Evaluation Study
on
Rashtriya Sam Vikas Yojna
(RSVY)




Programme Evaluation Organisation
Planning Commission
Government of India
New Delhi
January, 2010

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Preface

The Rashtriya Sam Vikas Yoja (RSVY) is an important step for the balanced economic growth in the planning process. Removal of the barriers to growth and improvement in the standard of life of the people are being achieved by addressing the problems of low agricultural productivity, unemployment and critical gaps in physical and social infrastructure in the selected districts under the RSVY. PEO, Planning Commission initiated the evaluation study of RSVY to review the financial and physical progress, role of people and people's organizations in planning, implementation and monitoring of schemes, level of achievement of objectives and the effectiveness of the administrative and implementing systems. The evaluation study of RSVY draws important and useful lessons to help designing future programmes and policies.

The study has found that an average of 97% physical and 95% financial progress have been made by the RSVY schemes in all the sampled States. The fund utilization under the scheme is 40% on Agriculture, 29% on Physical Infrastructure, 24% on Social Infrastructure and 7% on Unemployment. More than 79% of RSVY funds have been utilized by the Line Departments, the percentage utilization are 13% by the Blocks, 5% by NGOs and 3% by other implementing agencies.

There is need to consider the suggestions judiciously. The findings suggest requirement of need based intervention, decentralized planning, employment of professional agencies, coverage of disadvantaged and deprived blocks rather than universal coverage, dedicated staffs' budgetary provision for upkeep and maintenance for the proper implementation of RSVY funds.

This Evaluation study has identified the strengths and weaknesses of the program to improve upon it. This evaluation also verifies that there may be deviations from the original guidelines of the Planning commission which have given rise to gaps when the plans are put into place.

The creation of Backward Regions Grant Fund (BRGF) in 2005-06 subsumed the ongoing RSVY programme which was to end in 2006-07. BRGF is covering 250 backward districts including 147 districts of RSVY and aiming to redress regional imbalances in development, and to provide financial resources for converging & supplementing existing developmental inflows, bridge critical gaps in local infrastructure, facilitate participatory planning and to provide professional support to local bodies for planning and implementation of plans. As the BRGF fund aims at bridging critical gaps in local infrastructure and other development requirements, strengthening of Panchayat and Municipality level governance, providing professional support to local bodies for planning, implementing, monitoring and improving the performance and delivery of critical functions assigned to Panchayats, suggestions from this evaluation study may be taken for better execution and implementation of BRGF.

The study received constant support and encouragement from Hon'ble Deputy Chairman, Planning Commission and Secretary, Planning Commission.

The study was outsourced to M/s AMS Consulting Pvt. Ltd, Lucknow. I extend my thanks to the Director and other associates of the Institute for conducting the field study and preparing the study report. The design of the study was prepared by Dr. R.C. Dey, Director (PEO), Shri K.N. Pathak, Deputy Adviser (SD&TC), Smt (Dr.) Indu Patnaik, Deputy Adviser (MLP), Smt Deepti Srivastava, SRO (PEO) and Shri Avinash Chander, Consultant (MLP). The sincere efforts of Shri L.N. Meena, Economic Officer, Shri Vipin Kumar, Economic Officer and Shri Bhuvan Chander, Economic Investigator of PEO, HQs also helped in coordination and finalization of study under my supervision.

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New Delhi

Dated: 31st December, 2009

Executive Summary

1. Background

Balanced economic growth has been one of the prime objectives of planning. In this regard, successive reduction in regional disparities has been adopted as an appropriate strategy for development. In accordance with the same, Rashtriya Sam Vikas Yojana (RSVY), a special program was launched by the Planning Commission in the year 2004 with the objectives of removing the barriers to growth and improving the quality of life of the people.

RSVY had three components, namely, (a) Backward Districts Initiative component; (b) Special Plan for Bihar; and (c) Special Plan for the undivided Kalahandi-Bolangir-Koraput (KBK) districts of Orissa. The Backward Districts Initiative was initiated with the main objective of putting in place programs and policies which would improve the quality of life of the people in the 147 selected backward districts spread over 27 States of the country. The initiative specially aimed at addressing the problems of low agricultural productivity, unemployment and critical gaps in physical and social infrastructure in the selected districts. AMS Consulting was commissioned to conduct the evaluation study of the Backward Districts Initiative component of the RSVY.

2. Objectives

The core objective of the study was to draw lessons with regard to the processes and outputs of the Backward Districts Initiative of the Rashtriya Sam Vikas Yojna (RSVY), so that the same can be applied in the future programs. As per the ToR, the specific objectives were —

1. To evaluate the financial & physical progress of the schemes under the program
2. To study the role of people & people's organizations in planning, implementation and monitoring of the schemes under the program
3. To assess the status of achievement of the objectives of the program, that is, to assess the extent of benefits accrued to the target groups/areas
4. To analyze the effectiveness of the administrative & implementing systems for drawing lessons to design future schemes

3. Study Methodology

Selection of Sample Districts : As indicated in the ToR, a sample of 15 districts (about 10% of the total 147 backward districts covered under the program) across 11 states was selected by the Planning Commission for the study purpose.

Selection of Sample Blocks : As per the Terms of Reference, in each sample district, 10% of the total number of blocks, subject to a minimum of 2 blocks were selected for the purpose of RSVY evaluation. The AMS team started by holding discussions with the State officials, followed by in-depth interactions with the district officials. As a next step, the latest MPR for the district was analyzed for block-wise and sector-wise distribution of RSVY funds.

Based on the highest amount of expenditure, 2 Blocks/Panchayat Samitis were selected. Due care was taken to ensure that the sample blocks were not contiguous. Further, in order to assess the benefits and impact of RSVY in addressing the regional economic disparity, efforts were made to cover all the intervention/activities from all the major sectors in the two sample blocks.

Data Collection : The information gathering process involved three stages — primary data collection, secondary data collection and physical verification.

***Primary Data* :** Collection of primary data involved interactions (IDIs) with the officials of line departments/sectoral heads and interactions with beneficiaries (structured questionnaires/FGDs). Besides, discussion were also held with the State as well as district officials to get their views/opinions and an in-depth insight into such important aspects as, overall planning, implementation, monitoring, impact and sustenance of RSVY interventions in their respective areas.

***Secondary Data* :** Secondary data included the District Perspective Plans (DPPs) and the Monthly Progress Reports (MPRs) of the sample districts as well as the sample blocks, besides other important and relevant records.

***Physical Verification* :** Field visits were made to the sample blocks to conduct on the spot physical verification of the sample interventions so as to assess their physical status/quality.

The information/data thus collected was analyzed and summarized. Subsequently, efforts were also made to quantify the tangible benefits to present an overall impact of the various RSVY interventions.

4. Major Findings

(i) Planning

Deviations in planned Vs. Actual Expenditure : There is a famous saying — 'Well begun is half done'. In the context of RSVY, a need-based, technically sound and well-prepared district perspective plan is like half the job done. However, it was not to be so in case of all the 15 districts. The analysis of the budgetary provision in the perspective plan and the actual expenditure on various sectors has revealed that in five districts, namely, Warrangal (Andhra Pradesh), Pallakad (Kerala), Mayurbhanj (Orrissa), Mon (Nagaland) and Dangs (Gujarat), the implementing agencies strictly adhered to the plan and consequently, there were very trivial or no deviations in the amount proposed in the DPPs for various interventions and the amount actually spent on them.

Further, in the case of 8 districts, there were only some deviations in the funds actually spent as against the proposed in DPP, while major deviations were observed in the case of Sitapur (Uttar Pradesh) and Bastar (Chattisgarh) districts. For instance, in the case of Sitapur, 34 percent of the total funds was proposed for improving agriculture, but only 15 percent was actually spent. Similar situations were observed in Bastar district as well. Overall, barring Mon, Warangal, Pallakad, Mayurbhanj and Dangs, none of the districts adhered to their DPPs.

Community Involvement : In order to ensure that the district plans were representative of the needs and aspirations of the districts, RSVY envisaged a bottom-up planning approach involving the community and the key stakeholders, such as, PRIs, CBOs, the line departments, etc. However, in 10 out of the 15 districts, community was found to have played little or no role in the planning process. Generally, it was the line departments that proposed the various activities & interventions and these proposals were vetted at the district level before consolidation into the district plan.

Benchmark Survey, SWOT Analysis & Hiring of Professional Agency : In order to ensure that the district plans are based on the actual needs and aspirations of its population, it is of paramount importance that proper SWOT analysis and benchmark survey is completed before plan preparation. This was clearly stated in the Planning Commission's guidelines. However, it was observed that out of the 15, just 5 districts (Mon, Saraikela, Banswara, Dangs and Dindori) had completed the benchmark survey. The situation was somewhat better with regard to SWOT analysis with 11 districts having conducted SWOT analysis prior to preparing their

annual plans. Further, the Planning Commission's guidelines had recommended that a professional institution should be hired for preparation of plan and an amount of Rs. 4.00 lakh to Rs. 5.00 lakh could be allocated for this purpose. However, only 5 districts (Banswara, Dangs, Dindori, Mon and Palakkad) were found to have hired a specialist agency/consultant for assisting in DPP preparation.

(ii) Implementation

Implementing Agency-wise Utilization of RSVY Funds : Overall, close to four-fourth (79%) of the RSVY funds were utilized by the line departments for implementing various proposed activities. In fact, in 8 out of the 15 districts, more than 80 percent of the total RSVY funds was used by the line departments. As for the blocks, their share has been found to be nearly 13% (0% in Chandauli & Mon to as high as 61% in Banswara). In case of NGOs, their overall share was only 5% (0% in Mon, Mayurbhanj, Chandauli & Sitapur to as high as 21% in Dangs). The funds utilization by other agencies has been found to be just 3%. In Banswara, Lohardaga and Dangs where NGOs were significantly involved in the implementation of RSVY activities, it was found that both established as well as the relatively inexperienced NGOs were involved. The proportion of funds utilized by NGOs in these districts was 11, 21 and 13 percent, respectively. The works taken up by the NGOs were mostly related to improving agriculture and addressing unemployment.

Sector-wise Utilization of RSVY Funds : Analysis of sector-wise utilization of the RSVY funds shows that in majority of the districts, the priority has been to implement activities aimed at improving agriculture and creation of sustainable physical infrastructure. In fact, in all the 15 districts, around 50-60% of RSVY funds were utilized for these purposes. Further, creation of social infrastructure has been accorded third priority by nearly all the districts. Last in the priority list of all the districts, except Dangs, were the activities aimed at addressing unemployment.

Financial Performance : Barring Chandauli, fund utilization has been around 90% or more in all the other districts. In fact, in Lohardaga, Mon, Banswara, Bastar, Saraikela and Chatra districts, the utilization has been cent percent. Further, in Dindori (98%) and Ganjam (96%) districts, the utilization was nearly cent percent. It may be highlighted that low levels of achievement in Chandauli (79%) was largely due to Naxal menace, which hampered the implementation of the activities. Further, construction of one Bridge with an approved budget of Rs. 230.41 Lakhs was incomplete. Reportedly, due to non-receipt of clearance from the Forest Department,

its site was changed from the previous to the present one in 2005-06, causing considerable delay in starting the Project.

Physical Performance : It is heartening to note that all the 15 districts taken together, the overall physical performance of the three keys sectors (Agriculture, Addressing Unemployment, Physical & Social Infrastructure) has been found to be quite satisfactory. As a matter of fact, the achievements with regard to Agriculture and Addressing Unemployment have been nearly cent percent. Among the 15 districts, Saraikela, Chatra and Chamba have been found to be the worst performing districts.

Selection of Agencies (Other than Line Departments) : It may be highlighted that in terms of the quality of works, 7 out of the 16 NGOs (N M Sadguru, Dhruv, BAIF, Rovadan, PRADAN, J K HINDALCO Jan Sewa Trust and Ram Krishna Mission) were found to have performed quite well. However, a majority of the NGOs were found to have left no significant impression. Similarly, there were cases where a significant proportion of RSVY fund was allocated to non-regular Government bodies. For example, in case of Sitapur district of Uttar Pradesh, the regular Line Departments, such as, HYDEL, Jal Nigam and PWD were allocated only a small proportion of the RSVY budget, whereas over one-third of the total budget was given to non-regular government agencies, namely, UP Project Corporation and UP Samaj Kalyan Nirman Nigam. The quality of work taken up by these non-regular government agencies was quite poor.

Equitable Distribution of RSVY Funds : The essence of Rashtriya Sam Vikas Yojana lies in addressing inequality in development by way of providing additional funds to the backward areas in an equitable manner. However, in-depth analysis of district perspective plans & the consolidated progress reports of various districts have revealed that RSVY funds received by the backward districts were not distributed to the blocks in an equitable manner. Instead of taking up the much-needed interventions in more backward and vulnerable blocks, priority was given to the better off blocks.

For example, in Sitapur district, block-wise analysis of RSVY funds shows that the road connectivity of Sidhauli block (58%) is nearly twice that of the Machhrehta block (34%), while the proportion of funds spent on improving rural connectivity was found to be paradoxically much higher (twice) in case of the former block (8.5%) than the latter (4.3%).

Change of Guard : In order to ensure proper implementation of any program/scheme, it is imperative that consistency in direction and guidance is maintained at all times, especially in the context of key program officials. However, it was found that the key district officials (District Magistrate/Chief Development Officer/ Chief Executive Officer) had changed at least once during the implementation of RSVY in each of the 15 districts (Table alongside). Consequently, the change of guard distorted the momentum of the implementation and line of action, thereby adversely affecting the timely execution of the activities.

(iii) Monitoring of Activities & Maintenance of Assets

Monitoring : Generally, monitoring at the state as well as district level was done by way of organizing review meetings, wherein physical, financial as well as other problems related to the implementation of RSVY activities were discussed. Further, field visits were carried out by the State/district officials for assessing the progress of various RSVY activities as also for the physical verification of the works. However, it was found that there exists no clearly defined monitoring norms in terms of category of works & designated officials and the frequency; generally, the practice was found to be that of 'convenience' monitoring.

Community ownership, management and monitoring are the key to ensure the sustainability of any developmental activity. However, the analysis of the findings reveals that in majority of the districts (11 out of 15), community was not involved in the monitoring of RSVY activities. The 4 districts where the community was involved in the process of monitoring were Chatra, Lohardaga and Saraikela of Jharkhand and Mon district of Nagaland. In Jharkhand, village level Nigrani Samities were involved in the monitoring of all construction activities in their villages. In the case of Nagaland, Village Development Councils were actively involved in the both the planning and monitoring of RSVY activities

It may be pointed out that although all States have their own monitoring mechanism, but considering the limited human resource and simultaneous execution of other developmental schemes, it would be too optimistic to expect an effective and comprehensive monitoring of all the activities under the scheme.

Maintenance : In almost all of the 11 States, the responsibility of maintaining the durable assets created under RSVY was with the concerned line departments. However, in case of Nagaland, the village and town level committees, which were set up for the implementation of RSVY interventions, were also responsible for the

maintenance of the assets created. In case of community-based assets, like, lift irrigation systems, community wells, kitchen sheds, community centres, etc., the responsibility of maintaining the assets was handed over to the community or to the concerned users groups. In such cases also, the line departments were mandated to monitor the status of community-based assets and bring to the notice of user groups/stakeholders the shortcomings, if any. Only in Rajasthan and Chattisgarh, it was specifically reported that the assets were handed over to the respective PRIs.

According to the Planning Commission guidelines, it should be ensured that the schemes are sustainable and wherever possible future maintenance of assets should be planned with care and built into the program so that the assets created are useful and maintained even after the scheme is over. However, it was found that in none of the states, maintenance component was built into the program. As a result, in the absence of funds, the assets created were being sub-optimally utilized and in some cases, these were rendered useless.

The above analysis highlights the fact that just creating assets with no provision for repair & maintenance would not solve the purpose. If the desired results are to be achieved, proper up-keep and maintenance of assets needs to be ensured. An appropriate system with sufficient provision of funds should be in place for periodic maintenance of the assets created.

(iv) Utility of RSVY Interventions

For objective evaluation of any developmental scheme, it is of paramount importance to make a holistic assessment of the utility of the various interventions taken up under the Scheme. Accordingly, during our field visits, we looked into the utility aspect of the various interventions in the sample blocks. For the purpose, a utility matrix was developed. The observed interventions were ranked on a 5-point scale involving three key parameters—perceived quality, usage and satisfaction level. The actual score/rank was computed by taking into account the expenditure incurred on each intervention. The scores of the various interventions thus computed were then consolidated into the scores of the four key sectors (Improving Agriculture Productivity, Addressing Unemployment, Social Infrastructure and Physical Infrastructure). Subsequently, the sector-wise scores were consolidated to arrive at the overall ranking of the districts.

For the purpose of performance rating of the districts, a 5-point scale representing ‘Very Good’, ‘Good’, ‘So-So’, ‘Poor’ and ‘Very Poor’ categories along with the

corresponding range of overall utility scores was used. As can be seen from the score-wise distribution, most of the districts (13 out of 15) fall under the 'Good' category' with overall utility scores between 60 and 80. As regard the remaining two districts (Chandauli and Sitapur of Uttar Pradesh), they fall under the 'So-So' category. Their overall utility scores are found to be 57 and 48, respectively. The aforementioned findings make it ample clear that by and large, RSVY has been able to achieve its objectives and most of the works taken up under the scheme were perceived by the community to be useful.

It may be highlighted that Chandauli district is Naxal affected, while in the case of Sitapur district, a significant proportion of works had been implemented by relatively inexperienced 'other agencies'. These factors could have adversely impacted the overall implementation of the various interventions.

(v) Impact of Rashtriya Sam Vikas Yojna

Return on Investment : For assessing the impact of RSVY interventions with tangible benefits (irrigation & connectivity), we have first calculated the proportion of the total RSVY budget invested in the implementing such interventions. Further, we have calculated the annual benefits (monetary) that have resulted from these interventions. Thereafter, comparing the investment and the returns we have calculated the annual Return on Investment (RoI). This has been used to rank the districts. High RoI represents the overall high utility and impact of the interventions.

It has been found that all the 15 districts taken together, nearly 53 percent of the RSVY funds were used for implementing the interventions with tangible benefits. The overall Return on Investment (RoI) works out to 17 percent, clearly indicating that on the whole, RSVY interventions have made a positive impact in addressing backwardness of the districts. In 11 out of the 15 districts, the RoI has been found to be above 10 percent, indicating the positive contribution of RSVY in the development of the district.

Banswara, Saraikela and Dangs are found to be the top 3 districts with maximum annual RoI. On the other hand, Mon, Mayurbhanj and Sitapur emerged as the bottom 3 districts. In 2 out of the 3 top-ranking districts, nearly three-fourth of the sanctioned budget was spent on implementing interventions with tangible benefits. In case of Dangs, a little over one-third of the sanctioned budget was utilized for the purpose. It may be highlighted here that in all of the top 3 districts, specialist line departments/ agencies and established NGOs were involved in the implementation of the said interventions.

Of the bottom 3 districts, particularly in case of Mon, cent percent of the funds spent for implementing interventions with tangible benefits were for improving the connectivity. In tribal and hilly areas like Mon, even the benefits of interventions like improving connectivity are largely intangible; and the same is reflected in the low RoI of this district. As for the other 2 districts, that is, Sitapur and Mayurbhanj, despite nearly half of their sanctioned budgets utilized for interventions with tangible benefits, the RoIs have not been very encouraging. This can be attributed to the involvement of relatively inexperienced agencies in implementation, poor utility of works and poor monitoring of interventions.

Overall Impact : Based on the findings of the physical verification of the various interventions, in-depth discussions with the State/district/block-level functionaries, officials of the line departments and the beneficiaries, it can be said that the scheme has unarguably had an overall positive impact in terms of realizing its objectives and has made a significant contribution in the overall development of the districts/states.

The various RSVY interventions in agriculture and allied sectors have led to significant increase in agricultural productivity. In view of the majority of the population living in the rural areas, RSVY has had a direct bearing in improving their quality of life.

Interventions for enhancing the rural connectivity have been found to be the next most important step in directly addressing the issue of backwardness. Needless to say, the interventions related to other sectors (animal husbandry, horticulture, forestry & soil conservation, electricity, drinking water, etc.) have also made significant contributions.

5. Lessons Learnt

It needs no emphasis that the strategies aimed at addressing regional imbalance should be formulated with due stress on their incentive effects. When special dispensations are offered to backward areas, care must be taken to ensure that they achieve the desired outcomes besides promoting self-reliance. In order to achieve the objectives and goals of any development scheme, it is essential that its strengths are sustained and consolidated, and that the shortcomings are minimized through applying the lessons learned. The following discussion should be viewed in this context.

Planning

The analysis of the budgetary provision in the perspective plan and the actual expenditure on various sectors has revealed that there were deviations between the planned and actual expenditure in 10 out of the 15 districts. That is, only 5 districts could adhere to their District Perspective Plans. Further, there was little or no community involvement during the planning process in 10 out of the 15 districts. As a result, wide variations were observed between the planned and executed interventions. This was in contrast with the Planning Commission guidelines circulated to the districts, which clearly stated that a decentralized planning approach was to be followed by the districts wherein all key stakeholders, including the community should be adequately represented in the planning process.

Thus, the focus should be on need-based interventions/activities, instead of filling the line department-wise/sector-wise gaps. To ensure this, it is imperative to ensure active community involvement at all stages (planning, implementation and monitoring & maintenance).

It may be highlighted that while promotion of participation in planning (bottom-up approach) leads to the ownership of plans at the level of community as well as the elected representatives, generally they are not enthusiastic or self-motivated to participate in the decentralized planning process, largely due to lack of proper understanding of the nature and scope of the large-scale schemes. Accordingly, it is imperative to build the capacities of the PRI members/community so that they can be actively involved in all aspects of program planning, implementation and monitoring.

SWOT Analysis & Benchmark Survey

In order to ensure that the district plans are based on the actual needs and aspirations of its population, it is of paramount importance that proper SWOT analysis and benchmark survey is completed before plan preparation. However, it was found that SWOT analysis was conducted only 11 out of the 15 districts prior to preparing their annual plans. Lack of capacity at the district level may be a reason for not conducting the SWOT analysis. Similarly, it was also found that in only 5 out of the 15 districts, a benchmark survey was actually conducted prior to plan preparation.

For all future schemes, the districts should conduct SWOT analysis and benchmark surveys.

Engagement of Professional Agency

The Planning Commission's guidelines also recommended that a professional institution should be hired for preparation of plan and an amount of Rs. 4.00 lakh to Rs. 5.00 lakh could be allocated for this purpose. However, the study has revealed that in only 5 out of the 15 districts, a specialist agency/consultant was hired for preparation of district perspective plan. It may be highlighted that the districts showing maximum deviations (Sitapur and Bastar) between the planned and actual expenditure were those that had not used the services of a professional agency for plan preparation.

Thus, in view of the limited capacity of the districts and the Planning Commission's guidelines, the need for services of a professional agency can hardly be overemphasized.

Implementation

Equitable Distribution of RSVY Funds

The study has revealed that RSVY funds received by the backward districts were not distributed to the blocks in an equitable manner. Instead of taking up the much-needed interventions in more backward and vulnerable blocks, priority was given to the better off blocks.

For all future schemes, in each backward district, the focus should be only on the basis of the actual needs of the most disadvantaged and deprived blocks, instead of trying to go in for universal coverage of all the blocks. Only then, the scheme can have any noticeable impact on the quality of life of people living in the backward areas.

Change of Guard

It was found that the key district officials (District Magistrate/Chief Development Officer/ Chief Executive Officer) had changed at least once during the implementation of RSVY in each of the 15 districts. Consequently, the change of guard distorted the momentum of the implementation and line of action, thereby adversely affecting the timely execution of the activities.

Instead of frequent change of guard at the higher level, it would be highly desirable that the key program implementation officials are retained for the full period of the Scheme. Only then the direction and pace of program implementation can be maintained.

Monitoring

Community ownership, management and monitoring are the key to ensure the sustainability of any developmental activity. However, the analysis of the findings reveals that in 11 out of 15 districts, community involvement in the monitoring process was found to be missing.

As already mentioned, it is imperative to ensure active community involvement at all stages (planning, implementation and monitoring & maintenance). Only then, the sustainability of assets can be ensured in the long run.

Maintenance of Assets

In contrast to the Planning Commission guidelines, in none of the districts future maintenance of assets was built into the program so that the assets created could be maintained even after the scheme is over. In absence of proper maintenance, the assets created were being sub-optimally utilized and in some of the cases were rendered useless.

In order to ensure sustainability of the assets created under the scheme, it is imperative to put in place a system of upkeep & maintenance with adequate budgetary provisions.

Selection of Agencies (Other than Line Departments)

It may be highlighted that in terms of the quality of works, 7 out of the 16 NGOs were found to have performed quite well. However, a majority of the NGOs were found to have left no significant impression. Similarly, there were cases where a significant proportion of RSVY fund was allocated to non-regular Government bodies. The quality of work taken up by these non-regular government agencies was quite poor.

As far as possible, works contract should be awarded to contractors/NGOs only on quality-cum-cost (QCC) basis, instead of lowest quotations. Further, under the Terms & Conditions, there needs to be a provision of penalty for time overruns. Further, works of technical nature, like, construction of roads, culverts, bridges, buildings, etc. should be assigned to specialist agencies/line departments and not to the relatively inexperienced ones.

Effective Utilization of Limited RSVY Funds

The identification of backward districts within states was made on the basis of an index of backwardness comprising three parameters with equal weights assigned to them — (i) value of output per agriculture worker; (ii) agriculture wage rate; and (iii) share of SC/ST population of the districts. The study has revealed that the two top ranking districts (Palakkad & Banswara) are the ones where over three-fourth of the RSVY fund was utilized for improving agriculture and rural connectivity.

