constructed under IAY presently. The per unit cost is also proposed to be revised from the present level of Rs 25000 in the plain areas and Rs 27500 in the hilly and difficult areas. For more accurate targeting of beneficiaries, permanent IAY waitlists should be prepared on the basis of the scores given to families, as part of BPL Census 2002. For this, the State Governments need to be incentivized and Panchayats have to be appropriately empowered. Houses built as part of IAY should be with smokeless chulhas and sanitary latrines. The title of the house site/ownership should be in the name of female member of the household. While IAY can focus on eliminating the backlog of houselessness and temporary and unserviceable houses in rural India, the States should take responsibility for addressing any emerging needs. With the help of certain feasible interventions, the prime objective of tackling shelterlessness can be achieved within the stipulated time. (For details see Chapter 4, Volume III.)

RURAL TELEPHONY

6.19 Under the Bharat Nirman Programme, 66822 revenue villages not having telephone connectivity are to be provided with Village Public Telephone (VPT) facility. Out of these, 14183 remotely located villages are to be provided VPTs through digital satellite phone terminals, while the remaining 52639 villages are to be provided any other technology. An estimated sum of Rs 451 crore is likely to be disbursed as subsidy support towards these VPTs. The entire funding is to be met out of the Universal Service Obligation Fund (USOF). A total number of 48704 VPTs have been provided telephone connectivity and 18118 VPTs are likely to be provided by June 2008. It is important to improve the tele-density in rural areas and move to the next step of making every village a knowledge centre with telecommunication. For this high-speed Internet connection providing the necessary knowledge content relevant to the villages for the benefit of all sections of the society is required. (For details see Chapter 12, Volume III).

FLAGSHIP PROGRAMMES

6.20 The thrust of the Eleventh Five Year Plan is social inclusion coupled with provision of improved livelihood opportunities. This approach calls for renewed emphasis on education, health, and other basic public facilities. Inadequate access to these essential services directly limits the welfare of large sections of our population, and also denies them the opportunity to share fully in the growth process. Indeed, inadequate attention to human resource development limits the growth process itself. In the Tenth Plan, many schemes were either launched or revamped and strengthened to provide education, health care, nutrition, sanitation, and social security. Many of these programmes are implemented on an all-India basis, while some are implemented only in rural areas. Even the programmes that are implemented across the country tend to favour rural and backward areas in terms of resource allocation. These programmes, called *flagship programmes*, form the second strand for development of rural areas, the first being the Bharat Nirman Programme. The following flagship programmes are discussed in the ensuing paragraphs:

- NREGP.
- NRHM.

- Integrated Child Development Services (ICDS).
- Sarva Shiksha Abhiyan (SSA).
- MDM.
- TSC.
- NSAP.
- BRGF.

NATIONAL RURAL EMPLOYMENT GUARANTEE PROGRAMME (NREGP)

6.21 The NREGA has been enacted to reinforce the commitment towards livelihood security in rural areas. The Act was notified on 7 September 2005. The significance of NREGP lies in the fact that it creates a right-based framework for wage employment programmes and makes the government legally bound to provide employment to those who seek it. The NREGP marks a paradigm shift from the previous wage employment programmes by providing a statutory guarantee of wage employment and not being just a scheme. The objective of the NREGP is to enhance the livelihood security of the people in the rural areas by guaranteeing 100 days of wage employment in a financial year to a rural household whose members volunteer to do unskilled manual work. The Act further aims at creating durable assets and strengthening the livelihood resource base of the rural poor. The choice of works suggested in the Act address causes of chronic poverty such as drought, deforestation, soil erosion, etc., so that the process of employment generation is on a sustainable basis. The experience with NREGP so far suggests that it is one of the main planks of rapid poverty reduction in the Eleventh Five Year Plan.

6.22 Starting with 200 districts across the country in Phase-I during 2005–06, NREGA was extended to additional 130 districts in Phase-II during 2007–08. From 1 April 2008 onwards, the Act will cover the whole of rural area in the country. (For a detailed discussion see Chapter 4, Volume III.)

NATIONAL RURAL HEALTH MISSION (NRHM)

6.23 The main aim of NRHM is to provide accessible, affordable, accountable, effective, and reliable primary health care, especially to poor and vulnerable sections of the population. It also aims at bridging the gap in rural health care through creation of a cadre of

accredited social health activists and improves hospital care, decentralization of programme to district level to improve intra- and inter-sectoral convergence, and effective utilization of resources. The programme sets standards for rural health care and provides financial resources to meet these standards. The programme is under implementation in 18 States which have poor health infrastructure.