This implies that the overarching goal of any RSVY-like Scheme aimed at addressing backwardness (with small budgetary provision) must be to take up only those works that contribute directly in improving agriculture scenario in an equitable manner. The only other additionality that needs to be considered is improving rural connectivity so as to facilitate movement of agriculture produce from the villages to the market.

In this context, it may be highlighted that the annual RSVY budget of Rs. 15.00 crore is only a small proportion (<10%) of the total budget of the districts. Channelling this fund into a large number of sectors would prove to be unproductive and fail to bring about the desired results in tackling the regional imbalance and to create visible impact.

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1. Introduction

1.1 Background

More than half a century of planned development has not removed inter-state and intra-state disparities in development. The progress of existing socio-economic models of development in alleviating the poverty and backwardness of people has been slow. In the development scenario, there are certain pockets of high poverty and low growth since all the areas of the country have not grown equally which is mainly due to the existing barriers to growth and lack of infrastructure. It is a crisis of scale and urgency. During the recent years, the thrust of the reform processes has been to increase the efficiency of the different sectors, both economically and socially.

Balanced economic growth has been one of the prime objectives of planning. In this regard, successive reduction in regional disparities has been adopted as an appropriate strategy for development. In accordance with the same, Rashtriya Sam Vikas Yojana (RSVY), a special program was launched by the Planning Commission in the year 2004 with the objectives of removing the barriers to growth and improving the quality of life of the people. The aim was to use the funds available under the RSVY to serve as a catalyst so that visible improvements could be seen in the field in the shortest possible time.

RSVY had three components, namely, (a) Backward Districts Initiative component; (b) Special Plan for Bihar; and (c) Special Plan for the undivided Kalahandi-Bolangir-Koraput (KBK) districts of Orissa. The Backward Districts Initiative under the Rashtriya Sam Vikas Yojana was initiated with the main objective of putting in place programs and policies which would improve the quality of life of the people in the 147 selected backward districts spread over 27 States of the country. The Backward Districts Initiative component aimed at specially addressing the problems of low agricultural productivity, unemployment and critical gaps in physical and social infrastructure in the selected districts.

People's participation is in this program envisaged involvement of Panchayati Raj Institutions (PRIs), Non-Government Organizations (NGOs), Village Development Committees (VDCs), etc. in planning of Three-Year Master Plans with nested Annual Action Plans and their implementation. The plan was to be

formulated on the basis of strengths, weaknesses, opportunities and threats (SWOT) analysis of the area.

Under RSVY, special focus was given to the key sectors, namely, land and water management, health and education infrastructure, vocational training for economically relevant skills, agriculture and allied activities, road links and rural electrification. Further, in States, which are in the grip of naxalism, people are forced to migrate and are often exploited due to adverse socio-economic conditions. Under RSVY, such activities were given emphasis, which could generate employment opportunities in the State itself, thereby, reducing the rate of migration from these States.

In order to elicit the success of various implementation strategies and use the learnings in the implementation of other schemes, it becomes imperative to conduct an evaluation study to gauge the impact of the program. Accordingly, the Planning Commission has decided to commission a study for evaluating the Backward Districts Initiative component of the Rashtriya Sam Vikas Yojna.

1.2 Objectives

The core objective of the study was to draw lessons with regard to the processes and outputs of the Backward Districts Initiative of the Rashtriya Sam Vikas Yojna (RSVY), so that the same can be applied in the future programs. As per the ToR, the specific objectives included —

1. To evaluate the financial & physical progress of the schemes under the program
2. To study the role of people & people's organizations in planning, implementation and monitoring of the schemes under the program
3. To assess the status of achievement of the objectives of the program, that is, to assess the extent of benefits accrued to the target groups/areas
4. To analyze the effectiveness of the administrative & implementing systems for drawing lessons to design future schemes

2. Research Methodology

2.1 Research Design

The focus of the RSVY program was on the development of the backward districts to reduce the regional imbalances by speeding up the process of development in them. Accordingly, it envisaged identification of the critical gaps in these districts based on a thorough analysis of their Strengths (available resources), Weaknesses (major bottlenecks), Opportunities (development potential) and Threats (indicating the top priority areas). On the basis of the above, the districts were asked to prepare a District Plan for filling up the identified critical gaps. In order to be truly responsive to the people's needs and aspirations, their participation through the active involvement of PRIs, NGOs, CBOs, etc. was ensured at every stage, including plan formulation, its implementation and monitoring. Further, in view of a large number of developmental schemes and programs (such as PMGSY, SGRY, etc.) already in place, the RSVY fund was treated as an additionality and was utilized only after exhausting in full the assistance available under them. Keeping the above in mind, the broad framework of the evaluation study was designed as under—

Broad Framework of the Evaluation Study

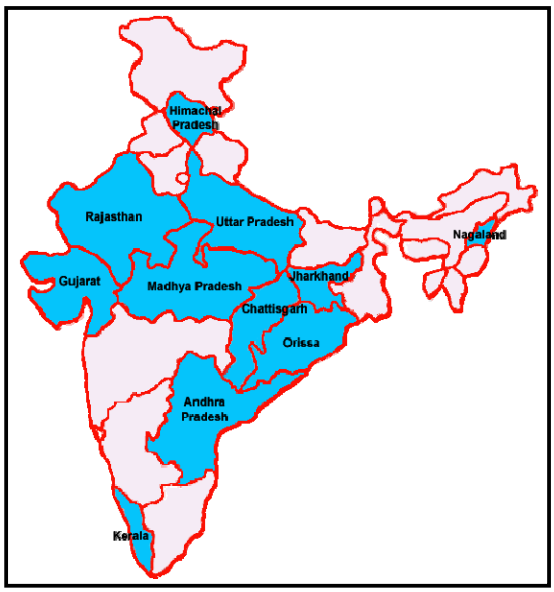
Planning	Implementatio	Outcome*
• Relevance to the needs of the people/area • Involvement of people's organizations in planning • Candidature for RSVY (an additionality after exhausting funds available under other schemes)	• Efficiency of implementation (time & cost overruns) • Quality/ Utility of works done/ services provided • Involvement of people's organizations in program implementation and monitoring	• Program achievements/ benefits accrued • Expected long term impact of the program • Sustainability of the various assets created/works done and the new initiatives launched under the program

**Since the RSVY program has completed only in the year (2006-07), it will be probably too early to witness any significant impact of the program, per se, on the developmental status of the districts. As such, it is proposed to focus on the program outcomes, though an effort would indeed be made to project the long term impact of the program.*

2.2 Sample Selection

A multi-stage sampling plan was followed for the evaluation study. In the first stage, the sample districts were selected, followed by the selection of sample blocks and then, the beneficiaries in the selected sample blocks.

A. Selection of Sample Districts



As indicated in the ToR, spread across 11 states (highlighted in the map) of the country, a sample of 15 districts (about 10% of the total 147 districts covered under the program) was selected by the Planning Commission to conduct the evaluation study. Giving due representation to all the 6 major regions of the country and taking into account the fact that the program should have been completed or be in advanced stage of completion, the following districts were selected for the purpose of program evaluation—

1. Chamba (Himachal Pradesh)
2. Sitapur (Uttar Pradesh)
3. Chandauli (Uttar Pradesh)
4. Dindori (Madhya Pradesh)
5. Bastar (Chhattisgarh)
6. Ganjam (Orisa)
7. Mayurbhanj (Orisa)
8. Lohardagga (Jharkhand)
9. Chatra (Jharkhand)
10. Saraikela (Jharkhand)
11. Mon (Nagaland)
12. Warangal (Andhra Pradesh)
13. Palakkad (Kerala)
14. Dangs (Gujrat)
15. Banswara (Rajasthan)

B. Selection of Sample Blocks

Before discussing the selection of sample blocks, it would be apt to present the findings of the preliminary analysis of the District Action Plans (DAPs) of the 15 sample districts. As also outlined in the program guidelines, the various kinds of schemes proposed in different districts can be broadly grouped under the following 5 broad heads —

Broad Heads	Sectors
1. Land and Water Management	• Improving the agricultural system • Improving the irrigation system
2. Livelihood Promotion	• Training for vocational skills • Creating avenues for self-employment
3. Social Infrastructure	• Filling critical gaps in health services • Strengthening the educational program • Creating other social infrastructure
4. Physical Infrastructure	• Strengthening the road network • Rural electrification schemes
5. Management & Administration	• Planning, monitoring and supervision

As regards the sampling of blocks, the following method was adopted to ensure that—

(i) In each district, all the major sectors being strengthened through the RSVY funds got covered under the study, with due weightage to the quantum of RSVY funds being deployed therein.

(ii) At least 10% of the total blocks (subject to a minimum of two) got covered under the evaluation study. The only exceptions being the two districts — Dangs and Mon in Gujarat and Nagaland states, respectively. In both the cases, district and block are the same entity.

C. Selection of Sample Beneficiaries:

In the selected sample blocks, it was proposed to cover a random sample of 10% beneficiaries of all the schemes/activities taken up under the RSVY. In addition to the coverage of beneficiaries (individuals, households and communities, whatever be the case), we also conducted a physical verification of 10% of the works executed/assets created under the program so that 10% beneficiaries (subject to a minimum of 100) were covered.

2.3 Study Coverage

The overall coverage of the RSVY evaluation study spans across 11 states, 15 districts and a total of 28 blocks, as detailed in the following table.

State	District	Blocks
Andhra Pradesh	Warangal	Tadwai
		Hanamkonda
Chattisgarh	Bastar	Jagdalpur
		Bastar
Gujarat	Dangs*	Dangs
Himachal Pradesh	Chamba	Chamba
		Mehla
Jharkhand	Chatra	Chatra
		Tandwa
	Lohardaga	Kuru
		Kisko
	Seraikela-Kharsawan	Chandil
		Rajnagar
Kerala	Pallakkad	Alatur
		Chitoor
Madhya Pradesh	Dindori	Dindori
		Shahpura
Nagaland	Mon*	Mon
Orissa	Ganjam	Bhanja Nagar
		Dharakot
	Mayurbhanj	Rairangpur
		Baraipada
Rajasthan	Banswara	Kushalgarh
		Garhi
Uttar Pradesh	Chandauli	Navgarh
		Chakiya
	Sitapur	Sidhauli
		Khairabad
11 States	**15 Districts**	**28 Blocks**

*District & Block is same

2.4 Details of Beneficiaries Covered

District and block-wise details of the total beneficiaries covered is presented in the following table —

State	District	Blocks	No. of Beneficiaries Covered
Andhra Pradesh	Warangal	Tadwai	100
		Hanamkonda	100
Chattisgarh	Bastar	Jagdalpur	110
		Bastar	129
Gujarat	Dangs*	Dangs	301
Himachal Pradesh	Chamba	Chamba	135
		Mehla	129
Jharkhand	Chatra	Chatra	100
		Tandwa	100
	Lohardaga	Kuru	105
		Kisko	110
	Seraikela-Kharsawan	Chandil	100
		Rajnagar	100
Kerala	Pallakkad	Alatur	111
		Chitoor	106
Madhya Pradesh	Dindori	Dindori	132
		Shahpura	212
Nagaland	Mon*	Mon	200
Orissa	Ganjam	Bhanja Nagar	100
		Dharakot	100
	Mayurbhanj	Rairangpur	100
		Baraipada	100
Rajasthan	Banswara	Kushalgarh	109
		Garhi	112
Uttar Pradesh	Chandauli	Navgarh	100
		Chakiya	100
	Sitapur	Sidhauli	119
		Khairabad	139
11 States	**15 Districts**	**28 Blocks**	**3459**

2.5 Details of FGDs Conducted

In order to get an in-depth assessment of the actual utility and quality of the interventions covered during the study, especially from the perspective of the beneficiaries, focus group discussions were conducted for each of the interventions/works. The details are presented in the following table. As can be seen, the number of FGDs conducted ranged from a low of 16 in Ganjam district of Orissa to a high of 56 in Dindori district of Madhya Pradesh. Overall, a total of 494 FGDs were conducted.

State	Districts	No. of Interventions Visited & FGDs Conducted
Andhra Pradesh	Warangal	23
Chattisgarh	Bastar	39
Gujarat	Dangs	49
Himachal Pradesh	Chamba	43
Jharkhand	Chatra	28
	Lohardaga	35
	Seraikela	26
Kerala	Pallakkad	31
Madhya Pradesh	Dindori	56
Nagaland	Mon	18
Orissa	Ganjam	16
	Mayurbhanj	28
Rajasthan	Banswara	36
Uttar Pradesh	Chandauli	24
	Sitapur	42
Total		**494**

2.6 Research Instruments

Keeping in mind the study objectives and research design encompassing the key parameters of the study, the following instruments were proposed to be used—

A. At District Level:

Key Parameter	Target Respondents	Study Tools/Instruments
1. Involvement of people's organization in preparing the District Action Plans	➢ District Authorities	• In-depth Interview Schedule
	➢ People's Representatives (President of the Zila Parishad and Local MLAs/MPs)	• In-depth Interview Schedule
	➢ Leading NGOs/CBOs of the District	• In-depth Interview Schedule
2. Candidature of the activities selected in respect of RSVY	➢ District Authorities	• In-depth Interview Schedule
	◆ For the identified activities, availability of resources from other schemes	• Secondary Data Schedule
3. Efficiency of program implementation	➢ District Authorities	• In-depth Interview Schedule
	◆ Reports on physical and financial progress	• Secondary Data Schedule

4. Sustainability of new schemes/maintenance of the assets created	➢ District Authorities	• In-depth Interview Schedule
	➢ People's Representatives (President of the Zila Parishad and Local MLAs/MPs)	• In-depth Interview Schedule
5. Expected long term impact of the program	➢ District Authorities	• In-depth Interview Schedule
	➢ People's Representatives (President of the Zila Parishad and Local MLAs/MPs)	• In-depth Interview Schedule
	➢ Leading NGOs/CBOs of the District	• In-depth Interview Schedule

B. At Community Level:

Key Parameter	Target Respondents	Study Tools/Instruments
1. Relevance of the RSVY schemes/ activities to the needs of the people/ area	➢ Beneficiaries (individuals/households)	• Structured Questionnaire
	➢ Communities	• Focus Group Discussion
	➢ Local PRI members, NGOs and CBOs	• In-depth Interview Schedule
2. Quality of works done/ services provided	◆ On-site visits	• Direct Observation Schedule
	➢ Beneficiaries (individuals/ households)	• Structured Questionnaire
3. Involvement of people's organization in implementation and monitoring	➢ Local PRI members, NGOs and CBOs	• In-depth Interview Schedule
4. Program achievements and benefits accrued	➢ Beneficiaries (individuals/households)	• Structured Questionnaire
	➢ Communities	• Focus Group Discussion
	➢ Local PRI members, NGOs and CBOs	• In-depth Interview Schedule
5. Maintenance of works done/assets created	➢ Communities	• Focus Group Discussion
	➢ Local PRI members, NGOs and CBOs	• In-depth Interview Schedule
6. Expected long term impact of the program	➢ Communities	• Focus Group Discussion
	➢ Local PRI members, NGOs and CBOs	• In-depth Interview Schedule

To summarize, we had developed the following schedules—

Schedule/To Be Canvassed From	Key Areas of Investigation
1. IDI Schedule for District Authorities	• Process followed for preparing the District Action Plan • Rationale for the activities/schemes selected under RSVY • Utilization of RSVY funds as an additionality after exhausting funds available under other schemes • Cases of time and cost over-runs (if any) and reasons thereof • Sustainability of the new schemes after the RSVY • Provisions for the maintenance of the assets created under RSVY • Perceived long term impact of the major activities done under RSVY
2. IDI Schedule for District Level People's Representatives	• Process followed for preparing the District Action Plan • Rationale for the activities/schemes selected under RSVY • Sustainability of the new schemes after the RSVY • Provisions for the maintenance of the assets created under RSVY • Perceived long term impact of the major activities done under RSVY
3. IDI Schedule for Leading NGOs/CBOs of the District	• Process followed for preparing the District Action Plan • Rationale for the activities/schemes selected under RSVY • Sustainability of the groups formed under the RSVY (if any) • Community ownership and maintenance of the assets created under the RSVY • Perceived long term impact of the major activities done under RSVY

Schedule/To Be Canvassed From	Key Areas of Investigation
4. Schedule for Collection of Secondary Data	• Activity-wise data on the availability of funds from other schemes • Data on the physical and financial progress of the RSVY activities • Data on key developmental indicators, at the start and completion of RSVY
5. Structured Questionnaire for Beneficiaries (Individuals/Households)	• Relevance/importance of the RSVY schemes/activities to them • Quality of services provided under the RSVY funded schemes/activities • Benefits accrued through the RSVY activities (before and after comparison)
6. FGD Topic Guide for Communities	• Relevance/importance of the RSVY schemes/activities to them • Benefits accrued through the RSVY activities (before and after comparison) • Community ownership and maintenance of the assets created under the RSVY • Perceived long term impact of the activities done under RSVY
7. IDI Schedule for Local PRI Members, NGOs and CBOs	• Relevance/importance of the RSVY schemes/activities to their area • Their involvement in the planning, implementation and monitoring of RSVY • Benefits accrued through the RSVY activities (before and after comparison) • Community ownership and maintenance of the assets created under the RSVY • Perceived long term impact of the activities done under RSVY
8. Direct Observation Schedule	• Physical verification of the quantity of the works done (as against reported) • Quality of the works done/assets created under RSVY

The above schedules were developed in consultation with Planning Commission. While administering the Schedules at community level; it emerged that the desired outcome in scheme like RSVY, which is entirely

untied in nature, cannot be derived solely with the help of structured questionnaires. The range of interventions being exorbitantly vast; for example, development of Herbal Garden to adding a room in the school; it was difficult to identify the beneficiaries in such interventions. Later, during the analysis of the structured questionnaires, it was observed that no substantial interpretation could be made in case of many interventions. Consequently, the scheme of evaluation was improvised and it was decided to depute Sr. Research Executives to the field for evaluation of RSVY interventions. Accordingly, the consultants from AMS, personally visited the interventions selected as sample in all the fifteen districts. They held discussions and conducted in-depth probe with the community in general and beneficiary in particular to bring out the impact of RSVY. Besides, in-depth discussions were also held with the key officials involved in the implementation process at the state, district and block levels.

The major/overall findings based on in-depth analysis of information received from various stakeholders from the 15 sample district across 11 states are presented in the following chapters— Planning, Implementation, Utility, Monitoring Mechanism, Impact and Lessons Learnt.

3. Planning

Planning is critical for the success of any initiative. Carefully drawn plans not only ensure realization of the objectives of any government scheme, but they also ascertain the maximum utilization of project inputs by minimizing cost overruns and delays in implementation.

Under the Rashtriya Sam Vikas Yojana, it was envisaged that a bottom up planning approach would be undertaken by the districts. The idea behind this approach was to involve the community and the key stakeholders, such as, PRIs, CBOs, the line departments, etc. in the planning process, in order to ensure that the plan was representative of the needs and aspirations of the district. Guidelines to this effect were issued to all the States, which in turn were to communicate the same to the identified backward districts. Further, at the national level, each district was assigned to a Principal Adviser/Adviser of the Planning Commission, who would assist the State Government in the preparation of the District Plan and implementation & monitoring of RSVY. For the purpose of evaluation, the planning process in the 11 sampled States was examined carefully and the findings in this regard have been presented ahead.

3.1 States' Role in Planning

In almost every instance, the State level activities pertaining to RSVY planning were similar in nature. In pursuance of the national guidelines for RSVY, in every State a State Level Steering Committee (SLSC) was constituted under the Chairpersonship of the Chief Secretary before the start-up of RSVY planning activities. Out of the 11 States, the only exception to this was Chattisgarh where no committee was constituted and the existing High Powered Committee under the Chairpersonship of the Chief Secretary was given the additional responsibility of RSVY. The role of the SLSC was to—

- Get the detailed district plans prepared
- Recommend the district plans to the Planning Commission for concurrence
- Coordinate and ensure synergy between departments & agencies
- Monitor the schemes

Following the formation of the SLSC, an orientation meeting was held at the State level to orient the key stakeholders about the scheme. Besides the

members of the SLSC, other participants included the district collectors of the identified backward districts and the Principal Advisers from Planning Commission.

While the role of the State was restricted to guiding the Districts in preparing the plans and scrutinizing the draft plans, the districts had the responsibility of conducting the benchmark survey, doing the SWOT analysis and based on its outcomes, preparing the plans.

In the overall analysis, all the 11 States covered under the study were found to have fulfilled their responsibilities vis-à-vis preparation of plans. Orientation meetings/workshops had been organized for the districts and the Government of India guidelines for preparing the annual plans were sent to the districts. Wherever required, the guidelines were translated into the official vernacular language of the State and sent to the districts. Further, the States were found to have taken a keen interest in scrutinizing the plans.

3.2 Districts' Role in Planning

As already mentioned, the Government of India guidelines for RSVY clearly stated that a participatory planning approach was to be followed by the districts while preparing the annual plans. Further, in view of the limited capacity available at the districts in terms of skilled human resource for documenting the plan, it was envisaged to allow the districts to hire specialist agencies/consultants for benchmark surveys, SWOT analysis and preparation of plans. Of course, these agencies were expected to prepare the plans in close consultation with the district authorities, line departments and local CBOs.

The planning process at the districts was initiated with the constitution of the District Level Executive Committee under the chairpersonship of the District Collector. The CEO Zila Panchayat/Parishad or the PD, District Rural Development Agency (DRDA), as the case might be, was designated the Secretary of the Committee and the heads of the line departments, elected representatives of State & Central legislature and Panchayati Raj Institutions, and the representatives of local CBOs were the other members of the Committee.

Urban local bodies, such as, the Zila Parishad and Zila Panchayat were generally the nodal agencies with the responsibility of getting the annual plans prepared at the district level. However, in 3 out of the 15 States, namely, Gujarat, Jharkhand and Uttar Pradesh, DRDA was assigned the responsibility of preparing the annual plan. In the lone case of Nagaland, the plan was prepared under the overall supervision of Department of Under Developed Areas (DUDA) by the National Institute of Rural Development (NIRD), Guwahati. However, no significant difference was observed in the outcomes of any of the approaches.

While in most of the cases, the roles and responsibilities vis-à-vis planning were clear at the outset, in Himachal Pradesh and Uttar Pradesh, changes were made during the course of implementation of the scheme. Thus, whereas in Chamba (HP) the nodal agency was changed from Zila Parishad to District Planning Office, it was shifted from DRDA to District Development Office in Sitapur (UP) in the second year of implementation of the scheme.

3.3 Community Involvement

In 10 out of the 15 districts covered by us during the study, community was found to have played little or no role in the planning process. Banswara (Rajasthan), Bastar (Chattisgarh), Dindori (MP), Mon (Nagaland) and Palakkad (Kerala) were the 5 districts where the community was found to have been actively involved in the planning exercise (Table-3.1). Generally, it was the line departments that proposed activities for addressing the gaps in infrastructure, agriculture & livelihood, and these proposals were vetted at the district level before consolidation into the district plan. *This was in contrast with the guidelines circulated to the districts which clearly stated that a decentralized planning approach was to be followed by the districts wherein all key stakeholders, such as, the community, PRIs, CBOs and the line departments were to be adequately represented in the planning process.*

3.4 SWOT Analysis

As per the Planning Commission's guidelines for preparing the District Plans, the districts were required to conduct Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis before undertaking the planning exercise. However, it was found that SWOT analysis was conducted only 11 out of the 15

districts prior to preparing their annual plans. Lack of capacity at the district level may be a reason for not conducting the SWOT analysis.

3.5 Benchmark Survey

Similarly, the Planning Commission's guidelines also recommended that a professional institution should be hired for conducting a benchmark survey before preparing the plan and an amount of Rs. 4.00 to Rs. 5.00 could be allocated for this purpose. However, it was revealed that in only 5 out of the 15 districts, a benchmark survey was actually conducted. These districts had hired a specialist agency/consultant for conducting the benchmark survey and assisting in preparation of the plan document. In the case of the other 10 districts, only a situational analysis was conducted on the basis of information available with the concerned line departments.

It may be highlighted that both SWOT analysis as well as benchmark survey was critical to the identification of the needs of the districts and designing the interventions to address them. The status of these planning sub-activities in the 15 districts is presented ahead.

Table-3.1: Status of Planning Sub-Activities in the Sample Districts

District	Community Involvement	SWOT Analysis Completed	Benchmark Survey Completed	Specialist Agency/Consultant Hired for Planning
Banswara	Y	Y	Y	Y
Bastar	Y	N	N	N
Chamba	N	Y	N	N
Chandauli	N	N	N	N
Chatra	N	N	N	N
Dangs	N	Y	Y	Y
Dindori	Y	Y	Y	Y
Ganjam	N	Y	N	N
Lohardaga	N	Y	N	N
Mayurbhanj	N	Y	N	N
Mon	Y	Y	Y	Y
Palakkad	Y	Y	N	Y
Saraikela	N	Y	Y	N
Sitapur	N	N	N	N
Warangal	N	Y	N	N
Yes	**5/15**	**11/15**	**5/15**	**5/15**

Further, in all the districts, it was found that no conscious effort was made to work out the cost-benefit analysis (Monetary) of the interventions proposed in the district plan. The only exception to this was the irrigation schemes where such an analysis was done in all the 15 districts. For all the other interventions, instead of working out a detailed cost-benefit analysis, the districts had calculated only the optimal cost on the basis of the NABARD unit cost and the Departmental Schedule of Rate (SOR). This further puts credence to the need for hiring a specialist agency for planning purposes.

3.6 Efficacy of the Plans

After analysing the process of planning at the State and district levels, the next step was to analyse the efficacy of the plans. An ideal plan is one in which there is no deviation between the funds proposed for an activity and the actual expenditure on it. Thus, in order to analyse the efficacy of the planning done by the districts, the actual funds utilization status of various interventions proposed under RSVY was compared with the corresponding figures as proposed in their respective District Perspective Plans (DPPs). As per the ToR, the analysis was carried out by clubbing all the sectors into four major sectors (Improving Agriculture, Addressing Unemployment, Physical Infrastructure and Social Infrastructure). Analysis for all fifteen districts, depicting the deviations in the funds proposed in DPP and the funds actually spent is presented in *Annexure 1.1 to 1.15*.

Livelihood Support

It may be mentioned that the interventions towards the sector 'Addressing Unemployment' were taken up to promote livelihood options focusing on income generating activities. These included such interventions as, animal husbandry (poultry, goatary, dairy development, etc.), fisheries, honey harvesting, handicraft, integrated vegetable farming, etc. Besides, some interventions with regard to value addition and marketing support for minor forest produce (Gum, Kaththa, Lak, etc.), especially in the tribal dominated Bastar district.

The analysis of the data reveals that in five districts, namely, Warrangal (Andhra Pradesh), Pallakad (Kerala), Mayurbhanj (Orrissa), Mon (Nagaland) and Dangs (Gujarat), the implementing agencies strictly adhered to the plan.

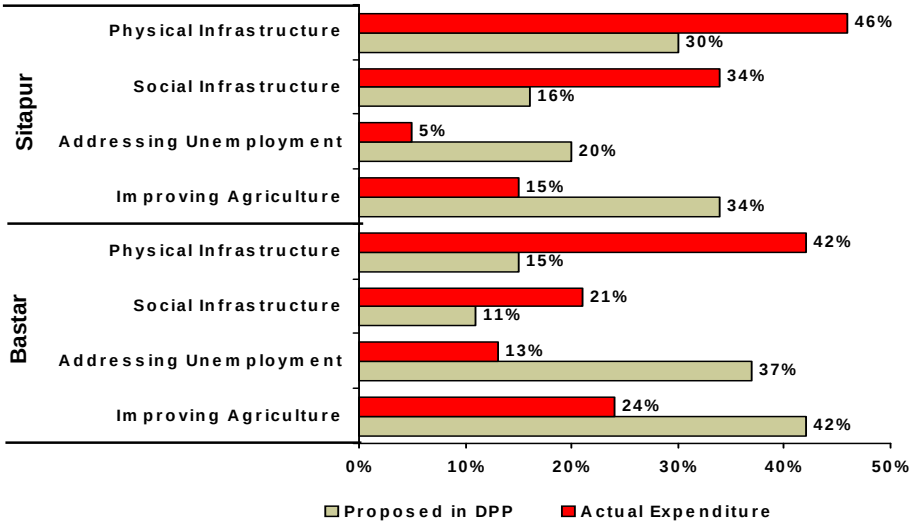
There were very trivial or no deviations in the amount proposed in the DPPs for various interventions and the amount actually spent on them. This indicates that in the said districts, regimented planning exercise was carried out with the activity objectives clearly spelt out to all the stakeholders. The analysis also suggests that the stakeholders involved in the planning process were well aware of their specific needs & requirements as also the intricacies involved in the implementation of various interventions proposed. Details of the sector-wise funds proposed (percentage) in DPPs and funds actually utilized in the above-mentioned districts are presented ahead in Table-3.2.

Table-3.2: Districts with Trivial or No Deviations between Proposed & Actual Expenditure — By Key Sectors

Interventions	% age of Total Budget & Amount in Rs. Lakhs									
	Warangal		Palakkad		Mayurbhanj		Mon		Dangs	
	Proposed in DPP	Actual Expenditure	Proposed in DPP	Actual Expenditure	Proposed in DPP	Actual Expenditure	Proposed in DPP	Actual Expenditure	Proposed in DPP	Actual Expenditure
Improving Agriculture	1037 (23%)	1085 (25%)	3957 (80%)	3318 (78%)	563 (13%)	491 (12%)	872 (19%)	873 (19%)	2924 (59%)	2512 (54%)
Addressing Unemployment	337 (7%)	342 (8%)	385 (8%)	176 (4%)	203 (5%)	94 2%	343 (8%)	320 (7%)	1097 (22%)	1584 (34%)
Social Infrastructure	1872 (41%)	1749 (39%)	658 (12%)	793 (18%)	1629 (37%)	1888 (42%)	1485 (34%)	1401 (32%)	499 (11%)	292 (7%)
Physical Infrastructure	1300 (29%)	1252 (28%)	-	-	2105 (47%)	1987 (44%)	1800 (40%)	1902 (42%)	510 (10%)	245 (5%)
Total	**4546 (100%)**	**4428 (100%)**	**5000 (100%)**	**4287 (100%)**	**4500 (100%)**	**4459 (100%)**	**4500 (100%)**	**4496 (100%)**	**5031 (100%)**	**4634 (100%)**

On the other hand, in Sitapur (Uttar Pradesh) and Bastar (Chattisgarh) districts, major deviations were noticed in the funds actually spent as against the proposed. For instance, in Bastar, while 42 percent of the total funds proposed for the district was for improving agriculture, only 24 percent was actually spent. Besides, 15 percent of the total funds proposed for the district was for physical infrastructure, whereas the funds actually spent for the activity were to the tune of 42 percent. Furthermore, while 11 percent of the funds were proposed for improving the social infrastructure in the DPP, the analysis of the funds utilization reveals that 21 percent of the total funds were spent by the district in this sector. Likewise, in the case of Sitapur, while 34 percent of the total funds proposed for the district was for improving the agriculture, only 15 percent was actually spent. Similarly, 20 percent of the total funds proposed for the district was towards addressing unemployment, but only 5 percent could actually be spent. Further, while 16 and 30 percent of the funds were proposed for the social and physical infrastructure, respectively, the funds actually spent were to the tune of 34 and 46 percent, respectively. Details of the sector-wise funds proposed (percentage) in DPPs and funds actually utilized in the two said districts are presented ahead in Chart-3.1.

Chart-3.1: Districts with Major Deviations in Planned Vs Actual Expenditure



Equitable Distribution of RSVY Funds

The essence of Rashtriya Sam Vikas Yojana lies in addressing inequality in development by way of providing additional funds to the backward areas in an equitable manner. However, in-depth analysis of district perspective plans & the

consolidated progress reports of various districts have revealed that RSVY funds received by the backward districts were not distributed to the blocks in an equitable manner. That is, in a number of instances, more backward and vulnerable blocks were ignored with regard to the much-needed interventions/ works. Instead, such interventions/ works were taken-up in the better off blocks.

For example, in Sitapur district, 10 out of the total 19 blocks were identified during the planning process as the backward blocks for the purpose of allocating RSVY funds under various sectors. However, during implementation of the scheme, all the 19 blocks were covered, including those that were the least backward.

Backward Blocks Identified during Planning

1. Reusa	6. Machhrehta
2. Behta	7. Kasmanda
3. Pahla	8. Pisawan
4. Gondlamau	9. Sidhauli
5. Rampur Mathura	10. Sakran

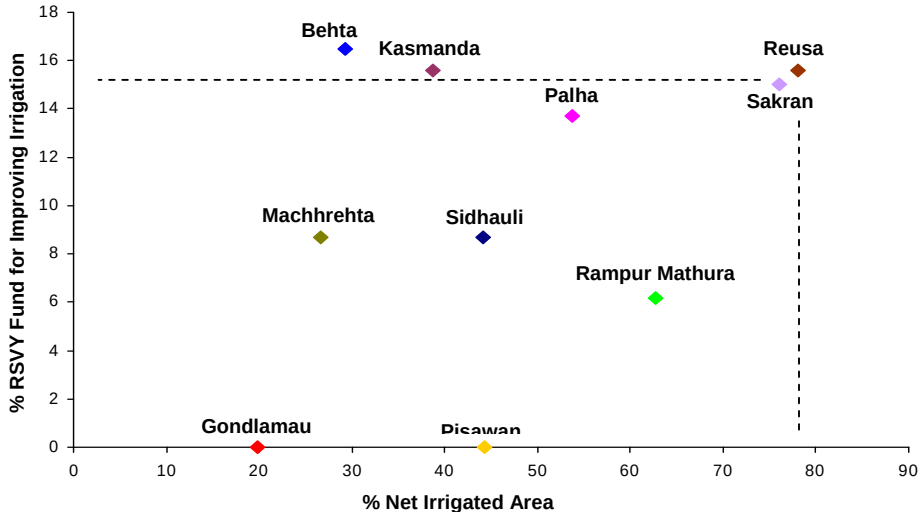
As shown in the table alongside, among all the blocks, Khairabad block received the highest proportion (14.29%) of the total RSVY funds allocated to the district. It may be highlighted that Khairabad is one of the least backward blocks and as a matter of fact, it encompasses the Sitapur city areas as well. For this reason, this block was not included in the initial list of 10 backward blocks. The proportion of the total RSVY funds received by the 19 blocks of Sitapur districts is presented in the following table. As can be seen, the blocks highlighted were not included in the initial list of 10 blocks shown in the above table.

% of Total RSVY Funds Received by Blocks

S.No.	Block	% of Total RSVY Funds	S.No.	Block	% of Total RSVY Funds
1.	Khairabad	14.3%	11	Reusa	4.1%
2.	Kasmanda	9.7%	12.	Hargaon	4.0%
3.	Sidhauli	9.7%	13.	Gondlamau	3.5%
4.	Behta	9.5%	14.	Mahmoodabad	2.6%
5.	Sankaran	8.7%	15.	Biswan	1.0%
6.	Mishrikh	7.8%	16.	Laherpur	1.0%
7.	Pahla	7.4%	17.	Maholi	0.7%
8.	Pisawan	5.5%	18.	Parsandi	0.6%
9.	Rampur Mathura	5.2%	19.	Aliya	0.3%
10	Machrehta	4.2%			

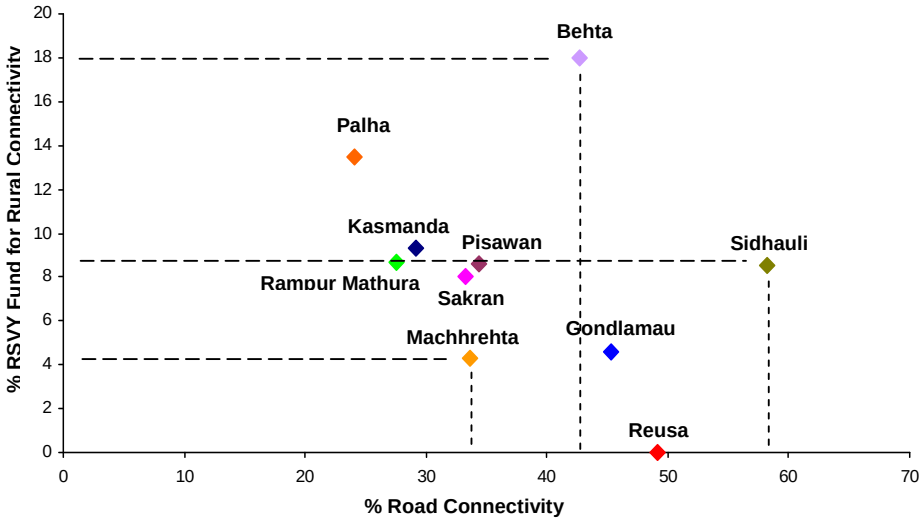
As is evident from Chart-1, despite the net irrigated area of around 80%, the two blocks Reusa and Sakran have received around 15% of total RSVY funds spent on improving irrigation in the district. Whereas, in the case of Gondlamau block, despite a very low net irrigated area of 20%, this block was given no RSVY fund for this purpose, indicating an inequitable distribution of funds.

Chart-3.2: Block-wise Status vis-à-vis RSVY Funds Received for Improving Irrigation



Similarly, analysis of RSVY funds given to various blocks for improving rural connectivity presented in the following chart shows that the road connectivity of Sidhauli block (60%) is nearly twice that of the Machhrehta block (35%), while the proportion of funds spent on improving rural connectivity was found to be paradoxically much higher (twice) in case of the former block (8%) than the latter (4%). A comparison of Behta and Machhrehta block also shows a skewed and inequitable fund allocation.

Chart-3.3: Block-wise Status vis-à-vis RSVY Funds Received for Improving Rural Connectivity



3.7 Key Inferences

Key inferences drawn out of the analysis of the proposed and actual RSVY funds utilized are presented ahead—

- Except for Mon, Warangal, Palakkad, Mayurbhanj and Dangs, the planning process adopted for preparing the DPPs was not appropriate, as is evident from wide deviation in the budget proposed and actual funds utilized. Whereas, in the aforementioned 5 districts, there was very trivial or no deviation.
- It may be highlighted that in only 5 districts, namely, Banswara, Dangs, Dindori, Mon and Palakkad, the services of a professional agency were sought to assist in preparation of DPPs.
- Only in 5 districts (Mon, Saraikela, Banswara, Dangs and Dindori), it was reported that a benchmark survey was carried out. Out of these, except Saraikela, the other 4 districts had hired a professional agency to assist in preparation of their DPPs.
- While intra-sector funds transfer was a common phenomenon in nearly all districts, it was most predominant in Sitapur and Bastar districts, indicating poor planning and implementation. Further, in both these districts, neither was any professional help sought in preparing the DPPs nor was any kind of benchmark survey or SWOT analysis carried out.
- *For all future schemes, in each backward district, the focus should be only on the basis of the actual needs of the most disadvantaged and deprived blocks, instead of trying to go in for universal coverage of all the* blocks*. Only then, the scheme can have any noticeable impact on the quality of life of people living in the backward areas.*
- *Further, it would also be worthwhile if the districts hire specialist support for preparing the district plans and ardently ensure that the benchmark survey and SWOT analysis are carried out.*

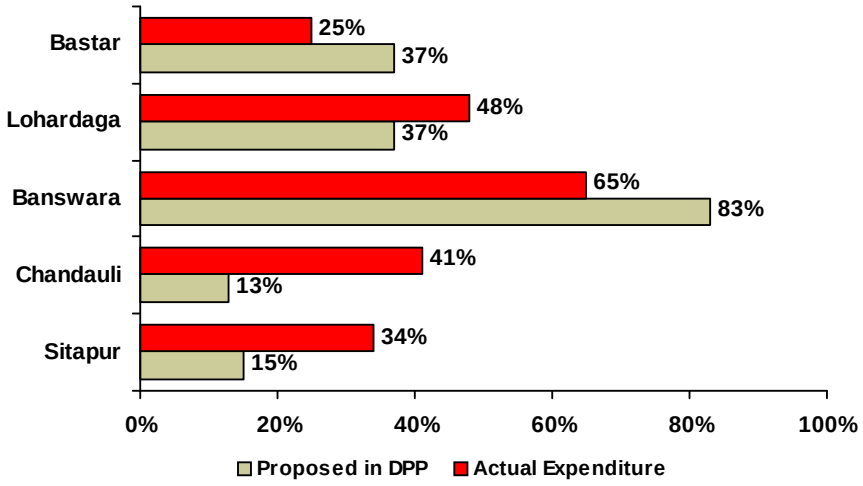
3.8 Sector-wise Utilization of RSVY Funds

Sector-wise analysis of the proportion of funds spent on various interventions vis-à-vis the proportion proposed in the DPPs of all fifteen districts is presented in *Annexure-2*. Sector-wise details drawn out of the said comparison are presented ahead—

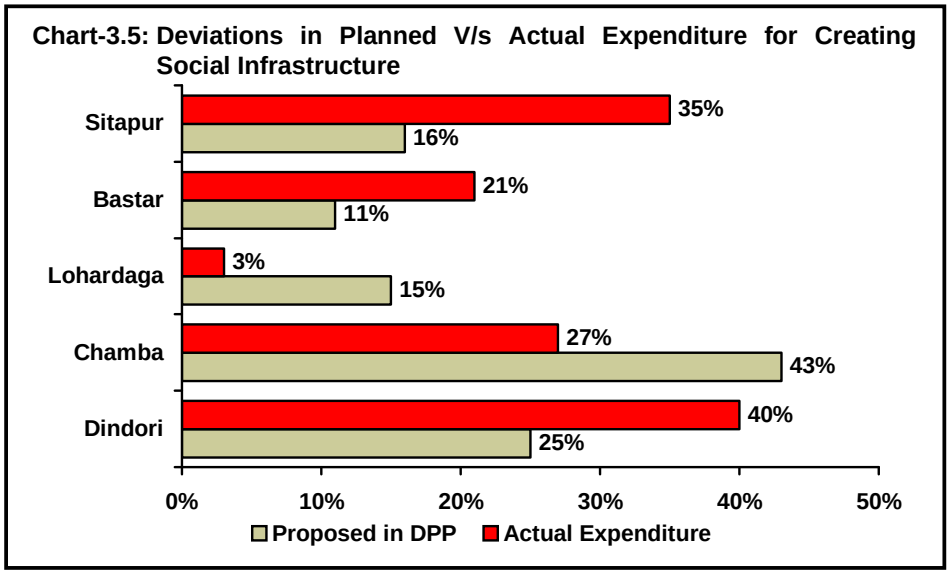
Improving Agriculture: The actual expenditure made by the districts for implementing various interventions aimed towards improving agriculture,

ranged from as low as 12 percent (in Mayurbhanj) to as high as 77 percent (in Pallakad). It may be noted here that, in Sitapur and Bastar districts, which had fared badly in the planning, there were deviations of 19 and 12 percent respectively. Deviations of more than 10 percent were also noticed in Lohardaga (11%), Banswara (18%) and Chandauli (28%) districts. In Banswara and Bastar districts, where agriculture is the life line of the people but availability of perennial irrigation endowments is very limited, over shooting the proposed budget may be justified. Similarly, in Bastar, Lohardaga and Chandauli districts, which are badly affected by the Naxal menace, diversion of funds from agriculture to physical & social infrastructure stands justified. Further, as quite expected in the rice producing district of Palakkad, top-most priority had been accorded to the sector. In fact, 77 percent of the RSVY funds of the district have been actually utilized for the purpose.

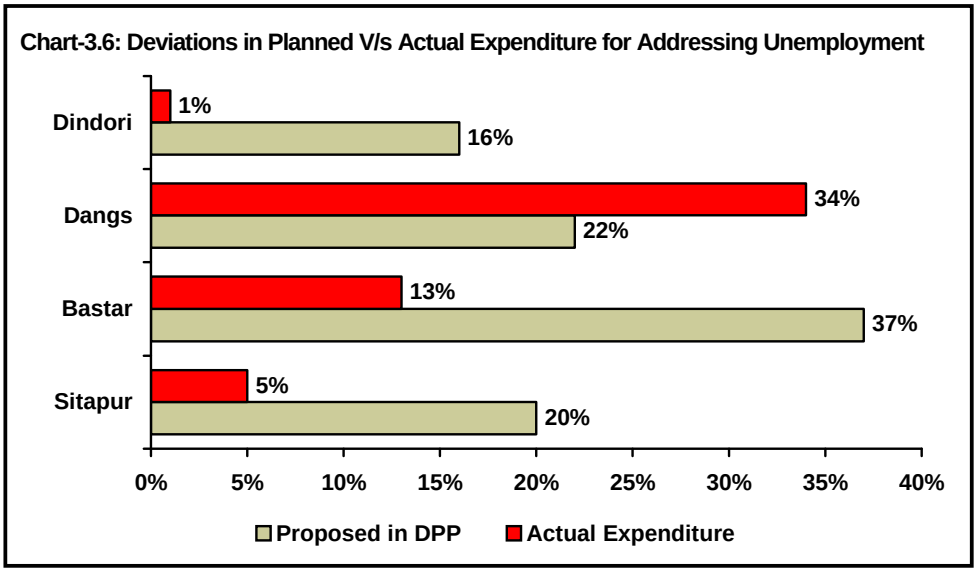
Chart-3.4: Deviations in Planned V/s Actual Expenditure for Improving Agriculture



Addressing Unemployment: The actual expenditure made by the districts for implementing various interventions aimed towards addressing unemployment, ranged from as low as 0 percent (in Saraikela) to as high as 34 percent (in Dangs). It may be noted here that in Dangs district, which boasts of a variety of indigenous crafts, diverting funds from other sectors for creating more avenues of income generation, is a justifiable cause. Further, in the Naxal affected districts of Dindori and Bastar districts, the funds proposed for the sector were diverted for the creation of social & physical infrastructure. However, in case of Sitapur, it may be reiterated that the gap between the planning & implementation, emerges as the key reason behind this deviation.

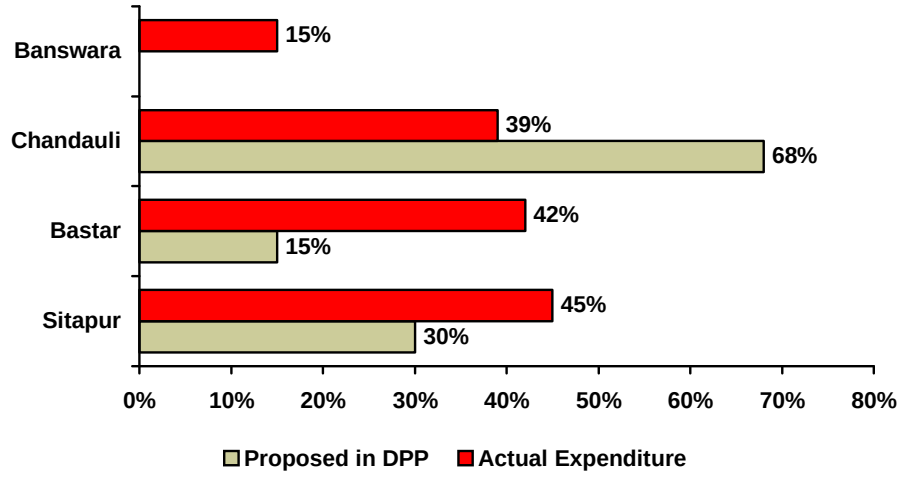


Social Infrastructure: The actual expenditure made by the districts for implementing various interventions aimed towards creating social infrastructure, ranged from as low as 3 percent (in Lohardaga) to as high as 40 percent (in Warangal & Dindori). Here again, in case of Sitapur and Bastar districts, who had done badly in planning, deviations of 19 and 10 percent respectively were observed. In case of Dindori and Bastar Districts, which lie in the Naxal belt, diverting funds from other sectors appears convincing. However, in other districts, the apparent mismatch between the priorities of the district at the time of planning and at the time of implementation seems to be the key reason. This may also be attributed to the change in guard (key decision making officials of the district) in the districts, wherein every official had a different priority list of interventions.



Physical Infrastructure: Creation of sustainable physical infrastructure forms the backbone of both, the economic and human development. The actual expenditure made by the districts for creating sustainable physical infrastructure, ranged from as low as 0 percent (in Palakkad) to as high as 45 percent (in Sitapur). However, it may be noted that in the DPP of Sitapur only 30 percent of the funds were proposed for the purpose. Even here, the lack of synchronization in the activities & funds as proposed in the DPP and what was actually implemented & utilized, is highlighted. Apart from Sitapur, major deviations were also noticed in Bastar, Chandauli and Banswara districts.

Chart-3.7: Deviations in planned V/s actual expenditure for creating sustainable physical infrastructure



3.9 Key Inferences

Key inferences drawn out of the analysis of the proposed and actual RSVY funds utilized are presented ahead—

- It emerges that except for the five districts— Waranngal, Mon, Palakkad, Mayurbhanj and Dangs, in all other districts, there have been major deviations from the DPPs.
- It is also evident that the DPPs of these five districts were prepared in accordance to the actual needs of the district and after giving due consideration to the integrities involved in the implementation of the proposed interventions.
- In all the other districts, at the time of implementation, the funds had to be shifted from one sector to other, highlighting the fact that the planning

mechanism adopted in these districts was not as per the actual needs of the district.

- Diverting funds from other sectors for creation of social & physical infrastructure in the districts located in Naxalite areas can be attributed as one of the reasons for this deviation.
- Across all the 15 districts, improving agriculture and rural connectivity were accorded the top-most priorities. To ensure year round supply of water for agricultural activities, major part of the RSVY fund was utilized towards improving irrigation facilities. Similarly, rural connectivity was envisioned to open new vistas of business and development for the otherwise secluded rural inhabitants. It was expected that providing appropriate connectivity to rural areas would ensure that the benefits of all developmental activities trickle down to these habitations as well, and in due course aid in bringing them at par with others.
- In nearly all the districts, the least amount of funds were spent for improving the drinking water/sanitation facilities.

Overall, it is apparent that except for Mon, Warangal, Pallakad, Mayurbhanj and Dangs, which had trivial deviations, none of the districts could actually adhere to their own DPPs.

4. Implementation

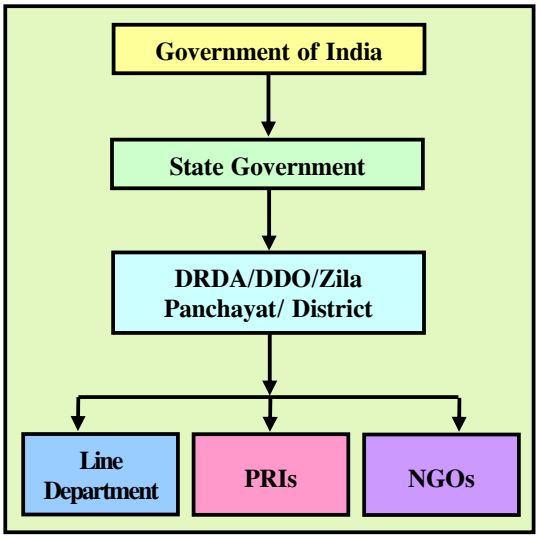
After having analysed the process of planning in the states, the next step was to study the implementation of the plans. In order to assess what worked and what did not in the varied spatial settings, a comparative analysis of the implementation of RSVY in the 11 States was conducted. For the purpose, we analysed the implementation process from the following perspectives—

- Funds Flow Mechanism
- Implementing Agencies & Funds Utilization
- Performance of Districts

4.1 Funds Flow Mechanism

Broadly, the process of funds flow from the Government of India to the districts was found to be the same in all the 11 States, although with slight variations. A schematic diagram of funds flow mechanism is presented in *Figure 4.1* alongside. In all the eleven states, the Central Government released the district-wise funds to the State Government, which in turn disbursed it to the concerned districts. At the district-level, the DRDA / DDO / Zila Panchayat / District Treasury deposited the funds under a separate RSVY account. After obtaining the required technical and administrative sanctions, the funds were released to the implementing agencies— Line Departments, PRIs or NGOs.