6.24 As per Rural Health Bulletin (2006), it is noted that the number of sub-centres without regular water supply, electric supply, and all-weather motorable approach roads is very large in Bihar, Chhattisgarh, Maharashtra, Orissa, Uttar Pradesh, West Bengal, and other States. Similar position is noted regarding facilities at primary health centres also. Out of the six tasks to be completed under the Bharat Nirman Programme in a time-bound manner, five (namely electricity, all-weather roads, safe drinking water, telephone, and rural housing) have direct impact on the NRHM. (For details see Chapter 2, Volume II.)

INTEGRATED CHILD DEVELOPMENT SERVICES (ICDS)

6.25 The ICDS scheme is a child-focused intervention to address the inter-related needs of young children and pregnant and lactating mothers. The ultimate objective of the scheme is to reduce incidence of mortality, morbidity, malnutrition, and school drop-outs and enhance the capability of the mother and family to look after the health, nutritional, and development needs of the child. It is now a nation-wide programme, which aims at promoting health and nutritional requirements of children up to six years and expectant and nursing mothers. As on 31 March 2007, there are 6284 sanctioned projects and 10.53 lakh *anganwadi* centres in the country. Out of these, 5672 projects are operational through 7.8 lakh *anganwadi* centres servicing 7.05 crore beneficiaries comprising 5.81 crore children below six years and 1.23 crore pregnant and lactating mothers. The ICDS would be one of the major programmes for achieving the following goals:

- Raising the sex ratio of the girl child in the age group of 0–6 years from 927 in 2001 to 935 by 2011–12 and to 950 by 2016.

- Reducing IMR to 28 and maternal mortality ratio to 1 per 1000 live births.
- Reducing malnutrition among children of age group of 0–3 years to half its present level and anemia among women and girls by 50% by the end of the Eleventh Plan.
(For a detailed discussion see Chapter 6, Volume II.)

SARVA SHIKSHA ABHIYAN (SSA)

6.26 SSA is the principal programme for universalization of elementary education. SSA aims to provide useful and relevant elementary education for all children in the age group of 6–14 years by 2010. The other significant objective is to bridge social, regional, and gender gaps with the active participation of the community in the management of schools, besides focusing on elementary education of satisfactory quality with emphasis on education for life. SSA addresses the needs of about 20 crore children in more than 12.37 lakh habitations covering 10.42 lakh existing primary and upper primary schools (SES, 2004–05; MHRD, 2007). SSA successfully ensured universal access to primary education. About 94% of Indian villages/habitations have access to schools within a distance of 1 km. In the remaining villages/habitations, alternative schooling arrangements have been made through Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) centres.

6.27 As a result of SSA interventions, between 2001–02 and 2004–05, total enrolment in primary classes has increased from 11.39 crore to 13.08 crore (14.84%) and in upper primary classes from 4.48 crore to 5.12 crore (14.29%). A remarkable feature has been the spurt in girls' enrolment in the corresponding period, from 5.03 crore to 6.11 crore in primary classes (21.47%) and from 1.87 crore to 2.27 crore (21.39%) in upper primary classes. (For details see Chapter 1, Volume II.)

MID-DAY MEAL (MDM)

6.28 The MDM Scheme launched in 1995 aims to give a boost to universalization of primary education by increasing enrolment, retention, and attendance and simultaneously impacting upon nutritional status of students in primary classes. The Scheme was revised

in June 2006, provides for 450 calories, 12 gm of protein, and adequate quantities of micronutrients such as iron, folic acid, and vitamin A to the children. The cooking cost has been enhanced to Rs 2.00 per child per school day. All the States and UTs are providing cooked meal to the children in primary classes. The coverage of school children under the programme has risen to 12 crore in 9.5 lakh primary schools/EGS centres during 2006–07. With a proposed investment of Rs 48000 crore in the Eleventh Plan period, MDM is to be expanded in the Eleventh Plan to upper primary classes (VI–VIII) in 3479 educationally backward blocks in 2007–08 and universalized at elementary level by 2008–09. MDM will thus reach out to an additional 3 crore children at upper primary stage reaching out to a total of about 15 crore children at primary and upper primary level in 2007–08 and about 18.0 crore children by 2008–09.

- The nutrition value of the MDM for upper primary children has been fixed as 700 calories, derived from at least 150 gm of cereals and 20 gm of protein, with Central assistance for cooking cost going up to Rs 2.00 per child per school day (Re 0.50 from the States).
- Kitchen sheds to be built in 3.13 lakh primary and 3.0 lakh upper primary schools at a rate of Rs 60000 per unit, and kitchen devices to be provided at a rate of Rs 5000 per school.
- The programme is to be managed and implemented by the local community and PRIs and would not be contractor-driven.
- School health programme to be revived and best practices replicated.
(For details see Chapter 1, Volume II.)