Figure 4.1: Funds Flow Mechanism



The only exceptions noted in the process of funds flow were in the cases of Gujarat, Kerala, Madhya Pradesh, Jharkhand and Orissa, where more than one agency was involved in the process of funds flow, either at the State or at the district level. In the lone case of Nagaland, the funds were transferred directly from the State level to the implementing agency, without involving any

district level tier. State-wise details of agencies involved in the process of funds flow are presented in Table-4.1 ahead.

Table-4.1: State-wise Details of Agencies Involved in the Process of Funds Flow

State	Level		
	GoI	State	District
Andhra Pradesh	Planning Commission	• Treasury	• DRDA
Chattisgarh	Planning Commission	• Rural Devlpt. Dept.	• Zila Panchayat
Gujarat	Planning Commission	• Finance Dept. • Tribal Devlpt. Dept. • Commissionary of RD	• DRDA
Himachal Pradesh	Planning Commission	• Planning Department	• Dy. Commissioner • DPO
Jharkhand	Planning Commission	• Panchayati Raj Dept. • Treasury	• District Collector • DRDA
Kerala	Planning Commission	• State Planning Board	• District Collector and ZP President
Madhya Pradesh	Planning Commission	• Finance Department • Rural Devlpt. Dept.	• Zila Panchayat
Nagaland	Planning Commission	• Dept. of Under-developed Areas (DUDA)	—
Orrissa	Planning Commission	• Planning & Coordination Dept. • Treasury	• DRDA • Treasury
Rajasthan	Planning Commission	• Rural Devlpt. Dept	• Zila Panchayat
Uttar Pradesh	Planning Commission	• Rural Devlpt. Dept.	• DRDA • DPO

4.2 Implementation Agency-wise Utilization of RSVY Funds

Following the analysis of the system of flow of funds in the various States, we next analysed the process of implementation followed in the states. In all the states, a multi-pronged approach was undertaken for implementing the schemes. Four key players were involved in the implementation process at the district level in every State. These were—

- DRDA/Zilla Parishad/Zilla Panchayat
- Line Departments
- Block
- NGOs

Taking all districts together, more than three-fourth (79%) of the RSVY funds have been utilized by the line departments for implementing various proposed activities in different sectors. Further, the Blocks and NGOs have utilized nearly 13 percent and 5 percent, respectively. The funds utilization by other agencies has been found to be 3 percent. Implementation agency-wise analysis of the RSVY funds is presented in the following table.

Chart-4.1: Implementation Agency-wise Utilization of RSVY Funds

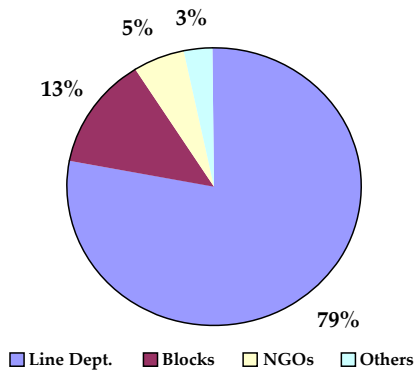


Table-4.2: Implementation Agency-wise Utilization of Funds (in Rs. Lakhs)

District	Line Depts	Blocks	NGOs	Others	Total
Warangal	3587 (81%)	44 (1%)	753 (17%)	44 (1%)	**4428 (100%)**
Bastar	3108 (72%)	1007 (23%)	219 (5%)	44 (1%)	**4378 (100%)**
Chamba	3193 (71%)	1214 (27%)	45 (1%)	45 (1%)	**4498 (100%)**
Dangs	3522 76%	139 (3%)	973 (21%)	0 (0%)	**4634 (100%)**
Chatra	3798 (87%)	175 (4%)	175 (4%)	218 (5%)	**4365 (100%)**
Lohardaga	3465 (77%)	450 (10%)	585 (13%)	0 (0%)	**4500 (100%)**
Saraikela	3107 (73%)	1149 (27%)	0 (0%)	0 (0%)	**4257 (100%)**
Palakkad	3773 (88%)	129 (3%)	86 (2%)	300 (7%)	**4287 (100%)**
Dindori	3447 (84%)	581 (14%)	125 (3%)	0 (0%)	**4153 (100%)**
Mon	4496 (100%)	0 (0%)	0 (0%)	0 (0%)	**4496 (100%)**
Ganjam	3735 (83%)	540 (12%)	225 (5%)	0 (0%)	**4500 (100%)**
Mayurbhanj	3777 (84%)	719 (16%)	0 (0%)	0 (0%)	**4496 (100%)**
Banswara	1238 (28%)	2697 (61%)	486 (11%)	0 (0%)	**4422 (100%)**
Chandauli	4249 (97%)	0 (0%)	0 (0%)	131 (3%)	**4380 (100%)**
Sitapur	2730 (65%)	0 (0%)	0 (0%)	1470 (35%)	**4200 (100%)**
Total	**3476 (79%)**	**572 (13%)**	**220 (5%)**	**3% (131.99)**	4400 (100%)

Implementation Agency-wise details drawn out of the analysis of are presented ahead—

Line Departments: The proportion of RSVY funds utilized by line departments ranged from as low as 28% (in Banswara) to as high as 100% (in Mon). Further, in all districts, except Banswara, more than three-fifth of the totals RSVY funds had been utilized by the line departments for implementing interventions proposed under RSVY. In fact, in 8 out of the total 15 districts the line departments used more than 80 percent of the total RSVY funds.

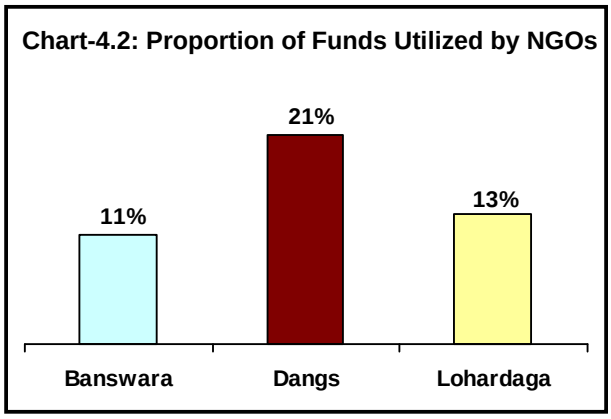
Blocks: The proportion of RSVY funds routed through the blocks ranged from as low as 0% (in Chandauli & Mon) to as high as 61% (in Banswara). In Bastar, Chamba, Lohardaga, Saraikela, Dindori, Ganjam and Mayurbhanj the proportion of funds routed through the blocks for implementing interventions under RSVY was more than one-tenth of their total budget. Besides Banswara, even in Saraikela and Chamba districts more than one-fourth of the funds were routed through the blocks for implementing RSVY activities.

NGOs: The proportion of RSVY funds utilized by the NGOs ranged from as low as 0% (in Mon, Mayurbhanj, Chandauli & Sitapur) to as high as 21% (in Dangs). In Lohardaga, Warangal and Banswara, the proportion of RSVY funds transferred to NGOs for implementing proposed activities was more than one-tenth of their total budgets. In all other districts, less than 5 percent of the RSVY funds were utilized through the NGOs.

Others: The proportion of RSVY funds utilized by other agencies* for implementing RSVY activities ranged from as low as 0% (in Dangs, Lohardaga, Saraikela, Dindori and Mon) to as high as 35% (in Sitapur). Except for Palakkad (7%), in all other districts, less than 5 percent of the funds were actually utilized by other agencies for implementing activities proposed in their respective DPPs.

(*: Like Uttar Pradesh Projects Corporation, Samaj Kaiyan Nirman Nigam (both in Uttar Pradesh), Municipal Corporations, etc.)

Involvement of NGOs



District-wise analysis of the involvement of NGOs in implementation shows that in 5 districts (Saraikela of Jharkhand, Mon of Nagaland, Mayurbhanj of Orissa and Chandauli & Sitapur of Uttar Pradesh), there was no involvement of NGOs. Out of the 10 districts where NGOs were involved in implementation, the level of their involvement in 7 districts in terms of the proportion of total funds utilized was only 5% or less. In the three districts (Banswara, Lohardaga and Dangs) where NGOs were significantly involved in the implementation of RSVY activities, it was found that both established as well as the relatively inexperienced NGOs were involved. The proportion of funds utilized by NGOs in these districts was 11, 21 and 13 percent, respectively. In all the three districts, the involvement of NGOs was in the sectors of improving agriculture and addressing unemployment. It may be highlighted that in terms of the quality of works, 7 out of 16 NGOs need special mention (N M Sadguru, Dhruv, BAIF, Rovadan, PRADAN, J K HINDALCO Jan Sewa Trust and Ram Krishna Mission). District-wise details of NGOs commissioned, sector of involvement and funds allocated are presented in Table-4.3 ahead—

Table-4.3: Involvement of NGOs

District	Name of NGO	Sector	Funds Allotted (Rs. in Lakh)
Banswara	N M Sadguru	Improving Agriculture	280.02
	Swachcha	Improving Agriculture	182.33
	Progress	Improving Agriculture	11.28
	Arpan	Improving Agriculture	29.96
Dangs	Dhruv	Improving Agriculture	710.17
	BAIF	Improving Agriculture Addressing Unemployment	85.38
	Rovadan	Addressing Unemployment	58.08

District	Name of NGO	Sector	Funds Allotted (Rs. in Lakh)
Lohardaga	PRADAN	Improving Agriculture Addressing Unemployment	393.98
	J K HINDALCO Jan Sewa Trust	Improving Agriculture Addressing Unemployment	89.82
	Lohardaga Gram Swaraj Sansthan (LGSS)	Improving Agriculture Addressing Unemployment	12.42
	Gandhi Shanti Pratisthan Kendra(GSPK)	Improving Agriculture Addressing Unemployment	45.73
	Dari Kalin Co-operative Society Limited	Addressing Unemployment	20.32
	Chhotanagpur Durgam Krishi Vikash Kendra	Improving Agriculture	2.27
	Chhotanagpur Craft Development Society	Addressing Unemployment	27.58
	AVIRAM	Addressing Unemployment	3.48
	Ramkrishna Mission, Ranchi	Addressing Unemployment	8.52

4.3 Sector-wise Utilization of RSVY Funds

Taking all the 15 districts together, analysis of the sector-wise utilization of RSVY funds presented in the chart alongside shows that in majority of the districts, the priority has been to implement activities aimed towards improving agriculture and for creation of sustainable physical infrastructure. In fact in all fifteen districts around 50-60 percent of the funds were utilized for the purpose. Further, creation of social infrastructure has been accorded the third priority by nearly all the districts. Last in the priority list of all the districts, except Dangs, were the activities aimed towards addressing unemployment. Sector-wise utilization of the RSVY funds by the 15 sample districts is presented in Table-4.4 ahead.

Chart-4.2: Sector-wise Utilization of RSVY Funds

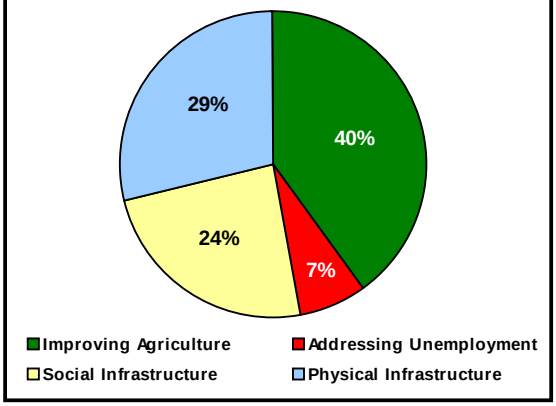


Table-4.4: Sector-wise Utilization of Funds (% & Amount in Rs. Lakhs)

District	Improving Agriculture	Addressing Unemployment	Social Infrastructure	Physical Infrastructure	Total
Banswara	2918 (65%)	44 (1%)	796 (18%)	663 (15%)	**4422 (100%)**
Bastar	1051 (25%)	569 (13%)	919 (21%)	1839 (42%)	**4378 (100%)**
Chamba	1214 (27%)	360 (8%)	1214.35)	38% (1709.09)	**100% (4497.60)**
Chandauli	41% (1752.09)	2% (87.60)	19% (832.24)	39% (1708.29)	**100% (4380.23)**
Chatra	58% (2575.53)	5% (218.27)	6% (261.92)	30% (1309.59)	**100% (4365.30)**
Dangs	54% (2548.49)	34% (1575.43)	6% (278.02)	5% (231.68)	**100% (4633.61)**
Dindori	34% (1412.04)	1% (41.53)	40% (1661.23)	25% (1038.27)	**100% (4153.07)**
Ganjam	27% (1214.99)	2% (90.00)	36% (1619.99)	35% (1574.99)	**100% (4499.98)**
Lohardaga	48% (2205.00)	14% (630.00)	3% (135.00)	34% (1530.00)	**100% (4500.00)**
Mayurbhanj	12% (539.57)	2% (89.93)	42% (1888.48)	44% (1978.41)	**100% (4496.38)**
Mon	19% (854.25)	7% (314.73)	31% (1438.74)	42% (1888.35)	**100% (4496.08)**
Palakkad	77% (3301.13)	4% (171.49)	19% (814.56)	0% (0.00)	**100% (4287.18)**
Saraikela	64% (2724.35)	0% (0.00)	17% (723.66)	19% (808.79)	**100% (4256.80)**
Sitapur	15% (630.03)	5% (210.01)	35% (1470.07)	45% (1890.09)	**100% (4200.21)**
Warangal	25% (1062.72)	8% (354.24)	40% (1771.20)	28% (1239.84)	**100% (4428.01)**
Overall	**40% (1759.85)**	**7% (307.97)**	**24% (1055.91)**	**29% (1275.89)**	**100% (4399.63)**

Sector-wise analysis of the proportion of funds spent on various interventions vis-à-vis the proportion proposed in the DPPs of all fifteen districts is presented in *Annexure-2*.

Overall, barring a few exceptions, improving agriculture has been accorded the top-most priority by *most of the districts, followed by creation of physical infrastructure, social infrastructure and addressing unemployment respectively*.

4.4 Performance of Districts

A. Financial Performance

As regards the achievement of districts in terms of the utilization of total RSVY funds allotted to them, it may be noted that except for Chandauli, the utilization has been around 90% or more in all other districts. In fact, in Lohardaga, Mon, Banswara, Bastar, Saraikela and Chatra districts the utilization has been cent

percent. Further, in Dindori (98%) and Ganjam (96%) districts, the utilization was nearly cent percent.

Further, during the study, it was also endeavoured to assess the reasons for low levels of achievement in Chandauli district (79%). The achievement of the district was adversely affected by Naxal menace, which hampered the implementation of various activities in the naxal-affected areas. Further, construction of one Bridge on Karmanasha River at Kahahua Ghat, Naugarh with an approved budget of Rs. 230.41 Lakhs was incomplete. So far, only 1 pillar and some base on either side of the river have been constructed. When probed, it was revealed that due to non-receipt of clearance from the Forest Department, its site was changed from the previous to the present one in 2005-06, causing considerable delay in starting the Project.

The overall achievement of districts in terms of the utilization of total RSVY funds allotted to them, is presented in the following table —

Table-4.5 : Financial Progress of the 15 Sample Districts

Name of the District	Sanctioned Amount (Rs. in lakhs)	Expenditure (Rs. in Lakhs)	Achievement (%)
Lohardaga	4500.00	4500.00	100%
Mon	4496.08	4496.08	100%
Banswara	4421.76	4421.76	100%
Bastar	4378.22	4378.22	100%
Saraikela	4256.80	4256.80	100%
Chatra	4100.97	4100.97	100%
Dindori	4500.00	4428.51	98%
Ganjam	4499.98	4335.00	96%
Chamba	4497.60	4244.79	94%
Sitapur	4200.21	3884.91	92%
Warangal	4428.01	4014.78	91%
Mayurbhanj	4496.38	4063.00	90%
Dangs	4500.00	4056.25	90%
Pallakkad	4287.18	3829.17	89%
Chandauli	4380.23	3469.00	79%
Total	**65943.42**	**62479.24**	**95%**

All fifteen districts taken together, the overall achievement in terms of actual utilization of RSVY funds has been a satisfactory 94 percent. This implies that, barring few exceptions, majority of the districts have made the maximum utilization of RSVY funds.

B. Physical Performance

District-wise Physical performance of the three key sectors (Agriculture, Addressing Unemployment, Physical & Social Infrastructure) is presented in Table-4.6 ahead. It is heartening to note that all the 15 districts taken together, the overall physical performance of the above mentioned three keys sectors has been found to be quite satisfactory. As a matter of fact, the achievements with regard to Agriculture and Addressing Unemployment have been nearly cent percent. Physical performance of the 15 sample districts is presented in following table and the district-wise details are presented in Annexure-4.1 to 4.15.

Table-4.6: Physical Performance of the Districts

Districts	Total Number of Works	Total Number of Completed Works	Achievement %
Sitapur	1155	1134	98.2
Chandauli	878	849	96.7
Banswara	2073	2051	98.9
Saraikela	467	465	99.6
Chatra	461	448	97.1
Lohardaga	4839	4547	94.0
Ganjam	3288	3209	97.6
Mayurbhanj	926	891	96.2
Palakkad	2962	2938	99.2
Warangal	163	136	83.4
Chamba	798	658	82.5
Mon	2230	2230	100.0
Dhindori	1666	1633	98.0
Daangs	20322	20322	100.0
Bastar	1700	1566	92.1
Total	**43928**	**42418**	**96.6**

Sector-wise physical performance of the districts is presented in Table-4.7 ahead.

Table-4.7: Sector-wise Physical Performance of Districts

District	Agriculture			Addressing Unemployment			Physical and Social Infrastructure		
	Total No. of Works	Total No. of Completed Works	Achievement %	Total No. of Works	Total No. of Completed Works	Achievement %	Total No. of Works	Total No. of Completed Works	Achievement %
Sitapur	62	59	95%	842	842	100%	251	233	93%
Chandauli	132	123	93%	330	324	98%	416	402	97%
Banswara	1182	1179	100%	329	316	96%	562	556	99%
Saraikela	212	212	100%	4	4	100%	251	249	99%
Chatra	203	200	99%	8	8	100%	250	240	96%
Lohardaga	2106	1969	93%	2558	2419	95%	175	159	91%
Ganjam	2009	1956	97%	301	301	100%	978	952	97%
Mayurbhanj	252	251	100%	26	24	92%	648	616	95%
Palakkad	2831	2807	99%	64	64	100%	67	67	100%
Warangal	37	32	86%	21	18	86%	105	86	82%
Chamba	148	145	98%	38	38	100%	612	475	78%
Mon	0	0	0%	2007	2007	100%	223	223	100%
Dhindori	599	599	100%	37	37	100%	1030	997	97%
Daangs	15752	15752	100%	4429	4429	100%	141	141	100%
Bastar	768	653	85%	394	388	98%	538	525	98%
Total	**26293**	**25647**	**98%**	**11388**	**11188**	**98%**	**6247**	**5583**	**89%**

5. Monitoring of Activities & Maintenance of Assets

Monitoring

Regular monitoring is a key to successful implementation of any development program. Monitoring is a continuous assessment of the functioning of the project activities in the context of the implementation schedule, use of project inputs and the design expectations.

5.1 The Process

Monitoring of RSVY activities was done at all five levels— National, State, District, Block and Community. At the national level, mid-term evaluation was conducted through the National Bank for Agriculture & Rural Development (NABARD). While at the State level, the monitoring was done by the concerned nodal agency by way of periodic review meetings and field visits. At the district level, the senior officials like the DM, CDO, DDO, etc. and at the Block level, the Block Development Officers were reportedly involved in monitoring the developmental activities from time to time. In some of the States, community-based monitoring was done through the periodic Gram Sabha meetings, with participation of Gram *Pradhans*, PRI members and district & block level officials.

Table-5.1: Level-wise monitoring agency/mechanism

Level	Monitoring Agency	Monitoring Mechanism
National	• NABARD	• Mid-term Evaluation
State	• Concerned Nodal Agency	• Periodic Review Meetings • Field Visits
District	• DM/CDO/DDO • BDO • Officials of Line Departments	• Periodic Review Meetings • Field Visits
Block	• Block Development Officers	• Periodic Review Meetings • Field Visits
Community	• Gram Sabhas	• Periodic Review Meetings

5.2 State-level Monitoring

In almost all of the States, monitoring was done by way of organizing review meetings, wherein physical, financial as well as other problems related to the implementation of RSVY activities were discussed. Further, field visits were

carried out by the State officials for assessing the progress of various RSVY activities as also for the physical verification of the works. However, besides the review meetings and field visits, some states (Madhya Pradesh, Gujarat, Chattisgarh, Andhra Pradesh and Orissa) had also implemented new monitoring mechanisms. State-wise details of the new monitoring mechanisms adopted by them are presented ahead—

Madhya Pradesh: Senior officials of the department, who were designated as the State Level Quality Monitors (SLQMs), did the monitoring at the State level. Each SLQM was allotted 3-4 districts, and was made accountable for the monitoring of RSVY activities in those districts. These SLQMs undertook regular visits to the districts and submitted reports of their observations during the field visits. Further, the State also initiated the process of organizing monthly Video Conferences with the districts, for ascertaining the progress of works and for addressing the problems faced by the districts in the implementation of RSVY activities.

Gujarat: In case of Gujarat, apart from the review meetings and field visits, the office of the Commissioner (Rural Development) also initiated the process of organizing monthly Video Conferences with the districts.

Chattisgarh: The task of monitoring the RSVY activities at the State level was again entrusted to the same high-powered committee chaired by Chief Secretary and with the membership of the Collectors of RSVY districts, which had been involved in the process of planning those activities as well.

Orissa: Apart from the monthly review meetings and quarterly field visits conducted by Development Commissioner, the Special Secretary also made bi-monthly field visits. Further, different districts were allotted to the Secretaries of various line departments and they were entrusted with the responsibility of monitoring RSVY activities in those activities.

Andhra Pradesh: Here again, apart from the review meetings and field visits, the State Level Steering Committee initiated the process of organizing monthly Video Conferences with the districts.

Kerala: In a special case, the State Government of Kerala had commissioned an external agency, Centre for Management Development (CMD) for monitoring the implementation of RSVV activities in the State. The officials of

CMD conducted periodic field visits and organized quarterly review meetings. Based on their field visits, observations and reviews, relevant reports were sent to the State Government. In addition, the State Government had also commissioned Centre for Documentation and Imaging Technology (CDIT) for photo documentation of RSVY activities.

It may be noted here that although all States had their own monitoring mechanisms, but for the limited human resource and simultaneous execution of other developmental schemes, it would be too optimistic to expect very effective/comprehensive, monitoring of all the activities under the scheme.

5.3 District-level Monitoring

In almost all of the States, at the district level, monitoring was done by way of field visits made by the officials of line departments for physical verification & monitoring of activities. In addition, regular review meetings were also organized at the district level, to discus on physical/financial and other problems related to the implementation of RSVY activities. However, in Madhya Pradesh, Gujarat, Himachal Pradesh, Orissa, Kerala and Jharkhand, apart from the regular field visits and review meetings, some new initiatives were taken to monitor the RSVY activities at the district level. State-wise details of the new monitoring mechanisms adopted at the district level by these states are presented ahead—

Madhya Pradesh: Apart from the regular field visits by officials of line departments and periodic review meetings, monthly meetings chaired by the District Collector were organized. In these meetings, exclusive time was allotted for discussing on the progress of RSVY and other related issues.

Gujarat: Similar to the case of Madhya Pradesh, in Gujarat also, monthly meetings chaired by the District Collector were organized. Exclusive time was allotted in these meetings to discuss on the progress of RSVY and other problems faced in the implementation.

Himachal Pradesh: In Himachal Pradesh, a District Level Monitoring Committee was constituted with the then Education Minister as a chairperson. The other members of the committee included Deputy Commissioner, Heads

of all district level departments, Superintending Engineers of PWD/IPH/HPSEB & Conservator of Forest, Convener of District Level Banking Committee and District Planning Officer as Member Secretary. The committee was constituted solely with the purpose of monitoring RSVY activities at the district level.

Orissa: Like in the case of Madhya Pradesh and Gujarat, in Orissa also the District Collector was involved in the monitoring of RSY activities. For the purpose, monthly review meetings of the District Development Committee were organized under the chairmanship of the District Collector.

Jharkhand: Separate monitoring committees were formed at the district level, one for each sector, with membership of both the technical and the administrative staff of the concerned departments. These committees were then entrusted with the responsibility of monitoring the RSVY activities concerning their sector/department.

Kerala: Even at the district level Centre for Management Development (CMD) was involved in monitoring the implementation of RSVV activities, by way of field visits and review meetings. Further, Centre for Documentation and Imaging Technology (CDIT) was also involved in the photo documentation of the activities.

Even at this tier, limited human resource, logistics and simultaneous execution of other developmental schemes were the major constraints faced by the district level officials in ensuring proper and effective monitoring of various activities in the district.

5.4 Community-level Monitoring

Community ownership, management and monitoring are the key to ensure the sustainability of any developmental activity. However, the analysis of the findings reveals that in majority of the districts (11 out of 15), community was not involved in the monitoring of RSVY activities. The 4 districts where the community was involved in the process of monitoring were Chatra, Lohardaga and Saraikela of Jharkhand and Mon district of Nagaland.

In Jharkhand, village level *Nigrani Samities* were involved in the monitoring of all construction activities in their villages. In the case of Nagaland, Village Development Councils were actively involved in the both the planning and monitoring of RSVY activities.

District	Community Involvement	District	Community Involvement
Banswara	NO	Lohardaga	YES
Bastar	NO	Mayurbhanj	NO
Chamba	NO	Mon	YES
Chandauli	NO	Palakkad	NO
Chatra	YES	Saraikela	YES
Dangs	NO	Sitapur	NO
Dindori	NO	Warangal	NO
Ganjam	NO	**YES**	**4/15**

Overall, it is disheartening to note that in majority of the States, the community was not at all involved in the process of monitoring. When probed, a common response of the community was that it was the responsibility of the Government to monitor the implementation of activities to ensure its good quality.

Maintenance

Maintenance of the assets created is an equally important activity as are the planning, implementation and monitoring. Proper maintenance of assets aids in ensuring their optimal performance and sustained usage.

5.5 Maintenance Mechanism

In almost all of the states, the responsibility of maintaining the durable assets created under RSVY was with the concerned Line Departments. However, in case of Nagaland, the village and town level committees, which were set up for the implementation of RSVY interventions, were also in charge of the maintenance of the assets created. However, in case of creation of community-based assets like the lift irrigation systems, community wells, kitchen sheds, community centres, etc. the responsibility of maintaining the assets was handed over to the community or to the concerned users groups. In such cases also, the line departments were mandated to monitor the status of community-based assets and bring to the notice of user groups/stakeholders the shortcomings, if any. Only in

Rajasthan and Chattisgarh it was specifically reported that the assets were handed over to the respective PRIs.

State-wise details of agencies entrusted with the responsibility of the repair & maintenance of the assets created under RSVY are presented in Table-5.2 ahead—

Table-5.2: Agencies Responsible for Repair & Maintenance of RSVY Assets

State	Agencies
Andhra Pradesh	• Concerned Line Departments • User Groups
Chattisgarh	• Concerned Line Departments • PRIs
Gujarat	• Concerned Line Departments • User Groups
Himachal Pradesh	• Concerned Line Departments
Jharkhand	• Concerned Line Departments • User Groups
Kerala	• Concerned Line Departments • User Groups • Patasekhra Samities
Madhya Pradesh	• Concerned Line Departments • User Groups
Nagaland	• DUDA • Village Level Committees • Town Level Committees
Orissa	• Concerned Line Departments • User Groups
Rajasthan	• Concerned Line Departments • Village Panchayats
Uttar Pradesh	• Concerned Line Departments

The source of funds for the repair and maintenance of assets was not very explicit in any of the states, except Himachal Pradesh, where State Calamities Relief Fund (SCRF) was reported to be utilized for the maintenance of RSVY assets. In addition, the officials of Himachal Pradesh also reported that they sought funds from other schemes like BRGF, which permitted the use of funds for maintenance of assets. Further, for the maintenance of community-based assets, in all the states user charges collected were used for

the purpose. However, this was applicable only in a very limited number of assets like the lift irrigation systems, which involved collection of user charges.

According to the Planning Commission guidelines, it should be ensured that the schemes are sustainable and wherever possible future maintenance of assets should be planned with care and built into the program so that the assets created are useful and maintained even after the scheme is over. However, it was found that in none of the states, maintenance component was built into the program. As a result, in the absence of funds, the assets created were being sub-optimally utilized and in some cases, these were rendered useless.

The above analysis highlights the fact that just creating assets with no provision for repair & maintenance would not solve the purpose. If the desired results are to be achieved, proper up-keep and maintenance of assets needs to be ensured. An appropriate system with sufficient provision of funds should be in place for periodic maintenance of the assets created.

5.6 Key Inferences

Lack of Proper Monitoring

- Given that there were a number of other developmental schemes too under implementation when RSVY activities were being executed, the State/district officials were not in a position to appropriately monitor the activities under the scheme.
- It also emerged that there exists no clearly defined monitoring norms in terms of category of works & designated officials and the frequency; generally, the practice was found to be that of 'convenience' monitoring.

Systemic Problems

- One of the systemic problems reported was of the frequent transfers/postings of senior officials like the DM, CDO, etc. disrupting the existing process and pace of implementation and monitoring.

Lack of Community Participation

- It would be pertinent to mention that community participation was missing not only from the planning process, but also from the mechanism of monitoring in majority of the states.

Inadequate Provision for Maintenance

- Lack of funds for the repair & maintenance of assets emerged as the key issue faced by the officials in all the districts. In absence of proper maintenance, the assets created were being sub-optimally utilized and in some of the cases were rendered useless. Officials in all the districts submitted that there should be proper estimation of the funds that would be required for maintenance of the assets and the same should be funded under the scheme for the period till these are transferred to the 'Asset Registered' of the concerned line department. *It may be highlighted that according to the Planning Commission guidelines, it should be ensured that the schemes are sustainable and wherever possible future maintenance of assets should be planned with care and built into the program so that the assets created are useful and maintained even after the scheme is over.*

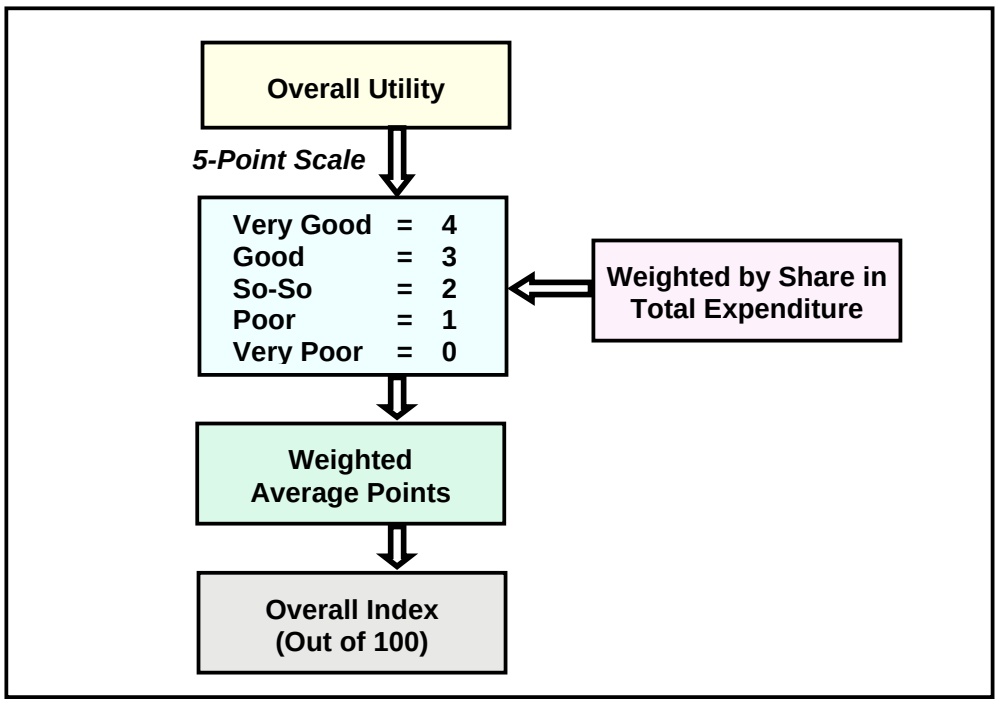
District	Availability of Funds for Maintenance
Banswara	NO
Bastar	NO
Chamba	NO
Chandauli	NO
Chatra	NO
Dangs	NO
Dindori	NO
Ganjam	NO
Lohardaga	NO
Mayurbhanj	NO
Mon	NO
Palakkad	NO
Saraikela	NO
Sitapur	NO
Warangal	NO
NO	**15/15**

6. Utility of RSVY Interventions

6.1 Ranking of districts

For objective assessment of any developmental scheme, it is of paramount importance to make a holistic assessment of the utility of various interventions taken-up under the Scheme. Accordingly, during our field visits, we looked into the utility aspect of the various interventions in the sample blocks.

For assessing the overall utility of various RSVY interventions, a utility matrix was developed. For the purpose, the observed interventions were ranked on a 5-point scale involving three key parameters—perceived quality, usage and satisfaction level of the beneficiaries elicited through physical verification, focus group discussions with the beneficiaries as well as in-depth discussions with the functionaries of the concerned executing agencies. The actual score/rank was computed by taking into account the expenditure incurred on each intervention. The schematic presentation of assessing the overall utility of works is presented hereunder —



The scores of the various interventions thus computed were then consolidated into the scores of the four key sectors (Improving Agriculture Productivity,

Addressing Unemployment, Social Infrastructure and Physical Infrastructure). Subsequently, the sector-wise scores were consolidated to arrive at the overall ranking of the districts. The individual utility-score matrices of all 15 districts are presented in *Annexure 3.1-3.15*. The district-wise composite scores and their corresponding rank is presented in the Table-4.6.

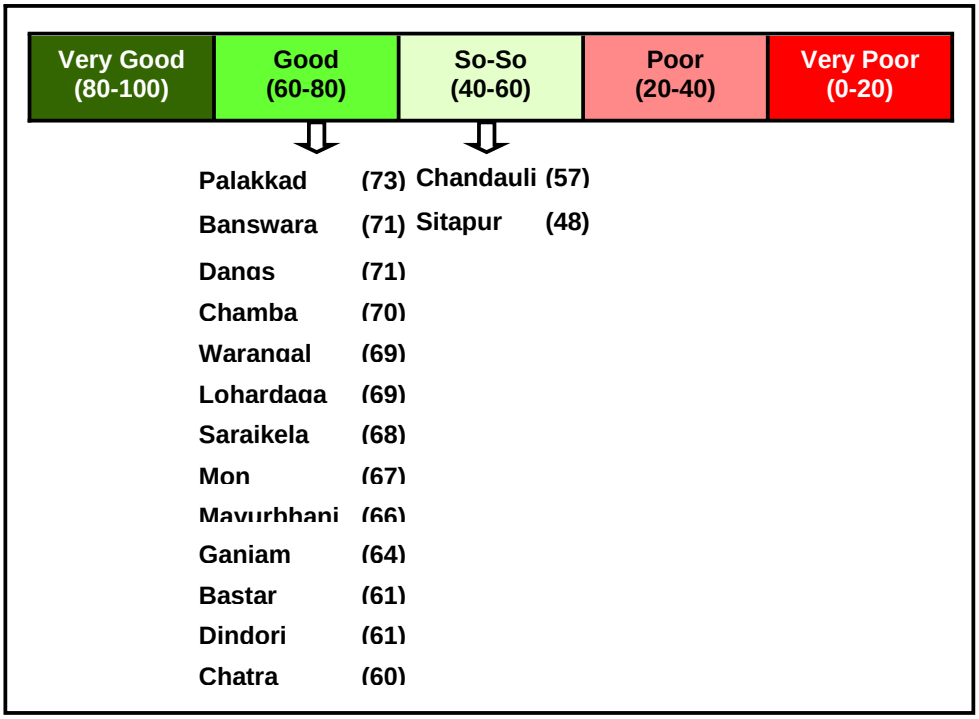
Table-4.6: Utility Score Matrix

District	State	Score	Rank
Palakkad	Kerala	72.90	1
Banswara	Rajasthan	70.76	2
Dangs	Gujarat	70.63	3
Chamba	Himachal Pradesh	70.27	4
Warangal	Andhra	69.30	5
Lohardaga	Jharkhand	69.24	6
Saraikela	Jharkhand	68.25	7
Mon	Nagaland	67.35	8
Mayurbhanj	Orissa	66.06	9
Ganjam	Orissa	64.08	10
Bastar	Chattisgarh	61.17	11
Dindori	Madhya Pradesh	61.12	12
Chatra	Jharkhand	60.41	13
Chandauli	Uttar Pradesh	57.40	14
Sitapur	Uttar Pradesh	48.47	15

6.2 Performance of Districts

For the purpose of performance rating of the districts, a 5-point scale representing 'Very Good', 'Good', 'So-So', 'Poor' and 'Very Poor' categories along with the corresponding range of overall utility scores was used. As can be seen from the score-wise distribution, most of the districts (13 out of 15) fall under the 'Good' category' with overall utility scores between 60 and 80. As regard the remaining two districts (Chandauli and Sitapur of Uttar Pradesh), they fall under the 'So-So' category. Their overall utility scores are found to be 57 and 48, respectively. The aforementioned findings make it ample clear that by and large, RSVY has been able to achieve its objectives and most of the works taken up under the scheme were perceived by the community to be useful.

It may be highlighted that Chandauli district is Naxal affected, while in the case of Sitapur district, a significant proportion of works had been implemented by relatively inexperienced 'other agencies'. These factors could have adversely impacted the overall implementation of the various interventions.



7. Impact of Rashtriya Sam Vikas Yojna

The core objective of RSVY was to put in place programs and policies that would remove barriers to growth, accelerate the development process and improve the quality of life of the people of backward areas, thereby reducing the regional imbalance and disparity with regard to the level of infrastructure and socio-economic parameters. Various interventions aimed at achieving the objectives of scheme with both tangible and intangible benefits were proposed in the District Perspective Plans of the RSVY districts.

For assessing the impact of these interventions, physical verification of various interventions, in-depth discussions with the State/district/block level functionaries, officials of the Line Departments and the beneficiaries were carried out. Further, situation analysis both pre and post implementation of the proposed interventions was also carried out to assess the impact.

7.1 Benefits Accrued

In order to assess the impact of RSVY interventions with tangible benefits (irrigation & connectivity), we have first calculated the proportion of funds invested for implementing such interventions out of the total RSVY budget. Further, we have calculated the annual benefits (monetary) that have resulted because of the implementation of these interventions. Thereafter, comparing the investment and the returns we have calculated the annual Return on Investment (RoI). The said comparison has further been used to rank the districts in descending order of the RoI. High RoI represents the overall high utility and impact of the interventions.

District-wise details of the annual Return on Investment (RoI) are presented ahead—

Table-6.1: District-wise details of the annual Return on Investment (RoI)

Name of the District	Sanctioned Amount (Rs. In lakhs)	Amount Spent on Interventions with Tangible Benefits (Rs. In Lakhs)			% of Sanctioned Amount	Added Benefits per Anum (Rs in lakhs)	Annual RoI (% of Investment)
		Irrigation	Connectivity	Total			
Banswara	4421.76	2597.82	675.63	3273.45	74.03%	973.47	29.74%
Saraikela	4256.80	2576.74	619.95	3196.69	75.10%	855.01	26.75%
Dangs	4500.00	1381.24	244.67	1625.91	36.13%	405.73	24.95%
Lohardaga	4500.00	1835.46	1546.58	3382.04	75.16%	755.27	22.33%
Chatra	4100.97	2048.53	948.96	2997.49	73.09%	570.58	19.04%
Chandauli	4380.23	1728.21	909.40	2637.61	60.22%	461.48	17.50%
Chamba	4497.60	360.50	1237.37	1597.87	35.53%	242.73	15.19%
Pallakkad	4287.18	1751.72	0.00	1751.72	40.86%	234.82	14.60%
Bastar	4378.22	1025.67	1171.75	2197.42	50.19%	318.33	14.49%
Dindori	4153.07	1311.74	643.42	1955.16	47.08	224.41	11.48%
Warangal	4428.01	546.46	1231.75	1778.21	40.16%	175.05	9.84%
Ganjam	4499.98	619.00	1583.65	2202.65	48.95%	194.78	8.84%
Sitapur	4200.21	465.60	1543.87	2009.47	47.84%	171.59	8.54%
Mayurbhanj	4496.38	264.00	1986.98	2250.98	50.06%	191.89	8.52%
Mon	4496.08	0.00	1902.00	1902.00	42.30%	139.52	7.34%
Total	**65596.48**	**18512.69**	**16245.98**	**34758.67**	**52.99%**	**5914.66**	**17.02%**

As presented in table above, Banswara, Saraikela and Dangs clearly emerge as the top 3 districts with maximum annual RoI. On the other hand, Mon, Mayurbhanj and Sitapur emerge as the bottom three districts. It may be noted that in 2 out of the top 3 districts, nearly three-fourth of the district's sanctioned budget was spent of implementing interventions with tangible benefits. As regards Dangs, a little over one-third of the sanctioned budget was utilized for the purpose. It may be highlighted here that in all of the top 3 districts, specialist line departments/agencies and established NGOs were involved in the implementation of the said interventions.

Of the bottom 3 districts, particularly in case of Mon, cent percent of the funds spent for implementing interventions with tangible benefits were for improving the connectivity. In tribal and hilly areas like Mon, even the benefits of interventions like improving connectivity are largely intangible; and the same is reflected in the low RoI of the district. As for the other 2 districts, that is, Sitapur and Mayurbhanj, despite nearly half of their sanctioned budgets utilized for interventions with tangible benefits, the RoIs have not been very encouraging. This can be attributed to the involvement of relatively inexperienced agencies in implementation, poor utility of works and inappropriate monitoring of interventions.

It has been found that all 15 districts taken together, nearly 53 percent of the RSVY funds were used for implementing the interventions with tangible benefits. The overall Return on Investment (RoI) works out to 17 percent clearly indicating that on the whole, RSVY interventions have made a positive impact in addressing backwardness of the districts. In 11 out of the 15 districts, the RoI has been found to be above 10 percent, indicating the positive contribution of RSVY in the development of the district.

7.2 State-wise Impact of RSVY

It is worth mentioning here that it would be too early to assess the long-term impact of RSVY in reducing the regional imbalance and disparity, particularly in term of intangible benefits accrued, as only a little span of time has elapsed since the completion of the scheme and the interventions are still firming their roots. However, we have tried to assess the overall change in the scenario of backwardness in the States resulting mainly from the RSVY interventions. State-wise details of the overall impact of RSVY interventions are presented ahead—

Andhra Pradesh: Significant impact of RSVY interventions is visible in Warangal district. Improved irrigation endowments have brought additional area under cultivation and have in turn substantially increased the farm income. Increased awareness about organic farming and pesticide-free management of crops is sure showing the positive impact of RSVY on the farmers' community. Increased enrolment and retention of students in schools due to the betterment of basic infrastructure, further establishes the positive impact RSVY has made. In addition, enhanced rural connectivity, facilitation of income generation activities in handloom & textile sector, streamlining of animal husbandry sector as a viable alternative livelihood option and development of tribal areas/ population stand testimony to the impact RSVY has made on the lives of the people.

Jharkhand: RSVY came in as a boon for the State affected badly by the Naxal menace. Now, noteworthy changes are visible in the districts of Chatra, Lohardaga and Saraikela. Enhanced rural connectivity and creation of infrastructure in the health & education sector has aided in promoting human and economic development simultaneously. Increased irrigation endowments and awareness generation regarding adoption of appropriate agronomic practices has led to the increase of both production & productivity in the said districts. Better functioning of Anganwadi Centres, effective development of municipal areas, women empowerment through income generation activities, are some more feathers to add in the cap of the State.

Rajasthan: Poverty stricken and inappropriately equipped, the desert State of Rajasthan has always been among the most backward States of the country. Further, tribal and backward districts like Banswara had also been contributing to the overall backwardness of the State. However, implementation of RSVY has changed the face of the State significantly. Concerted efforts for improving irrigation facilities and endowments have led to subsequent improvements in agricultural output, which in turn has led to the increase in overall agricultural income of farmers. Enhanced rural connectivity and better social & physical infrastructure have added strength to the blossoming economic development

in the State. Improved network of Anganwadi Centres has ensured delivery of the six key services to the children in the State. Implementation of various sustainable income generation activities for people belonging to BPL and other backward categories has considerably increased their disposable income. Overall, RSVY has been successful in bringing smiles on the faces of the otherwise deprived people in the State.

Uttar Pradesh: Like Rajasthan, the densely populated and inappropriately equipped Uttar Pradesh has also been among the most backward States of the country. Some districts of the State are also affected by the Naxalite activities. However, RSVY has thrived well in bringing about significant changes in the lives of people in the districts covered under the scheme. For instance, increased irrigation endowments have led to the subsequent increase in agricultural income and improved rural connectivity has aided in suitably tackling the Naxal menace, besides providing a boost to the economic development. Further, implementation of various income generation activities under RSVY has opened up new vistas of economic development for people belonging to BPL and other backward social groups. Improved social & physical infrastructure developed under RSVY has also contributed in changing the face of the State.

Gujarat: The culturally vibrant State of Gujarat also has districts like Dangs, bereft of even the basic facilities like the availability of adequate social & physical infrastructure, irrigation endowments, etc. Although, the district has variety of crafts to boast of, the same had not been properly promoted and marketed. However, the advent of RSVY has improved the lives of people living in Dangs. Intensive activities aimed at improving the irrigation facilities has led to land development and subsequent improvement in agricultural output. This has also aided in checking out- migration. Formation of Women Self Help Groups has led to the economic empowerment of women and in turn, to overall community empowerment. Improvement in the educational infrastructure has positively influenced the enrolment & retention levels of students in schools. Overall, RSVY has been successful in putting in place systems for sustained economic & human development in the State.

Madhya Pradesh: Situated in the heartland of the country, even Madhya Pradesh is among the backward States. Significant proportion of tribal areas/population, poor rural connectivity, lack of irrigation endowments, etc. have always deterred the development of the State. RSVY however changed the whole scenario. Now, supportive infrastructure has been developed for pacing rural development in the State. Enhanced rural connectivity is adding to the development. Creation of social & physical infrastructure has aided in improving the educational and maternal & child health indicators of the State. Improved irrigation facilities & endowments have led to subsequent improvements in agriculture sector, which is visible in terms of increased production & productivity. Further, implementation of income generation activities has significantly improved the economic status of the otherwise deprived sections of the society.

Chattisgarh: Inadequate infrastructure, huge tribal population, Naxal menace, poor rural connectivity, lack of irrigation endowments, etc. are some of the major impediments in the development of the newly created State. Nevertheless, RSVY brought in a ray of hope for the natives of the State. Creation of sustainable physical & social infrastructure has led to the improvements in educational and health indicators. Enhanced rural connectivity has not only helped in tackling the Naxal problems, but has also opened the gates of economic development. Improvement in irrigation facilities and creation of new endowments has led to land development and subsequent improvement in agricultural output and thus, in agricultural income. Improved network of Anganwadi Centres has ensured delivery of the six key services to the children in the district. Implementation of income generation activities has led to the decrease in the overall scenario of poverty in the State. Further, provision of adequate marketing support has ensured sustainable forward linkages for the artisans.

Himachal Pradesh: Although, the picturesque State may be known for its tourist destinations attracting lakhs of tourists every year, but in terms of

overall development, it has fared poorly. Implementation of RSVY interventions however has made a positive impact on the lives of the people of this hilly State. Improvement in irrigation facilities has led to land development and subsequent improvement in agricultural output. The green gold project needs a special mention here, which has contributed significantly in enhancing the income of farmers through vegetable cultivation. Enhanced rural connectivity has now made even the remote locations accessible, thereby opening the gates of economic development for them. This has also reduced the trend of out-migration. Economic empowerment by way of SHG formation has also aided in improving the economic status of the underprivileged communities.

Orissa: *W*ith numerous places of religious and archaeological importance, the State of Orissa is known for its culture and crafts. However, as regards the overall development, the State has fared badly, as is reflected in its socio-economic indicators. RSVY has however marked the beginning of positive change in the State. Agriculture sector has been given boost under RSVY by means of repair, maintenance & construction of irrigation facilities like ponds, water harvesting structures, repairing of canals, etc. This has ultimately led to the increase in both the production and productivity. Enhanced rural connectivity in addition to opening new vistas of economic development has also aided in tackling the Naxal menace. Infrastructure enhancement in educational sector has resulted in increased enrolment and reduced drop-out rates. Furthermore, creation of health sector infrastructure has increased both the accessibility and availability of health services in rural & remote areas. Implementation of income generation schemes and arrangements for ensuring forward linkages have aided in improving the economic status of the economically downtrodden artisans as also in creation of alternative/suitable avenues for income generation. Improved network of Anganwadi Centres constructed under RSVY has aided in ensuring delivery of the six key services to the children in the State. Further, construction of toilet complexes & sinking of tube wells have noticeably improved the water supply & sanitation situation in rural habitations.

Kerala: Gods own land “Kerala” is known for its back waters, temples and culture. Apart from being the first fully literate State, Kerala is amongst the most developed States in the country. Still, a number of districts in the State are not as developed as others, Palakkad being one of them. However, significant works have been executed under RSVY, to bring the district at par

with others in the State. Construction, repair & maintenance of irrigation endowments has led to increase in the net irrigated areas of the district and thus resulting in increased agricultural productivity. Activities like soil testing have also helped in increasing the productivity. Empowerment of women through micro enterprises & leased land farming has aided not only in improving their economic status but also in ensuring the sustainability of their income. Activities like Solid Waste Management and establishment of Effluent Treatment Plant at District Hospital has contributed in improving the sanitation status in the Palakkad Municipal area. In addition, implementation of a major drinking water supply project has ensured availability of potable drinking water to most parts of the district.

Nagaland: Located in the extreme North-Eastern part of India, Nagaland is a vibrant hill State offering rich incomparable traditional and cultural heritage. The State however faces a number of challenges like limited access to health services, inaccessible & remote habitations, undulating topography adversely affecting agriculture, etc. Mon district is no exception in this regard. RSVY however has positively impacted the overall development of the district and the State. Construction of drinking water system, reservoirs, rain water harvesting structures, etc. have ensured availability of drinking water in most of the places. Further, construction of approach roads, agri link roads, bridges/ culverts have aided in connecting the otherwise remote and secluded habitations to the mainland, thereby linking them with various developmental activities. In addition, creation of sustainable physical & social infrastructure has led to the improvements in educational and health indicators. Implementation of activities like Buy Back Revolving Fund for SHGs in non-farm sector and other income generation activities have greatly helped in improving the economic status of people in the district.

7.3 Key Inferences

- Impediments like the Naxal menace, untimely release of funds, mismatch between the planned and implemented interventions, etc. did hamper the implementation of the scheme. Further, on account of the overburdened staff at the district-level not only resulted in unwanted delays in transaction of various activities, but also in poor/inaccurate Management Information System.