NATIONAL SOCIAL ASSISTANCE PROGRAMME (NSAP)

6.29 The NSAP is a flagship programme of the government which aims to provide human security to the poor and the destitute. The programme was launched on 15 August 1995 as a wholly Centrally funded program to give financial assistance to families with little or no regular means of subsistence, living below the poverty line. NSAP presently consists of three components, namely, NOAPS, NFBS, and Annapurna Scheme. These schemes continued to be

administered by the MoRD upto 2001–02 as CSS, until these schemes were transferred to Central assistance for State plans in 2002–03. The details of each component have been explained in Chapter 4, Volume III on Rural Poverty Reduction. Government of India has recently modified the criteria for grant of pension under NOAPS to all persons of 65 years or above and belonging to a household below the poverty line. With this modification, the pension under NOAPS which was restricted to only destitutes will now be universalized and approximately 1.57 crore beneficiaries will be covered against the present coverage of around 87 lakh.

6.30 During the Eleventh Plan it is proposed to extend the NOAPS to all old people above the age of 60 years (from the present 65 years) from among the BPL families with a minimum pension of Rs 400 per month funded by the Centre and the States. The Annapurna Scheme, targeted at senior citizens who remained uncovered under NOAPS, can be discontinued soon after these beneficiaries are covered under the NOAPS. The Scheme will include persons with severe/multiple disabilities from BPL families and widows. The NFBS would continue during the Eleventh Five Year Plan with the support enhanced from Rs 10000 to Rs 25000. This amount will be sufficient for meeting the funeral charges and other incidental expenditure. To ensure smooth implementation and closer monitoring of the Scheme, advisory committees comprising professionals and voluntary organizations along with technical support groups should be set up at Central, State, and district levels. (For details see Chapter 4, Volume III.)

TOTAL SANITATION CAMPAIGN (TSC)

6.31 Provision of sanitation facilities in rural areas has been highly inadequate. Many programmes were initiated in the past to expand coverage but with little success. In 1999, the DoDWS launched ‘Total Sanitation Campaign’ (TSC) which is a demand-responsive, community-oriented, low-subsidy programme in a project mode. The performance of project mode TSC was very satisfactory and, therefore, from 2002–03, the entire Central Rural Sanitation Programme has been converted into TSC. The objective of TSC was attaining 100% sanitation coverage in terms of household,

schools, and anganwadi toilets and also providing hygiene education to the people.

6.32 The target of the Millennium Development Goal is to cover 50% rural sanitation by 2015. Under TSC, the target is to achieve 100% coverage by the end of the Eleventh Plan (2012). This programme also includes funds for Nirmal Gram Puraskar which has helped in accelerating the pace of implementation of TSC since its inception in 2005. The approach of the Nirmal Gram Puraskar also helps in sustainability and maintenance of the sanitation programme. The outlay proposed for the Eleventh Plan is Rs 7816 crore (Rs 6910 crore at 2006–07 price). The allocation for AP 2007–08 is Rs 1060 crore. The physical target for the Eleventh Plan is to cover 69 million households, 25769 sanitary complexes, 133114 aganwadis, all the remaining schools (new schools will be covered under SSA) and Rural Sanitation Mats/Production Centres (figures will be finalized after the receipt of revised proposals from the districts). (For details see Chapter 5, Volume II.)

BACKWARD REGIONS GRANT FUND (BRGF)

6.33 The BRGF has replaced the Rashtriya Sam Vikas Yojana (RSVY) in order to provide a more participative approach through the involvement of PRIs. The spatial coverage was also expanded and it now covers 250 districts (RSVY covered 147 districts). The

scheme aims to help converge and add value to other programmes such as the Bharat Nirman Programme, the NREGP, and other flagship programmes that are explicitly designed to meet rural infrastructural needs but that need supplementation to address critical gaps. It aims at catalysing development in backward areas by: (i) filling infrastructure gaps; (ii) promoting good governance and agrarian reforms; (iii) converging, through supplementary infrastructure and capacity building, the substantial existing development inflows into these districts.

6.34 The scheme has two components, namely, (i) the districts' component covering 250 districts which will be anchored on a well conceived, participatory district plan with schemes selected through peoples' participation for which PRIs from the village upto the district level will be the authorities for planning and implementation; and (ii) special plans for Bihar and the KBK districts of Orissa. The special plan for Bihar had been formulated, in consultation with the State Government of Bihar, to bring about improvement in sectors such as power, road connectivity, irrigation, forestry, and watershed development. The special plan for the KBK districts focuses on tackling the main problems of drought proofing, livelihood support, connectivity, health, education, etc., as per local priorities. (For details see Chapter 7, Volume II.)