- However, based on the findings of the physical verification of various interventions, in-depth discussions with the State/district/block level functionaries, officials of the Line Departments & the beneficiaries, it can be said that the scheme has unarguably had an overall positive impact in terms of realizing its objectives and has aided in the overall development status of the districts/states.
- It has emerged that in a number of instances, not much consideration was given to the then existing scenario of the blocks during the planning stage, which is reflected in the form or sub optimal utility of various interventions.
- The various RSVY interventions in agriculture and allied sectors have led to significant increase in agricultural productivity. In view of the majority of the population living in the rural areas, RSVY has had a direct bearing in improving their quality of life.
- Interventions for enhancing the rural connectivity have been found to be the next most important step in directly addressing the issue of backwardness.

The identification of backward districts within states was made on the basis of an index of backwardness comprising three parameters with equal weights assigned to them — (i) value of output per agriculture worker; (ii) agriculture wage rate; and (iii) share of SC/ST population of the districts. *This implies that the overarching goal of any RSVY-like Scheme aimed at addressing backwardness must be to take up only those works that contribute directly in improving agriculture scenario in an equitable manner. The only other additionality that needs to be considered is improving rural connectivity so as to facilitate movement of agriculture produce from the villages to the market.*

As a matter of fact, the two top ranking districts (Palakkad & Banswara) are the ones where over three-fourth of the RSVY fund was utilized for improving agriculture and rural connectivity.

8. Success & Failure Stories

The RSVY evaluation study has revealed that the scheme has unarguably had an overall positive impact in terms of realizing its objectives and has aided in the overall development status of the districts/states. Some of the success and failure stories with regard to various interventions/works taken up in the 15 sample districts across 11 states are briefly discussed hereunder —

Andhra Pradesh

Warangal

1. Construction of Check dam

Located at Guineelatogy, in Kamaram village of Tadvai block, this check-dam was constructed by ITDA (Minor Irrigation) with an expenditure of Rs. 9.20 lakhs. According to the farmers living in and around its catchment area, around 40 households have benefited and nearly 70-80 acres can now be irrigated from this check-dam.

Check Dam Village-Kamaram
Block-Tadvai, District-Warangal

(Overall Utility: Good)

2. Non-Pesticidal Management (NPM) Activities

For the propagation of non-chemical approaches of pest management to develop sustainable agriculture and livelihood opportunities of the small and marginal farmers, capacity building and replacing chemical pesticides with the locally available materials was taken-up under RSVY. During our interaction with the farmers of Zafargadah block, it was revealed that they were provided training by an NGO, named MARI on NPM and the use of vermi-compost. According to them, the co-operative formed by 30 farmers

NPM Activities, Maize Plant
Block-Zafargadah, District-Warangal

had benefited from the scheme in terms of savings from lesser use of pesticides and fertilizers. Instead of chemical pesticides, they are now using bio-pesticides and have even reduced the use of urea and DAP.

(Overall Utility: Good)

Chhattisgarh

Bastar

Promotion of Handicrafts

Handicrafts and artisans have been integral part of Bastar for ages. Bastar district houses 20000 to 25000 artisans engaged in manufacturing of various types of handicrafts, especially bell metal, terracotta and iron handicrafts. The artisans are gifted with traditional skills. However, considering the fast changing global scenario, these artisans need to properly educated and supported to enable them assess the changing demands of the national and international market.

In order to promote the handicraft sector and build the capacities of artisans, various interventions were undertaken under RSVY. The key interventions include skill enhancement and provision of advance tools along with common facility center (CFC). The details of beneficiaries of various crafts are presented in the table. These beneficiaries were provided training for a period of 3 months. The total expenditure on the artisan development initiative was reported to be Rs. 23.06 lakhs. During the focus group discussion with the artisans, it was found that this RSVY intervention has helped in increasing the overall awareness level among the artisans with regard to working with the advance tools and consequently in increasing the productivity of the various handicrafts manufactured by the beneficiaries. They unanimously agreed that this RSVY initiative was quite useful to them.

Handicrafts	Artisans			BPL Households
	Male	Female	Total	
Terracotta	160	60	220	77
Bell Metal	25	25	50	15
Iron	60	-	60	21
Total	**245**	**85**	**330**	**113**

Gujarat

Dangs

Dairy Development

Milk collection centre: Village & GP Galgund

The milk cooperatives promoted under RSVY have really come as a boon for the tribal people of Dangs. With small land holdings and mostly rain-fed crops, there was little scope of income generation from agricultural produce. Formation of around 150 Milk cooperative groups under RSVY all across Dangs has significantly improved the picture. These Groups are promoted by Vasudhara, a Government dairy. It has provided the group members cows at 50 % subsidy. The system works fine for the group members as well as the promoting institution Vasundhara. It is a win-win situation for both, as the loaning bank has an MoU with the dairy, and the latter ensures that the repayment schedules are strictly adhered to by the group members. The milk chilling centres at Waghai and Subir ensure that the milk remains safe for transportation to distant places, as far as Nagpur & Mumbai. The group members are now able to earn an additional monthly income of Rs. 3000-5000, depending on the number of cows that they own.

(Overall Utility: Good)

Himachal Pradesh

Chamba

Income Generation through Floriculture

With favourable climate in the State and proximity to the ready market in Delh, prospects of floriculture has always been quite promising. Under RSVY farmers of Gram Panchayat Saho (Block Chamba) were motivated to take up floriculture as income generating activity. They were taken on

exposure trips to Himachal Pradesh Krishi Vishwavidyalaya (Palampur) and to the fields of some other private producers in Kangra district. Subsequently, they were trained on the concept of Green House for flower cultivation. Prior to RSVY, the farmers were cultivating only Marigold, that too only during monsoon season. Under RSVY, farmers have set up their Greeen Houses and are now growing exotic flowers and are now able to realize a sale of more than Rs. 65,000/- per season with a net profit of around Rs. 35,000/-. The success of this intervention has inspired many more farmers in the area to take up floriculture as an income generating activity. During our visit it was found that more than 65 farmers of the Gram Panchayat Saho are now involved in floriculture.

(Overall Utility: Good)

Jharkhand

Lohardaga

Lift Irrigation with Pump House

Under RSVY, a number of lift irrigation with pump house systems were created with a total cost of Rs. 383.69 lakhs in Lohardaga district of Jharkhand. During our visit to the district, focus group discussions were held in 4 villages — Semardih, Datma, Banpur and Huahar of Kisko block in order to assess the perceived utility and quality of this intervention. It was found that these systems of lift irrigation with pump houses were set-up by an NGO, named PRADAN. Further, it was also mentioned by the FGD participants that during pit digging for installation of pipeline and outlets, the community members had contributed in terms of physical labour. Most of the participants admitted that the work done by the NGO — PRADAN was quite satisfactory.

Microlift Irrigation, District-Lohardaga

Microlift Irrigation
Block-Kisko, District-Lohardaga

It was also reported that the user groups under the supervision of PRADAN are managing operation & maintenance of the assets. They also maintain records and accounts, besides collecting user fees at the rate of Rs.20/- per hour, out of

which Rs. 5/- goes to the operator and the rest Rs. 15/- is saved for the maintenance purpose. As regards the benefits, people are now able to irrigate a much larger area (up to 20 acres) compared to only 5-6 acres in the past.

(Overall Utility: Good)

Saraikela

1. Rural Connectivity

Construction of CC road from NH-33 to Jayda Temple in Gram Panchayat Ghoranegi of Chandil block was taken-up under RSVY with an expenditure of Rs. 10.86 lakhs. From the physical appearance, it was found that the quality of this cement-concrete road was quite good. Discussions with the people revealed that this road has greatly helped both the devotees coming to the Jayda temple as well as other commuters.

(Overall Utility: Good)

2. Integrated Vegetable Farming

Under the integrated vegetable farming scheme, Self Help Group (SHG) members were provided training on scientific methods of vegetable farming. According to the district MPR, an amount of Rs. 5.85 lakhs was utilized for the purpose of integrated vegetable farming on 25 Decibel land. During our visit to the Rajnagar and Chandil blocks of Saraikela, focus group discussions were conducted with the female beneficiary members of the self help groups, namely, Santoshi, Berozgar, and Laxmi & Mansa in Kushnopur and Masuribera villages. According to the beneficiaries, they had immensely benefited from the scheme and strongly recommended that such schemes may be replicated in other villages also.

(Overall Utility: Good)

Women Beneficiaries of Integrated Vegetable Farming District-Saraikela

Integrated Vegetable Farming Village-Masuribera, GP– Khunti Block–Chandil, District-Saraikela

Chatra

Health Sub-centres

Under the social infrastructure head, our team had visited Tandwa and Chatra blocks to make an assessment of the utility and quality of the health sub-centers constructed in the various villages/gram panchayats. The first sub-center located in village Tikar-I was constructed with an expenditure of Rs. 146007/- and was reported to be completed in March 2006. However, it was found that the sub-center was in a bad physical condition without doors or flooring.

As regards the other sub-center located in the village & GP – Raham, it was constructed with an expenditure of Rs. 1,88,400/- and reported to have been completed in October 2005. However, the sub-center was found to be non-functional at the time of our visit in 2008, even 3 years after its completion. Block Development Office was reported to be the executive agency for this work.

Health Sub-centre, Village & GP-Raham Block-Tandwa, District- Chatra

(Overall Utility: Bad)

Kerala

Palakkad

1. Rice Productivity Enhancement

Palakkad is the predominant rice-producing center, accounting for one-third of the total rice production in the State. The yield in this potential tract is more compared to the other parts of the State. There has been a felt need for improving the rice productivity through strengthening the technology support.

Rice productivity enhancement through introduction and popularisation of new technologies and farm mechanization was the major intervention taken up under RSVY in Palakkad district. High yielding varieties, use of anti-transpirants, seed hardening, etc. were introduced under the scheme. The intervention was jointly taken-up by Kerala Agriculture University & Department of Agriculture. Out of Rs. 397.45 lakhs released, Rs. 391.36 lakhs was utilized

on this intervention. Under the scheme, farmers were given threshers and they were educated on the use of improved technology for controlling the pest menace.

During our interaction with the members of the Panniperandula Padasekhara Samiti (comprising of 60-80 families) in the Takkedesham village of Nallepalli GP, we were told that they have immensely benefited from the scheme. In terms of direct benefits, it was reported that the cost of threshing has now significantly reduced from Rs. 2000/- to around Rs. 400/- per acre. Besides, this has also resulted in improved farming practices among the community. Altogether, 29 such groups in the block have reportedly benefited from this rice productivity enhancement intervention under RSVY.

(Overall Utility: Good)

Farmers with Paddy Thresher
Village-Takkedesham
Block-Alathur, District-Palakkad

Paddy Field
Village- Takkedesham, Alathur
Block-Alathur, District-Palakkad

2. Renovation of Weir

Located at Varattyar river (flowing from Tamilnadu to Pattambi), the weir was renovated in the year 2004 at the cost of Rs. 5.00 lakhs. Besides, construction of a canal system was also taken up with an expenditure of Rs. 15.00 lakhs. Focus group discussion with the farmers revealed that the weir has a culturable command area (CCA) of around 300 acres. According to them, the renovation work had been quite satisfactory and they are meeting their irrigation needs from this weir.

Muthukunder Weir, Block-Chittoor,
District-Palakkad

(Overall Utility: Good)

Madhya Pradesh

Dindori

1. Construction of Vermi Compost Pit

Vermi Compost Pit
Village-Jogitikariya, GP–Tendumer
Block-Dindori, District-Dindori

Construction of vermi-compost pits was taken-up under RSVY towards improving agriculture productivity and avoiding the use of chemical fertilizers. These pits were constructed at the cost of Rs. 5,020/- each. During our visit to village Jogitikariya of Tendumer Gram Panchayat of Dindori block, we found that the vermi-compost pits were not provided with proper cover and consequently, the beneficiaries were not using it for the purpose of compost fertilizer. Instead, we found these pits being used for disposing garbage. Further probing revealed that the beneficiaries were not provided any formal training on composting.

(Overall Utility: Bad)

2. Construction of Stop Dam-cum-Causeway

Stop dam-cum-causeway
GP–Debra, Block-Dindori, District-Dindori

This Stop Dam-cum-Causeway, measuring 60m x 3m was constructed on river Kharmer with an expenditure of Rs. 33.69 lakh. During our interaction with the people living in and around the catchment area (Debra Gram Panchayat of Kisko block), we were told that before construction of this dam, the strong water current of the river Kharmer posed major problems for people in bathing and washing clothes on the riverbank. Besides, people used to travels much longer distance from Debra Gram Panchayat to the nearest ward of Dindori Nagar Palika. According to them, construction of this dam-cum-causeway has not only helped people in using the river water for bathing and washing of clothes in a risk free manner, but has also provided an all-weather connectivity to

Dindori Nagar Palika. Further, the construction has arrested the strong current, thereby facilitating improved ground water recharge that is witnessed by the increased ground water level in the catchment area.

(Overall Utility: Good)

3. Construction of Police Thana Bhawan

Police Station, GP-Vikrampur
Block-Dindori, District-Dindori

In order to tackle Naxalite menace, Police Station building was constructed in Vikrampur Gram Panchayat with an expenditure of Rs. 12.50 lakhs. Our interaction with the police personnel as well as the villagers revealed that earlier, the police station was functioning from the two rooms of the Panchayat Bhawan for which an amount of Rs. 500/- was paid as monthly rent. They reported that not only was the space grossly inadequate, the physical condition of the building was also bad (water leakage during rainy season) and there was no separate room/cell for female detainees. The new building has separate cells for male and female detainees, besides an investigation and a wireless room, besides proper water and toilet facility. Under this police station, a total of 52 villages of 25 Gram Panchayats are covered.

(Overall Utility: Good)

Nagaland

Mon

Tea Cultivation

Mon Tea has turned out to be a ray of hope for the people of Mon district of Nagaland. During our visit to a tea garden in Tanhai village under Wakching Block of the district, we were informed that under RSVY, the farmers are being promoted to go in for exclusive tea cultivation, instead of their earlier practice of mixed farming. According to the Project

officer of DUDA 'Quality of Mon tea is like Darjeeling tea with a distinct flavour' and majority of the district's population believes that Mon tea can compete with Darjeeling tea. As a matter of fact, Mon tea has already started attracting dealers from various tea processing centres in and around the State. It may be highlighted that farmers are not using any pesticides or chemical fertilizers for tea cultivation. The district officials are promoting this feature to ensure a better market share in the international market. This intervention has motivated other farmers in the district for taking up tea cultivation.

(Overall Utility: Good)

Orissa

Ganjam

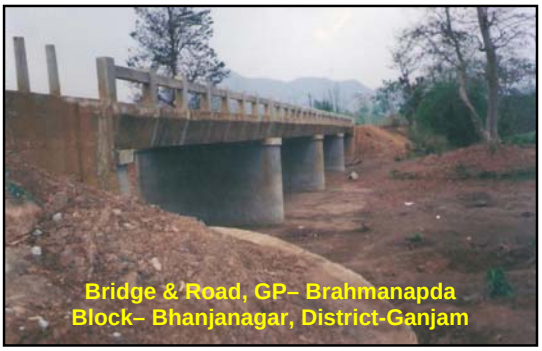
1. Construction of School Building

School Building, GP–Jilundi, Block–Bhanjanagar, District-Ganjam

Under the improvement of social infrastructure head, four rooms (3 classrooms & 1 office room) have been constructed in the Jilundi High School located in Jilundi Gram Panchayat of Bhanjanagar block. The construction was taken-up Rural Development department with a total cost of Rs. 9.29 lakhs. Discussion with the teachers revealed that the classes of 8th, 9th & 10th standard will be held in these newly constructed rooms and around 170 students can be accommodated in these rooms. According to them, the school was very much in need of these additional rooms and they felt that the money was well spent on this intervention.

(Overall Utility: Good)

2. Construction of Bridge



Bridge &'Road, GP– Brahmanapda Block– Bhanjanagar, District-Ganjam

In order to improve rural connectivity, one bridge has been constructed over Kanikiyari nullah along the Gallery-Kupati road. The area falls under the Gram Panchayat Brahmanapda of Bhanjanagar block. The Executing Agency for this RSVY intervention was the Rural Development

department. The total construction cost of the bridge was Rs. 77.50 lakhs. This bridge has improved the connectivity to many villages in the remote areas, which were otherwise inaccessible, especially during the rainy season, as revealed by the participants of the focus group discussion.

(Overall Utility: Good)

Mayurbhanj

1. Construction of Toilet Complex

Under the social infrastructure head, construction of a toilet complex at the cost of Rs. 6.09 lakhs was taken-up. The complex was constructed at Tribal Girls' hostel attached to the Kukudimundi Sevahram for SC/ST students located in village Kukudimandi of Kulaisila Gram Panchayat. Altogether, six latrines and six bathrooms have been constructed in the toilet complex. Two water storage tank of 1000 litres capacity each, attached to a 3HP submersible pump are also provided to ensure regular water supply in the toilet complex.

Toilet Complex, Village-Kukudimandi GP– Kulaisila, Block-Rairangpur, District-Mayurbhanj

Our interaction with the teachers and students revealed that a total of 246 girl students studying in class I to class VIII were residing in the hostel. All of them were found to be quite satisfied with this RSVY initiative and they mentioned that before construction of this toilet complex, the students faced a lot of difficulties.

(Overall Utility: Good)

2. Construction of Agriculture Market Yard

To facilitate marketing of agriculture produce in the rural areas, Agriculture Market Yards were constructed under RSVY. During our visit to Mayurbhanj district of Orissa, we conducted on-spot verification and assessment of the utility/quality of one such agriculture market yard

Agriculture Market Yard Village-Gorumahishani, GP–Kulaisila Block-Rairangpur, District-Mayurbhanj

located at village Kulaisila under Kulaisila Gram Panchayat of Rairangpur block. Constructed with an expenditure of Rs. 5.00 lakhs, this market yard shown in the picture alongside can accommodate 10 vendors along with their agriculture produce. During our interaction with the villagers, we were told that the village had a weekly market on every Tuesday. According to them, ownership of the market shed lies with the Gram Panchayat and a nominal user fee of Rs. 25/- per day is collected from the traders using this facility.

(Overall Utility: Good)

Rajasthan

Banswara

1. Electronic Milk Tester

Rearing in-mich animals has been the additional income generation activity for ages in Rajasthan and Banswara is no exception to it. Going a step further, a milk collection centre has been constructed under RSVY in Gram Panchayat Mor of Banswara district. In addition, Electronic Milk Testers (EMT) and Weighing Machine were also provided under the scheme.

The overall management and facilitation of the centre's activities is being handled by the Mor Doodh Utpadan Samiti (established under RSVY). The uniqueness of the intervention lies in the mode of payment to the members. They are paid on the basis of fat content in the milk they bring for sale. The cooperative has fixed the rate of milk to be Rs. 2.60/- per 1 percent of fat content per litre. Further probing revealed that each member brought in around 3 litres of milk per day with the average fat content varying between 6-8 percent. Thus the daily income of memberswas found to be Rs. 16/- to Rs. 21/- per litre, implying an additional income of Rs. 1400-1900/- per month. This has motivated people to find out ways to enhance the fat content in the milk by adopting better animal feeding & management practices.

(Overall Utility: Good)

2. Construction of Check Dam

Swachch Pariyojana, a Government promoted society was involved in the construction of one of the check-dams and other civil works in Banswara district. In the tribal district of Banswara, which has very limited irrigation endowments, this is one the highly desirable interventions. However, this check dam has been constructed without properly ascertaining the suitability of the construction site. This has resulted in limiting the water supply to the other check dam downstream. Thus, rather than making available water for irrigation to the extended catchments area, this check dam has in fact limited the catchments of the already existing check dam downstream. Besides little or no utility, this also brings to light the fact that jobs of technical nature should be assigned to specialist agencies and not to the new or relatively inexperienced ones.

(Overall Utility: Bad)

Uttar Pradesh

Sitapur

1. Road Construction

In Panchayat Samiti Sidhauli of the district, Samaj Kalyan Nigam was commissioned to construct 1.3 km of road length under RSVY (Mahmoodabad Road to Ghazipur Road with an estimate of Rs. 26.13 lakh. During our field visit, it was found that the villagers had cut across the road to make passage for rainwater that had accumulated on one side of the road. In the absence of proper drainage, the road was acting as a dam during rainy season. The road being at a higher level than the plinth level of houses situated alongside, it acted as a check dam and flooded the low lying houses. It may be highlighted that as per the standard norms, at least 2 water

passages should be provided per km of road. However, this practice was not followed during the construction of this road. To allow for the passage for the rainwater, the road was dug out at many places rendering it of little or no utility.

(Overall Utility: Bad)

2. Gopal Yojna

District Sitapur had introduced Gopal Scheme for improving the health care services for animals and subsequent increase in income of rural youth through enhancement in milk yield and by providing marketing support. It was envisioned that the scheme would aid in uplifting the general scenario of animal husbandry in the district and also help in enhancing the income to the members of the rearer groups. Under the scheme, a Gopal Group was formed in each of the 10 blocks. The members of Gopal Group were nominated by the 80 rearer groups in each block. Each Rearer Group was given a revolving fund of Rs. 10000/-, thus a total of Rs. 80 lakhs were distributed in the district among the rearer groups. Further, each Gopal Group was provided a revolving fund of Rs. 50000/-, thus making a total of Rs. 5 lakhs for 10 blocks of the district. In all a sum of Rs. 85 lakh was involved in the scheme. It was found that the scheme did not fare well due to the stringent loaning conditions according to which only 5% of the loan amount was to be given at a time and no further loaning was allowed till the previous loan was returned. As reported, in most of the groups, the initial 5% loan amount was not returned. Thus the remaining 95% of the revolving fund remained unutilized. The scheme was found to be defunct in almost all the blocks of the district.

(Overall Utility: Bad)

3. Drainage Construction

Chakra Tirtha—Namisharanya is a famous pilgrimage in Sitapur attracting a large number of devotees. However, in absence of proper drainage system was degrading the sanctity of the place. Accordingly, with an estimated cost of Rs. 100 Lakh, construction of drainage around Chakra Tirtha was taken up under RSVY. Uttar Pradesh Projects Corporation was commissioned for the implementation of this intervention. It was found that due

to flawed engineering design and in the absence of any provisioning for repair and maintenance, the drainage system could not sustain long and got worn out very soon; a huge sum of Rs. 100 lakhs literally going down the drain.

(Overall Utility: Bad)

Chandauli

1. Lift irrigation Scheme

This 50 cusec capacity Lift irrigation Scheme was taken up under RSVY in Newajganj (West) of Chakia block wioth an expenditure of Rs. 74.0 Lakhs. Set up on a floating barge, there are 5 pumps, 10 cusec capacity each, coupled with 125 BHP, 3-phase induction motor. Our interaction with the beneficiary and other villagers residing in the command area revealed that due to low voltage, the full capacity of 50 cusec is not realized. Generally, 3 out of the 5 pumps are operated for an average of 8-10 hours a day, thus supplying around 30 cusecs of discharge. As a result, some of the farmers having land in the tail area are not getting water, as complained by them during our interaction. Otherwise, the scheme has benefited most of the farmers in the command area, as admitted by them. As per the records, the total irrigated area has been shown as 1397 ha for three crops (Rabi, Kharif & other-Maize) and the benefit-cost ratio of the project claimed as 1.93:1.

(Overall Utility: Good)

2. Construction of Postpartem Centre

Under RSVY, this 30-bedded 'Mahila Wing' at the Postpartem Centre in Mugalsarai was constructed at the cost of Rs. 99.51 Lakhs) by the 'Construction & Design Services (C & DS)' wing of the Health Department. Earlier, there was a Primary Health Centre at this place. During our interaction with the Chief Medical Officer, we were informed that this postpartum centre

was soon going to become ‘Rajkiya Mahila Chikitsalaya (Government Female Hospital). During our visit to the hospital, we found it quite busy with a large number of female patients. Discussion with the Medical Superintendent revealed that after construction of the new building, OPD cases have doubled and they are attending around 100 OPD cases per day. As per the records, there were 2500 OPD cases and 55 deliveries in one month (25.8.08 to 24.9.08). The patients appeared to be satisfied with the quality of care at this hospital.

(Overall Utility: Good)

9. Key Findings & Lessons Learnt

It needs no emphasis that the strategies aimed at addressing regional imbalance should be formulated with due stress on their incentive effects. When special dispensations are offered to backward areas, care must be taken to ensure that they achieve the desired outcomes besides promoting self-reliance. In order to achieve the objectives and goals of any development scheme, it is essential that its strengths are sustained and consolidated, and that the shortcomings are minimized through applying the lessons learned. The following discussion should be viewed in this context.

9.1 Planning

There is a famous saying — 'Well begun is half done'. In the context of RSVY, a need-based, technically sound and well-prepared district perspective plan is like half the job done. However, it was not to be so in case of all the 15 districts. The analysis of budgetary provision in the perspective plan and the actual expenditure on various sectors has revealed that in five districts, namely, Warrangal (Andhra Pradesh), Pallakad (Kerala), Mayurbhanj (Orrissa), Mon (Nagaland) and Dangs (Gujarat), the implementing agencies strictly adhered to the plan and consequently, there were very trivial or no deviations in the amount proposed in the DPPs for various interventions and the amount actually spent on them.

Further, in the case of 8 districts, there were only some deviations in the funds actually spent as against the proposed in DPP, while major deviations were observed in the case of Sitapur (Uttar Pradesh) and Bastar (Chattisgarh) districts. For instance, in the case of Sitapur, 34 percent of the total funds was proposed for improving agriculture, but only 15 percent was actually spent. Similar situations were observed in Bastar district as well (Table ahead).

Interventions	Planned Vs Actual Expenditure									
	Sitapur		Chandauli		Banswara		Chatra		Saraikela	
	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual
Improving Agriculture	1596 (35%)	630 (15%)	591 (13%)	1752 (40%)	3810 (83%)	2918 (66%)	2209 (49%)	2576 (59%)	2907 (64%)	2724 (64%)
Addressing Unemployment	912 (20%)	210 (5%)	227 (5%)	88 (2%)	92 (2%)	44 (1%)	135 (3%)	218 (5%)	273 (6%)	0 (0%)
Social Infrastructure	730 (16%)	1428 (34%)	636 (14%)	613 (14%)	643 (14%)	310 (7%)	496 (11%)	262 (6%)	999 (22%)	681 (16%)
Physical Infrastructure	1368 (30%)	1932 (46%)	3089 (68%)	1708 (39%)	0 (0%)	663 (15%)	1668 (37%)	1310 (30%)	363 (8%)	809 (19%)
Total	**4560 (100%)**	**4200 (100%)**	**4543 (100%)**	**4380 (100%)**	**4591 (100%)**	**4422 (100%)**	**4508 (100%)**	**4365 (100%)**	**4542 (100%)**	**4257 (100%)**

(Contd.)

Interventions	Planned Vs Actual Expenditure									
	Lohardaga		Chamba		Dangs		Palakkad		Warangal	
	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual
Improving Agriculture	1716 (37%)	2160 (48%)	1170 (26%)	1214 (27%)	2968 (59%)	2502 (54%)	4000 (80%)	3344 (78%)	1046 (23%)	1063 (24%)
Addressing Unemployment	464 (10%)	630 (14%)	135 (3%)	360 (8%)	1107 (22%)	1575 (34%)	400 (8%)	171 (4%)	318 (7%)	354 (8%)
Social Infrastructure	649 (14%)	135 (3%)	1935 (43%)	1079 (24%)	553 (11%)	324 (7%)	650 (13%)	772 (18%)	1864 (41%)	1727 (39%)
Physical Infrastructure	1809 (39%)	1530 (34%)	1305 (29%)	1754 (39%)	503 (10%)	232 (5%)	0 (0%)	0 (0%)	1318 (29%)	1240 (28%)
Total	**4639 (100%)**	**4500 (100%)**	**4500 (100%)**	**4498 (100%)**	**5031 (100%)**	**4634 (100%)**	**5000 (100%)**	**4287 (100%)**	**4546 (100%)**	**4428 (100%)**

(Contd.)

Interventions	Planned Vs Actual Expenditure									
	Mon		Ganjam		Bastar		Mayurbhanj		Dhindori	
	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual
Improving Agriculture	855 (19%)	854 (19%)	1530 (34%)	1215 (27%)	1665 (37%)	1051 (24%)	585 (13%)	540 (12%)	1319 (30%)	1412 (34%)
Addressing Unemployment	360 (8%)	315 (7%)	405 (9%)	90 (2%)	1665 (37%)	569 (13%)	225 (5%)	90 (2%)	703 (16%)	41 (1%)
Social Infrastructure	900 (20%)	899 (20%)	900 (20%)	1305 (29%)	495 (11%)	919 (21%)	1665 (37%)	1888 (42%)	1099 (25%)	1661 (40%)
Physical Infrastructure	1800 (40%)	1888 (42%)	1440 (32%)	1575 (35%)	675 (15%)	1795 (41%)	2115 (47%)	1978 (44%)	1231 (28%)	1038 (25%)
Total	**4500 (100%)**	**4496 (100%)**	**4500 (100%)**	**4500 (100%)**	**4500 (100%)**	**4378 (100%)**	**4500 (100%)**	**4496 (100%)**	**4397 (100%)**	**4153 (100%)**

Community Involvement

The study has revealed that there was little or no community involvement during the planning process in 10 out of the 15 districts (Table alongside). As a result, wide variations were observed between the planned and executed interventions. This was in contrast with the Planning Commission guidelines circulated to the districts, which clearly stated that a decentralized planning approach was to be followed by the districts wherein all key stakeholders, including the community should be adequately represented in the planning process.

District	Community Involvement
Banswara	YES
Bastar	YES
Chamba	NO
Chandauli	NO
Chatra	NO
Dangs	NO
Dindori	YES
Ganjam	NO
Lohardaga	NO
Mayurbhanj	NO
Mon	YES
Palakkad	YES
Saraikela	NO
Sitapur	NO
Warangal	NO
YES—5/15, NO—10/15	

Thus, the focus should be on need-based interventions/activities, instead of filling the line department-wise/sector-wise gaps. To ensure this, it is imperative to ensure active community involvement at all stages (planning, implementation and monitoring & maintenance).

It may be highlighted that while promotion of participation in planning (bottom-up approach) leads to the ownership of plans at the level of community as well as the elected representatives, generally they are not enthusiastic or self-motivated to participate in the decentralized planning process, largely due to lack of proper understanding of the nature and scope of the large-scale schemes. Accordingly, it is imperative to build the capacities of the PRI members/community so that they can be actively involved in all aspects of program planning, implementation and monitoring.

SWOT Analysis & Benchmark Survey

In order to ensure that the district plans are based on the actual needs and aspirations of its population, it is of paramount importance that proper SWOT analysis and benchmark survey is completed before plan preparation. However, it was found that SWOT analysis was conducted only 11 out of the 15 districts prior to preparing their annual plans. Lack of capacity at the district level may be a reason for not conducting the SWOT analysis. Similarly, it was

also found that in only 5 out of the 15 districts, a benchmark survey was actually conducted prior to plan preparation (table ahead).

District	SWOT Analysis	Benchmark Survey	District	SWOT Analysis	Benchmark Survey	District	SWOT Analysis	Benchmark Survey
Banswara	YES	YES	Dangs	YES	YES	Mon	YES	YES
Bastar	NO	NO	Dindori	YES	YES	Palakkad	YES	NO
Chamba	YES	NO	Ganjam	YES	NO	Saraikela	YES	YES
Chandauli	NO	NO	Lohardaga	YES	NO	Sitapur	NO	NO
Chatra	NO	NO	Mayurbhanj	YES	NO	Warangal	YES	NO
Yes 11/15, No5/15								

For all future schemes, the districts should conduct SWOT analysis and benchmark surveys.

Engagement of Professional Agency

The Planning Commission's guidelines also recommended that a professional institution should be hired for preparation of plan and an amount of Rs. 4.00 lakh to Rs. 5.00 lakh could be allocated for this purpose. However, the study has revealed that in only 5 out of the 15 districts (Table alongside), a specialist agency/consultant was hired for preparation of district perspective plan. It may be highlighted that the districts showing maximum deviations (Sitapur and Bastar) between the planned and actual expenditure were those that had not used the services of a professional agency for plan preparation.

District	Engagement of Professional Agency
Banswara	YES
Bastar	NO
Chamba	NO
Chandauli	NO
Chatra	NO
Dangs	YES
Dindori	YES
Ganjam	NO
Lohardaga	NO
Mayurbhanj	NO
Mon	YES
Palakkad	YES
Saraikela	NO
Sitapur	NO
Warangal	NO
YES—5/15, NO—10/15	

Thus, in view of the limited capacity of the districts and the Planning Commission's guidelines, the need for services of a professional agency can hardly be overemphasized.

9.2 Implementation

Equitable Distribution of RSVY Funds

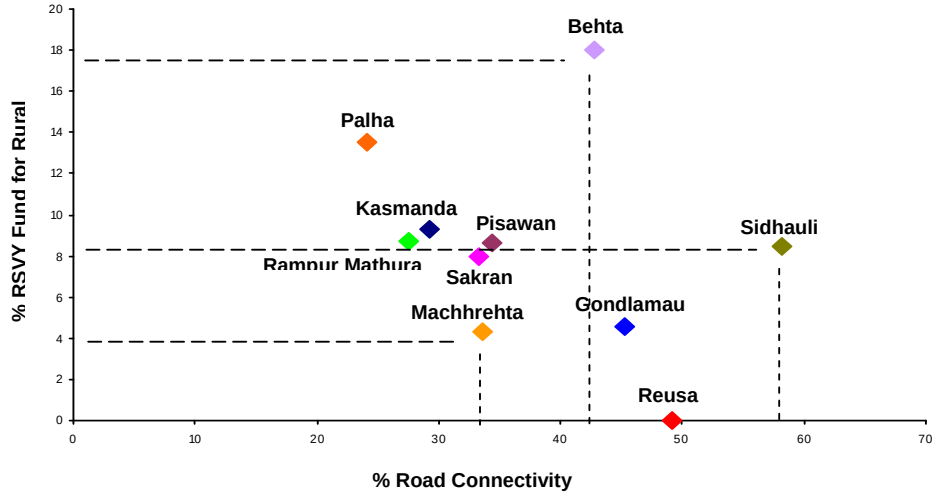
The essence of Rashtriya Sam Vikas Yojana lies in addressing inequality in development by way of providing additional funds to the backward areas in an

equitable manner. However, in-depth analysis of district perspective plans & the consolidated progress reports of various districts have revealed that RSVY funds received by the backward districts were not distributed to the blocks in an equitable manner. Instead of taking up the much-needed interventions in more backward and vulnerable blocks, priority was given to the better off blocks.

For example, in Sitapur district, block-wise analysis of RSVY funds shows that the road connectivity of Sidhauli block (58%) is nearly twice that of the Machhrehta block (34%), while the proportion of funds spent on improving rural connectivity was found to be paradoxically much higher (twice) in case of the former block (8.5%) than the latter (4.3%), as shown in the following chart.

Block	Rural Connectivity	Proportion of RSVY Funds Spent on Rural Connectivity
Reusa	49.2%	0.0%
Behta	42.7%	18.0%
Pahla	24.1%	13.5%
Gondlamau	45.3%	4.6%
Rampur Mathura	27.6%	8.7%
Machhrehta	33.6%	4.3%
Kasmanda	29.2%	9.3%
Pisawan	34.4%	8.6%
Sidhauli	58.2%	8.5%
Sankran	33.3%	8.0%

Chart-9.1: Block-wise Status vis-à-vis RSVY Funds Received for Improving Rural Connectivity



For all future schemes, in each backward district, the focus should be only on the basis of the actual needs of the most disadvantaged and deprived blocks, instead of trying to go in for universal coverage of all the blocks. Only then, the scheme can have any noticeable impact on the quality of life of people living in the backward areas.

Change of Guard

In order to ensure proper implementation of any program/scheme, it is imperative that consistency in direction and guidance is maintained at all times, especially in the context of key program officials. However, it was found that the key district officials (District Magistrate/Chief Development Officer/ Chief Executive Officer) had changed at least once during the implementation of RSVY in each of the 15 districts (Table alongside). Consequently, the change of guard distorted the momentum of the implementation and line of action, thereby adversely affecting the timely execution of the activities.

District	Change of Guard (At least once)
Banswara	YES
Bastar	YES
Chamba	YES
Chandauli	YES
Chatra	YES
Dangs	YES
Dindori	YES
Ganjam	YES
Lohardaga	YES
Mayurbhanj	YES
Mon	YES
Palakkad	YES
Saraikela	YES
Sitapur	YES
Warangal	YES
YES	**15/15**

Instead of frequent change of guard at the higher level, it would be highly desirable that the key program implementation officials are retained for the full period of the Scheme. Only then the direction and pace of program implementation can be maintained.

9.3 Monitoring

Community ownership, management and monitoring is the key to ensure the sustainability of any developmental activity. However, the analysis of the findings reveals that in 11 out of 15 districts, community involvement in the monitoring process was found to be missing (Table alongside).

As already mentioned, it is imperative to ensure active community involvement at all stages (planning, implementation and monitoring & maintenance). Only then, the sustainability of assets can be ensured in the long run.

District	Community Involvement
Banswara	NO
Bastar	NO
Chamba	NO
Chandauli	NO
Chatra	YES
Dangs	NO
Dindori	NO
Ganjam	NO
Lohardaga	YES
Mayurbhanj	NO
Mon	YES
Palakkad	NO
Saraikela	YES
Sitapur	NO
Warangal	NO
YES—4/15, NO—11/15	

9.4 Maintenance of Assets

According to the Planning Commission guidelines, it should be ensured that the schemes are sustainable and wherever possible future maintenance of assets should be planned with care and built into the program so that the assets created are useful and maintained even after the scheme is over. However, this important provisioning was found to be missing in the perspective plans of all the 15 study districts. In absence of proper maintenance, the assets created were being sub-optimally utilized and in some of the cases were rendered useless.

District	Availability of Funds for Maintenance
Banswara	NO
Bastar	NO
Chamba	NO
Chandauli	NO
Chatra	NO
Dangs	NO
Dindori	NO
Ganjam	NO
Lohardaga	NO
Mayurbhanj	NO
Mon	NO
Palakkad	NO
Saraikela	NO
Sitapur	NO
Warangal	NO
NO	**15/15**

In order to ensure sustainability of the assets created under the scheme, it is imperative to put in place a system of upkeep & maintenance with adequate budgetary provisions.

Selection of Agencies (Other than Line Departments)

It may be highlighted that in terms of the quality of works, 7 out of the 16 NGOs (N M Sadguru, Dhruv, BAIF, Rovadan, PRADAN, J K HINDALCO Jan Sewa Trust and Ram Krishna Mission) were found to have performed quite well. However, a majority of the NGOs were found to have left no significant impression.

Similarly, there were cases where a significant proportion of RSVY fund was allocated to non-regular Government bodies. For example, in case of Sitapur district of Uttar Pradesh, the regular Line Departments, such as, HYDEL, Jal Nigam and PWD were allocated only a small proportion of the RSVY budget, whereas over one-third of the total budget was given to non-regular government agencies, namely, UP Project Corporation and UP Samaj Kalyan Nirman Nigam, as shown in the alongside. The quality of work taken up by these non-regular government agencies was quite poor.

Agency	Sanc. Cost Rs. in lakhs	Share %
Regular Line Departments		
HYDEL	372.03	8.88%
JAL NIGAM	0.60	0.01%
PWD	207.72	4.96%
Non-Regular Govt. Agencies		
UP Project Corporation	927.81	22.15%
UP Samaj Kalyan Nirman Nigam	516.22	12.32%

Road Constructed by UP Samaj Kalyan Nigam

Drainage Constructed by UP Project Corporation

As far as possible, works contract should be awarded to contractors/NGOs only on quality-cum-cost (QCC) basis, instead of lowest quotations. Further, under the Terms & Conditions, there needs to be a provision of penalty for time overruns. Further, works of technical nature, like, construction of roads, culverts, bridges, buildings, etc. should be assigned to specialist agencies/line departments and not to the relatively inexperienced ones.

Effective Utilization of Limited RSVY Funds

The identification of backward districts within states was made on the basis of an index of backwardness comprising three parameters with equal weights assigned to them — (i) value of output per agriculture worker; (ii) agriculture wage rate; and (iii) share of SC/ST population of the districts. The study has revealed that the two top ranking districts (Palakkad & Banswara) are the ones where over three-fourth of the RSVY fund was utilized for improving agriculture and rural connectivity.

This implies that the overarching goal of any RSVY-like Scheme aimed at addressing backwardness (with small budgetary provision) must be to take up only those works that contribute directly in improving agriculture scenario in an equitable manner. The only other additionality that needs to be considered is improving rural connectivity so as to facilitate movement of agriculture produce from the villages to the market.

In this context, it may be highlighted that the annual RSVY budget of Rs. 15.00 crore is only a small proportion (<10%) of the total budget of the districts. Channelling this fund into a large number of sectors would prove to be unproductive and fail to bring about the desired results in tackling the regional imbalance and to create visible impact.

* * * * * *

Annexure-1.1

Deviations in Planned Vs Actual Expenditure

(Sitapur)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	365 (8%)	168 (4%)
Improving Irrigation	1231 (27%)	462 (11%)
Addressing Unemployment	912 (20%)	210 (5%)
Health	182 (4%)	168 (4%)
Education	410 (9%)	630 (15%)
Rural Connectivity	958 (21%)	1554 (37%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	410 (9%)	378 (9%)
Others	137 (3%)	630 (15%)
Total	**4560 (100%)**	**4200 (100%)**

Annexure-1.2

Deviations in Planned Vs Actual Expenditure

(Chandauli)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	0 (0%)	44 (1%)
Improving Irrigation	591 (13%)	1708 (39%)
Addressing Unemployment	227 (5%)	88 (2%)
Health	363 (8%)	307 (7%)
Education	182 (4%)	44 (1%)
Rural Connectivity	2453 (54%)	920 (21%)
Drinking Water/ Sanitation	0 (0%)	219 (5%)
Electrification	636 (14%)	788 (18%)
Others	91 (2%)	263 (6%)
Total	**4543 (100%)**	**4380 (100%)**

Annexure-1.3

Deviations in Planned Vs Actual Expenditure

(Banswara)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	1285 (28%)	310 (7%)
Improving Irrigation	2525 (55%)	2609 (59%)
Addressing Unemployment	92 (2%)	44 (1%)
Health	0 (0%)	0 (0%)
Education	0 (0%)	44 (1%)
Rural Connectivity	0 (0%)	663 (15%)
Drinking Water/ Sanitation	92 (2%)	486 (11%)
Electrification	0 (0%)	0 (0%)
Others	643 (14%)	265 (6%)
Total	**4591 (100%)**	**4422 (100%)**

Annexure-1.4

Deviations in Planned Vs Actual Expenditure

(Chatra)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	676 (15%)	349 (8%)
Improving Irrigation	1533 (34%)	2226 (51%)
Addressing Unemployment	135 (3%)	218 (5%)
Health	496 (11%)	262 (6%)
Education	0 (0%)	0 (0%)
Rural Connectivity	1668 (37%)	1310 (30%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	0 (0%)	0 (0%)
Others	0 (0%)	0 (0%)
Total	**4508 (100%)**	**4365 (100%)**

Annexure-1.5

Deviations in Planned Vs Actual Expenditure

(Saraikela)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	590 (13%)	128 (3%)
Improving Irrigation	2316 (51%)	2597 (61%)
Addressing Unemployment	273 (6%)	0 (0%)
Health	590 (13%)	255 (6%)
Education	0 (0%)	426 (10%)
Rural Connectivity	363 (8%)	809 (19%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	0 (0%)	0 (0%)
Others	409 (9%)	0 (0%)
Total	**4542 (100%)**	**4257 (100%)**

Annexure-1.6

Deviations in Planned Vs Actual Expenditure

(Lohardaga)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	**Actual**
Improving Agriculture	139 (3%)	315 (7%)
Improving Irrigation	1577 (34%)	1845 (41%)
Addressing Unemployment	464 (10%)	630 (14%)
Health	0 (0%)	135 (3%)
Education	0 (0%)	0 (0%)
Rural Connectivity	1809 (39%)	1530 (34%)
Drinking Water/ Sanitation	46 (1%)	0 (0%)
Electrification	0 (0%)	0 (0%)
Others	649 (14%)	0 (0%)
Total	**4639 (100%)**	**4500 (100%)**

Annexure-1.7

Deviations in Planned Vs Actual Expenditure

(Chamba)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	720 (16%)	630 (14%)
Improving Irrigation	450 (10%)	585 (13%)
Addressing Unemployment	135 (3%)	360 (8%)
Health	900 (20%)	765 (17%)
Education	90 (2%)	135 (3%)
Rural Connectivity	1215 (27%)	1574 (35%)
Drinking Water/ Sanitation	0 (0%)	90 (2%)
Electrification	90 (2%)	180 (4%)
Others	945 (21%)	180 (4%)
Total	**4500 (100%)**	**4498 (100%)**

Annexure-1.8

Deviations in Planned Vs Actual Expenditure

(Dangs)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	1660 (33%)	1112 (24%)
Improving Irrigation	1308 (26%)	1390 (30%)
Addressing Unemployment	1107 (22%)	1575 (34%)
Health	201 (4%)	139 (3%)
Education	50 (1%)	46 (1%)
Rural Connectivity	503 (10%)	232 (5%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	0 (0%)	0 (0%)
Others	302 (6%)	139 (3%)
Total	**5031 (100%)**	**4634 (100%)**

Annexure-1.9

Deviations in Planned Vs Actual Expenditure

(Palakkad)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	2000 (40%)	1586 (37%)
Improving Irrigation	2000 (40%)	1758 (41%)
Addressing Unemployment	400 (8%)	171 (4%)
Health	350 (7%)	429 (10%)
Education	250 (5%)	300 (7%)
Rural Connectivity	0 (0%)	0 (0%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	0 (0%)	0 (0%)
Others	50 (1%)	43 (1%)
Total	**5000 (100%)**	**4287 (100%)**

Annexure-1.10

Deviations in Planned Vs Actual Expenditure

(Warangal)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	500 (11%)	531 (12%)
Improving Irrigation	546 (12%)	531 (12%)
Addressing Unemployment	318 (7%)	354 (8%)
Health	0 (0%)	0 (0%)
Education	1000 (22%)	930 (21%)
Rural Connectivity	1318 (29%)	1240 (28%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	0 (0%)	0 (0%)
Others	864 (19%)	797 (18%)
Total	**4547 (100%)**	**4428 (100%)**

Annexure-1.11

Deviations in Planned Vs Actual Expenditure

(Mon)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	855 (19%)	854 (19%)
Improving Irrigation	0 (0%)	0 (0%)
Addressing Unemployment	360 (8%)	315 (7%)
Health	450 (10%)	450 (10%)
Education	450 (10%)	450 (10%)
Rural Connectivity	1800 (40%)	1888 (42%)
Drinking Water/ Sanitation	630 (14%)	540 (12%)
Electrification	0 (0%)	0 (0%)
Others	0 (0%)	0 (0%)
Total	**4500 (100%)**	**4496 (100%)**

Annexure-1.12

Deviations in Planned Vs Actual Expenditure

(Ganjam)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	315 (7%)	0 (0%)
Improving Irrigation	1215 (27%)	1215 (27%)
Addressing Unemployment	405 (9%)	90 (2%)
Health	180 (4%)	450 (10%)
Education	180 (4%)	675 (15%)
Rural Connectivity	1440 (32%)	1575 (35%)
Drinking Water/ Sanitation	180 (4%)	315 (7%)
Electrification	0 (0%)	0 (0%)
Others	540 (12%)	180 (4%)
Total	**4500 (100%)**	**4500 (100%)**

Annexure-1.13

Deviations in Planned Vs Actual Expenditure

(Bastar)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	1665 (37%)	44 (1%)
Improving Irrigation	0 (0%)	1007 (23%)
Addressing Unemployment	1665 (37%)	569 (13%)
Health	0 (0%)	306 (7%)
Education	45 (1%)	219 (5%)
Rural Connectivity	495 (11%)	1751 (40%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	180 (4%)	44 (1%)
Others	450 (10%)	394 (9%)
Total	**4500 (100%)**	**4378 (100%)**

Annexure-1.14

Deviations in Planned Vs Actual Expenditure

(Mayurbhanj)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	585 (13%)	495 (11%)
Improving Irrigation	0 (0%)	45 (1%)
Addressing Unemployment	225 (5%)	90 (2%)
Health	540 (12%)	540 (12%)
Education	450 (10%)	719 (16%)
Rural Connectivity	2115 (47%)	1978 (44%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	0 (0%)	0 (0%)
Others	675 (15%)	630 (14%)
Total	**4500 (100%)**	**4496 (100%)**

Annexure-1.15

Deviations in Planned Vs Actual Expenditure

(Dindori)

Interventions	Expenditure (Rs. In Lakh)	
	DPP	Actual
Improving Agriculture	0 (0%)	83 (2%)
Improving Irrigation	1319 (30%)	1329 (32%)
Addressing Unemployment	703 (16%)	42 (1%)
Health	747 (17%)	706 (17%)
Education	220 (5%)	914 (22%)
Rural Connectivity	1011 (23%)	1038 (25%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)
Electrification	220 (5%)	0 (0%)
Others	132 (3%)	42 (1%)
Total	**4397 (100%)**	**4153 (100%)**

Annexure-2

Proportion of Funds Proposed in DPP vis-à-vis the Funds Actually Spent

Interventions	Percentage of Expenditure									
	Sitapur		Chandauli		Banswara		Chatra		Saraikela	
	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual
Improving Agriculture	365 (8%)	168 (4%)	0 (0%)	44 (1%)	1285 (28%)	310 (7%)	676 (15%)	349 (8%)	590 (13%)	128 (3%)
Improving Irrigation	1231 (27%)	462 (11%)	591 (13%)	1708 (39%)	2525 (55%)	2609 (59%)	1533 (34%)	2226 (51%)	2316 (51%)	2597 (61%)
Addressing Unemployment	912 (20%)	210 (5%)	227 (5%)	88 (2%)	92 (2%)	44 (1%)	135 (3%)	218 (5%)	273 (6%)	0 (0%)
Health	182 (4%)	168 (4%)	363 (8%)	307 (7%)	0 (0%)	0 (0%)	496 (11%)	262 (6%)	590 (13%)	255 (6%)
Education	410 (9%)	630 (15%)	182 (4%)	44 (1%)	0 (0%)	44 (1%)	0 (0%)	0 (0%)	0 (0%)	426 (10%)
Rural Connectivity	958 (21%)	1554 (37%)	2453 (54%)	920 (21%)	0 (0%)	663 (15%)	1668 (37%)	1310 (30%)	363 (8%)	809 (19%)
Drinking Water/ Sanitation	0 (0%)	0 (0%)	0 (0%)	219 (5%)	92 (2%)	486 (11%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Electrification	410 (9%)	378 (9%)	636 (14%)	788 (18%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Others	137 (3%)	630 (15%)	91 (2%)	263 (6%)	643 (14%)	265 (6%)	0 (0%)	0 (0%)	409 (9%)	0 (0%)
Total	**4560 (100%)**	**4200 (100%)**	**4543 (100%)**	**4380 (100%)**	**4591 (100%)**	**4422 (100%)**	**4508 (100%)**	**4365 (100%)**	**4542 (100%)**	**4257 (100%)**

Annexure-2

Proportion of Funds Proposed in DPP vis-à-vis the Funds Actually Spent

Interventions	Percentage of Expenditure									
	Lohardaga		Chamba		Dangs		Palakkad		Warangal	
	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual
Improving Agriculture	139 (3%)	315 (7%)	720 (16%)	630 (14%)	1660 (33%)	1112 (24%)	2000 (40%)	1586 (37%)	500 (11%)	531 (12%)
Improving Irrigation	1577 (34%)	1845 (41%)	450 (10%)	585 (13%)	1308 (26%)	1390 (30%)	2000 (40%)	1758 (41%)	546 (12%)	531 (12%)
Addressing Unemployment	464 (10%)	630 (14%)	135 (3%)	360 (8%)	1107 (22%)	1575 (34%)	400 (8%)	171 (4%)	318 (7%)	354 (8%)
Health	0 (0%)	135 (3%)	900 (20%)	765 (17%)	201 (4%)	139 (3%)	350 (7%)	429 (10%)	0 (0%)	0 (0%)
Education	0 (0%)	0 (0%)	90 (2%)	135 (3%)	50 (1%)	46 (1%)	250 (5%)	300 (7%)	1000 (22%)	930 (21%)
Rural Connectivity	1809 (39%)	1530 (34%)	1215 (27%)	1574 (35%)	503 (10%)	232 (5%)	0 (0%)	0 (0%)	1318 (29%)	1240 (28%)
Drinking Water/ Sanitation	46 (1%)	0 (0%)	0 (0%)	90 (2%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Electrification	0 (0%)	0 (0%)	90 (2%)	180 (4%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Others	649 (14%)	0 (0%)	945 (21%)	180 (4%)	302 (6%)	139 (3%)	50 (1%)	43 (1%)	864 (19%)	797 (18%)
Total	**4639 (100%)**	**4500 (100%)**	**4500 (100%)**	**4498 (100%)**	**5031 (100%)**	**4634 (100%)**	**5000 (100%)**	**4287 (100%)**	**4547 (100%)**	**4428 (100%)**

Annexure-2

Proportion of Funds Proposed in DPP vis-à-vis the Funds Actually Spent

Interventions	Percentage of Expenditure									
	Mon		Ganjam		Bastar		Mayurbhanj		Dhindori	
	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual	DPP	Actual
Improving Agriculture	855 (19%)	854 (19%)	315 (7%)	0 (0%)	1665 (37%)	44 (1%)	585 (13%)	495 (11%)	0 (0%)	83 (2%)
Improving Irrigation	0 (0%)	0 (0%)	1215 (27%)	1215 (27%)	0 (0%)	1007 (23%)	0 (0%)	45 (1%)	1319 (30%)	1329 (32%)
Addressing Unemployment	360 (8%)	315 (7%)	405 (9%)	90 (2%)	1665 (37%)	569 (13%)	225 (5%)	90 (2%)	703 (16%)	42 (1%)
Health	450 (10%)	450 (10%)	180 (4%)	450 (10%)	0 (0%)	306 (7%)	540 (12%)	540 (12%)	747 (17%)	706 (17%)
Education	450 (10%)	450 (10%)	180 (4%)	675 (15%)	45 (1%)	219 (5%)	450 (10%)	719 (16%)	220 (5%)	914 (22%)
Rural Connectivity	1800 (40%)	1888 (42%)	1440 (32%)	1575 (35%)	495 (11%)	1751 (40%)	2115 (47%)	1978 (44%)	1011 (23%)	1038 (25%)
Drinking Water/ Sanitation	630 (14%)	540 (12%)	180 (4%)	315 (7%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Electrification	0 (0%)	0 (0%)	0 (0%)	0 (0%)	180 (4%)	44 (1%)	0 (0%)	0 (0%)	220 (5%)	0 (0%)
Others	0 (0%)	0 (0%)	540 (12%)	180 (4%)	450 (10%)	394 (9%)	675 (15%)	630 (14%)	132 (3%)	42 (1%)
Total	**4500 (100%)**	**4496 (100%)**	**4500 (100%)**	**4500 (100%)**	**4500 (100%)**	**4378 (100%)**	**4500 (100%)**	**4496 (100%)**	**4397 (100%)**	**4153 (100%)**

Annexure 3.2

Quality/Utility Score — Bastar (Chhattishgarh)

S.N.	Components	Expenditure (Rs. Lakhs)	% of Total Expenditure	Average Score	Score	Percentage
Improving Agriculture Productivity						
Agriculture/ Horticulture						
1	Horticulture	47.29	1.08	3.00	3.24	0.81
Improving Irrigation						
1	Individual Bore Well	242.45	5.54	3.00	16.61	4.15
2	Stop Dam/ Check Dam/ Canal	783.22	17.89	2.00	35.78	8.94
Addressing Unemployment						
1	CFC	113.75	2.60	3.00	7.79	1.95
2	Fisheries Project	231.51	5.29	1.00	5.29	1.32
3	Training Centers	114.24	2.61	3.00	7.83	1.96
4	Capacity Building	60.13	1.37	3.00	4.12	1.03
5	Installation Of Oil Processing Unit	16.89	0.39	2.00	0.77	0.19
6	Bastar Haat	26.23	0.60	4.00	2.40	0.60
7	Honey Harvesting From Rock Bee	8.30	0.19	3.00	0.57	0.14
Filling Critical Gaps in Social and Physical Infrastructure						
1	Sub-Health Centers	102.00	2.33	2.00	4.66	1.16
2	Women Health Centers	10.73	0.25	2.00	0.49	0.12
3	AWC	201.21	4.60	2.00	9.19	2.30
4	Education - Hostel/ Ashram	203.25	4.64	2.33	10.82	2.70
5	Development (Maintainence of assets—Health, education and Veterinary)	338.90	7.74	1.00	7.74	1.94
6	Bridges and Culverts	1437.83	32.84	3.00	98.52	24.63
7	Roads in nexalite areas	333.32	7.61	3.00	22.84	5.71
8	Electrification	50.17	1.15	3.00	3.44	0.86
9	Animal Husbandary And PDS Godowns	55.65	1.27	2.00	2.54	0.64
10	Miscellaneous	1.15	0.03	2.00	0.05	0.01
Total Score					**244.69**	**61.17**

Annexure-4.8

Physical Progress — Dhindori (MP)

Sector	Total No. of Works	Total No. of Completed Works	Works in progress/ Incomplete Works	Achievement %
Improving Agriculture Productivity				
Irrigation	118	118	0	100.00
Agriculture	481	481	0	100.00
Total	599	599	0	100.00
Addressing Unemployment				
Gramin Haat	5	5	0	100.00
Livelihood Promotion	32	32	0	100.00
Total	37	37	0	100.00
Improving Social and Physical Infrastructure				
Health	468	468	0	100.00
Education	379	360	19	94.99
Road	183	169	14	92.35
Total	1030	997	33	96.80
Others				
Total	4	4	0	100.00
Grand Total	**1670**	**1637**	**33**	**98.02**

Annexure-V

Intervention-wise detailed analysis of Rajasthan

In-depth Assessment of RSVY Interventions

For the purpose of proper evaluation of the scheme and the various associated issues, we made efforts to make an in-depth assessment of at least 10% of all the major interventions. This involved the following — interactions with the BDOs and officials of Line Departments/sectoral heads, physical verification of interventions/activities, group discussions with beneficiaries and interactions with PRIs (Village level). Panchayat Samiti-wise details of the in-depth assessment are presented hereunder.

(A) Panchayat Samiti — Kushalgarh

As already mentioned, the two most significant interventions in Kushalgarh Panchayat Samiti were water harvesting structures (enikets/check-dams) and digging of community wells. Details of the major interventions sanctioned, completed and visited by us during our field survey are presented in the table ahead.

Table-1 : Major Works Sanctioned, Completed & Visited in Panchayat Samiti - Kushalgarh

Particular	Sanctioned	Completed	Visited
Water Harvesting	47	47	6
Canal	6	6	2
Lift Irrigation	6	6	1
Pond Construction/Repairs	10	10	1
Community Wells	72	71	7
Roads/Causeway	13	13	2
Orchard	5	5	2
Anganwadi Building	7	4	1
E-Mitra Center Construction	2	2	1
Grain and Seed Storage Construction	10	10	1
Total	**178**	**174**	**24**

Intervention-wise outcome of field survey of the selected interventions in the Kushalgarh Panchayat Samiti is presented hereunder —

1. Water Harvesting Structure

Altogether 6 check-dams/enikets were visited during the field survey. The details are presented in the following table.

Village	Beneficiary Households	Command Area Created	Monetary Benefits Per Year (Rs. in lakhs)	Remarks
Dobadabra	21	12 Hectare	3.75	Beneficiaries able to grow good quality cotton
Kundia	20	10 Hectare	3.13	Beneficiaries able to grow good quality cotton
Kalakhet Goldhar	65	-	-	Only recharging ground water and providing drinking water for cattle, water level in wells has risen
Mahuda	6	7 Hectare	-	Improper location, was found dry
Biharipura	80	-	-	Only recharging ground water and providing drinking water for cattle, water level in wells has risen
Nishnawat	10	6 Hectare	1.75	Beneficiaries are satisfied

Out of the 6 check-dams visited, 5 were found to be quite useful. During group discussion at two such sites, the beneficiaries reported that they were getting adequate irrigation water for growing cotton, while in the two other cases, the check-dams are mainly serving the purpose of recharging ground water. As a result, the water level in the wells of surrounding areas has risen. In the remaining two cases, in one case, the beneficiaries reported that the check-dam was a good source for drinking water for a good number of cattle in and around the village.

A High Utility Check-dam

Cotton Farming Helped by Check-dam

As regards the other check-dam, it is disheartening to note that it was found to be completely dry. Deeper probing revealed that one already existing check-dam upstream has been responsible for the sorry state of this check-dam, indicating the improper site selection.

Dry Check-dam in Village Mahuda

It has been noticed that numerous check dams/enikets have been built in recent past under one scheme or the other. The time has now come to do a complete mapping of all the check-dams along with the catchment area. Any new construction of check-dams must be taken-up only after referring the map so as to ensure that there is no check-dam already existing either up or down-stream. It may be noted that any additional check dam is not only waste of money but it also effects the water quantity of an existing check dam downstream.

2. Renovation of Canals (2 Sites)

As mentioned in aforementioned table, we made field visits to two sites where canal lining work was undertaken. The lining work in Village Kalakhet Goldhar, GP Bawaliyapada was of 5 km length and constructed by the Irrigation Department in 2005-06, creating an additional command area of 160 hectares and benefiting around 100 households with an estimated enhanced total income of Rs. 50 lakhs per year. The other lining work was of 1.3 km length undertaken in 2004-05 by Panchayat Samiti in Village Akhepur, GP Kuchhlapada. This has benefited around 30 households by creating an additional command area of 20 hectares and providing an enhanced income of Rs. 6 lakhs. The benefits accruing to the households by the additional command area was due to the prevention of seepage and run off water after lining of the canals.

Lining of Canal in Village Kalakhet Goldhar, GP Bawaliyapada

Lining of Canal in Village Akhepur, GP Kuchhlapada

3. Lift Irrigation Scheme in Village Jhikli, GP Ambapada

Built in 2005-06 and with the coverage of 50 hectares, this scheme has benefited around 65 households and provided an additional income of Rs. 2.28 lakhs per year to them. This was reported by the beneficiary members of Samudayik Jaloththan Sahkari Samiti of the Gram Panchayat during the group discussion. With no irrigation facilities prior to the installation of this lift irrigation scheme, marginal farmers of this village used to migrate to Gujrat for earning a living.

Outlet — Lift Irrigation

Group Discussions with Beneficiaries

4. Strengthening of Pond in Village Chorbad, GP Mah

This intervention included desilting, stone pitching on up-stream, raising of height from 4.5 meters to 6.0 meters and construction of a CC weir for discharging excess water. This has increased the reservoir capacity by 4500 cum. During the group discussions with the community members, it was found that the water level of wells in surrounding area of this pond has increased by 0.30 meter to nearly 1.0 meter.

5. Construction of Community Wells

A total of 7 community wells were visited during our field survey. It is disheartening to note that out of these 7 community wells, only 4 were serving its purpose of providing drinking water to the community members. As regards the remaining 3 wells, the selection of the location of two wells was not found to be correct due to unsuitable geo-hydrological conditions, not intercepting perennial water body. The other well was located too far away from the village. As a result, this well was not being used by people other than washing and bathing purposes. The details of these 5 wells are presented ahead.

Village	Beneficiary Households	Remarks
Bawaliya Pada	35	Beneficiary households were satisfied
Thummath	15	Beneficiary households were satisfied
Goldhar	12	Beneficiary households were satisfied
Nishnawat	5	Inadequate depth, low availability of water
Lonawada	-	Water not available
Loharia	-	Water not available
Badwas Badi	-	Located too far away, used for washing/bathing

Useful Community Well (Village - Bawaliya Pada)

Dry Community Well (Village - Lonawada)

6. Road and Causeway

One of the interventions under RSVY for improving the rural connectivity was construction of 700 meters long road with causeway in village Karanghati. During the group discussion, the beneficiaries appeared quite satisfied with its utility. They informed that before the construction of this road, there was no vehicular movement in their area. This road has significantly benefited the farmers who can now easily transport farm produce to the market. At the same time, the purchasers are also able to reach the village and directly buy their produce. Based on the information received from the beneficiaries, nearly 400 households are benefited alongside the road. The net benefits from the construction of this road works out Rs. 12880/-, as detailed below—

- Gravel Road Length = 700 meters.
- Area Benefited = 700m X 200m= 140000 sq.m =14 ha

- Advantage in freight element in input & output around Rs. 40/- per quintal
- Average yield from a hectare is 23 quintal
- Therefore, expected return from 14 ha will be Rs. 12880/-

7. Anaaj and Beej Godown

Under the agriculture sector, we visited the site of Anaaj and Beej Godown in village and GP Bawaliya Pada and conducted group discussion with the beneficiaries. It was found that around 950 households have benefited from this intervention. Earlier, the farmers used to access another Anaaj and Beej Bhandar for procurement of seeds and fertilizers at Chotti Sarva, located a little too far away from the village. Besides intangible benefit of convenience, the farmers can now make a saving of at least Rs. 10/- per trip on freight. The net benefit resulting from this intervention works out to Rs. 19000.00 per year.

8. Development of Orchard

Under the horticulture sector, two orchards in village Godawara Narling and Amlipada were visited during the field survey. In both the cases, the beneficiaries were females (Mrs. Vitly & Mrs. Prem Lata Singh), one from each village and they had planted mango, Amla, lemon and Ber. Discussion with them revealed that they are making an annual profit of Rs 3.00 lakhs per year, as detailed below —

- Trees planted—Mango-15; Amla-10; Lemon-5; Ber-4
- All the trees were found surviving except one mango tree
- Yields from different types trees and expected selling price on maturity are —
  - Mango : 15 quintals at Rs.10/- per kg
  - Amla : 8 quintals at Rs.15/- per kg
  - Lemon : 3 quintals at Rs.15/- per kg
  - Ber : 2 quintals at Rs.10/- per kg
- The irrigation requirement of mango and lemon is about once in a fortnight for nine months whereas Amla and Ber only require water in once in 2 months

- If all the trees survive, the expected yield from this small orchard will exceed Rs 3.00 lakhs per year

Except for digging of community wells, most of the interventions in the Kushalgarh Panchayat Samiti were found to be in line with the community needs. It appears that a significant 40% of the community wells were taken up just to complete the numbers. It may be highlighted that by and large, the quality of works was good and impact of the RSVY interventions was visible in most of the interventions verified by us.

(B) Panchayat Samiti — Garhi

Details of the major interventions sanctioned, completed and visited by us during our field survey in Garhi Panchayat Samiti are presented in the table ahead.

Table-2 : Major Works Sanctioned, Completed & Visited in Panchayat Samiti - Garhi

Interventions	Sanctioned	Completed	Visited
Water Harvesting	17	17	2
Canal	22	22	2
Lift Irrigation	3	3	1
Community Wells	30	30	3
Roads/Causeway	21	21	4
E-Mitra Center Construction	7	7	1
Grain and Seed Storage Construction	10	10	1
Drainage Development	5	5	1
Milk Collection Center	27	27	1
Veterinary Hospital Repairs	5	4	1
Total	**147**	**146**	**17**

Intervention-wise outcome of field survey of the selected interventions in the Garhi Panchayat Samiti is presented hereunder —

1. Rural Connectivity

Altogether 3 roads and 1 causeway were visited during the field survey. The details are presented in the following table. It is encouraging to note that all these works were very much needed, as reported by the beneficiaries and other participants of the group discussions held at each village. As detailed in the

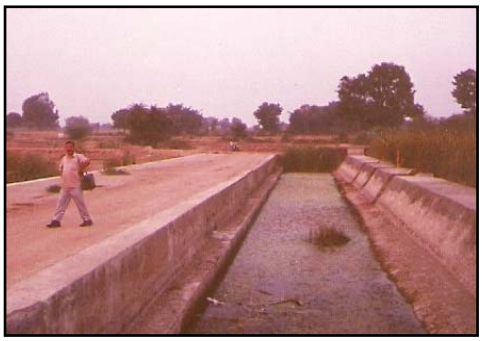
table ahead, road construction in Chopasak and Kharbeda villages has directly benefited 50 farmer households and 150 farmer households in terms of savings on transporting their farm produce to the nearest market.

Based on the information received from the beneficiaries, the estimated monetary benefits on this account work out to Rs. 52,800/- and Rs. 72,000/- per year for the villages Chopasak and Kharbeda, respectively based on the average yield of 30 quintals per hectare and a savings of Rs. 40/- per quintal (as worked out in the Intervention No.-6 in Kushalgarh Panchayat Samiti).

Village	Beneficiary Households	Road Length (meters)	Monetary Benefits Per Year	Remarks
Chopasak	50 (Benefited Area - 44 ha)	2200	Rs. 52800/-	Road quite useful. There was no connectivity to the villages during rainy season. Now, even trucks are plying on this road.
Kharbeda	150 (Benefited Area - 60 ha)	3000	Rs. 72000/-	Road quite useful. There was no connectivity to the villages during rainy season. Now, even trucks are plying on this road.
Biloda	*	1500	Not Computed	Roads connects Sarweshwar Mahadev temple to facilitate devotees' visit. Work Satisfactory.
Maitwala	*	Causeway = 40m X 6m	Not Computed	Distance from Maitwala to Asoda now shorter by 4 kms. Earlier, approach was not possible without the causeway due to marshy land

*Public in general is benefiting

Gravel Road



Causeway

2. Water Harvesting Structures (Check Dam/ Enikets)

Two check dams/enikets in Pichhora and Bori villages were visited during the field survey. In case of the first check-dam, it is irrigating 25 hectares of land benefiting a total of 26 households. During the group discussion with the beneficiaries, it was revealed that before the construction of this check-dam, only rain fed crops (Kharif) were grown in the area. Now, they have started growing paddy crops. The total monetary benefits from this intervention work out to Rs. 150000/- per year.

In the case of second check-dam in Bori village, it is irrigating 35 hectares of land benefiting a total of 40 households who have formed Water User Committee. Only its members are allowed to operate the gate of this check-dam for irrigation purpose as reported by them during the group discussion. The total monetary benefits from this intervention work out to Rs. 210000/- per year.

3. Lift Irrigation Scheme in Village Jahaniya Mafi

With the coverage of 50 hectares, this scheme has benefited around 45 member households and provided an additional income of Rs. 3.00 lakhs per year to these households, as reported by the beneficiary members of the Scheme during the group discussion. With no irrigation facilities prior to the installation of this lift irrigation scheme, marginal farmers of this village used to migrate to Gujrat for earning a living.

Lift Irrigation Scheme — Outlet Point

Lift Irrigation Scheme — Water Tank

4. Canal Lining

Our team visited two sites where canal lining work was undertaken and conducted group discussion with the beneficiaries. The lining work in Village Khodan was of 0.55 km length and constructed by the Panchayat Samiti, creating an additional command area of 11 hectares and benefiting around 15 households in terms of irrigation facility with an estimated total additional income of Rs. 0.66 lakhs per year. The other lining work was of 0.7 km length undertaken by Panchayat Samiti in Village Mor. This has benefited around 20 households by creating an additional command area of 14 hectares and providing an enhanced total income of Rs. 0.84 lakhs. The benefits accruing to the households by the additional command area was due to the prevention of seepage and run off water after lining of the canals. Most of the beneficiaries were by and large satisfied with these interventions.

5. Community Well

A total of 3 community wells were visited during our field survey. It is disheartening to note that out of these 3 community wells, only 1 was serving its purpose of providing drinking water to the community members. As regards the other 2 wells, selection of location was not found to be correct due to unsuitable geo-hydrological conditions. The details of these 3 wells are presented ahead.

Village	Beneficiary Households	Remarks
Mor	-	Water not available
Prithvi Pura	-	Water not available
Agaripada	11	Beneficiary households were satisfied

6. Drainage Line Treatment (DLT)

This drainage line treatment work was undertaken by the Forest Department in Kushalpur village. Covering a massive area of around 350 hectares, a series of check-dams have been constructed to arrest water for improving ground water recharge as well as to check channel scouring/soil erosion. The length and width of these check dams varies from 3m to 30m and from 3m to 5m, respectively. The height is generally between 2m and 2.5m. During the group discussions with the residents of surrounding areas, we were informed that water level in the nearby wells has risen by 2-3 feet after this intervention. Reportedly, 3 villages of Adore Gram Panchayat are benefited by this drainage line treatment.

7. Milk Collection Center

This milk collection center was constructed in village Mor, facilitating Mor Doodh Utpadan Samiti. Besides the building, the RSVY intervention also included installation of Weighing Machine and Electronic Milk Testers (EMT) to facilitate instantaneous measurement of fat content. The payment of milk to the members is made based on the fat content. The prevailing rates are Rs. 2.60/- per liter for every 1% of fat content (fat content usually 6%-8%), as reported by the members during the group discussion. The members also mentioned that immediately after weighing and testing of milk brought by them, the machine gives a computerized credit receipt and payment is generally made every 10 days.

Electronic Milk Tester & Weighing Machine with Digital Display

This inexpensive intervention has been found to be quite effective and has benefited the members immensely in terms of better returns from milk. As a matter of fact, many of them are getting payments at the rate of Rs. 21/- per liter for milk containing 8% fat. Further, it has also encouraged and motivated others to adopt appropriate animal husbandry practices. Thus, replication of this intervention would be highly desirable, especially in the poor areas where even the animals in milch are left on their own.

8. E-Mitra

Under the RSVY scheme, a new building was constructed in village Bori. It was equipped with furniture/fixtures and a computer set under E-mitra Plan. During discussions, we were informed that upward flow of complaints regarding public grievances and progress reports of various development schemes in the Gram Panchayat would be the two major activities of the center. Currently, the center keeps birth & death records.

9. Anaaj – Beej Godown

Under the agriculture sector, we visited the site of Anaaj and Beej Godown in village and GP Khodan and conducted group discussion with the beneficiaries. It was found that around 2500 households of 4-5 Gram Panchayats have benefited from this intervention. Earlier, the godown was

running from rented premises having inadequate space. As a result, it could not keep enough stock due to which it could not cater to the farmers' needs (agricultural inputs) of even Khodan Gram Panchayat.

10. Veterinary Hospital

Besides Anaaj and Beej Godown village and GP Khodan also has a veterinary hospital, equipped artificial insemination (AI) center, constructed under RSVY. Earlier, the hospital building was completely dilapidated and the hospital staff was experiencing great difficulties in their day-to-day work. This hospital caters to the health needs of cattle from nearly 1150 households spread across four villages.

Except for digging of community wells, most of the interventions in the Garhi Panchayat Samiti were found to be in line with the community needs. It may be highlighted that by and large, the quality of works was good and impact of the RSVY interventions was visible in most of the interventions verified by us.

The intervention of installing electronic milk tester and weighing machine needs special mention, in view of its effectiveness in motivating and encouraging people in adopting appropriate animal husbandry practices. It is strongly felt that replication of this intervention would have long term positive implications.

Organization Structure

As per the directives of the Government of Rajasthan issued at the time of launching of RSVY, a district level coordination committee was to be constituted with its head as the Chairperson of Zila Parishad. District Collector, heads of Line Departments/sectors, etc. were to be its members. Further, an Executive Committee was to be set-up headed by District Collector and Project Director (DRDA), Chief Planning Officer, heads of Line Department/sectors as its members. The key responsibilities of this committee included review of utility of development works and selection of Line Departments, approval of works, monitoring, evaluation, etc. This committee was expected to meet at least once

in a month for review of RSVY and suggests ways and means for ensuring success of the scheme.

During our interaction with district officials, we were informed that meetings of the Executive Committee were indeed organized from time-to-time. However, it would be apt to mention here that all the key officials (District Collector, Chief Executive Officer, Additional Chief Executive Officer, Project Director as well as the engineer) had changed during the RSVY period, with some of these positions having changed more than once. Consequently, these officials were unable to provide accurate information with regard to a number of issues.

Quality and Utility

The aforementioned discussion on the issue of monitoring makes it amply evident that quality is directly influenced by monitoring. Despite the less than desired level of monitoring mechanism in place, it has been found that most of the interventions in the two sample Panchayat Samities selected under the study were in line with the community needs and expectations. It may be highlighted that by and large, the quality of works was good and impact of the RSVY interventions was visible in most of the interventions verified by us. The only aberrations were digging of some of the community wells at geo-hydrologically unsuitable locations and one check-dam without adequate catchment area.

For objective assessment of any developmental scheme, it is of paramount importance to make a holistic assessment of the utility of various interventions taken-up under the Scheme. Accordingly, during our field visits, we looked into the utility aspect of the various interventions in the sample blocks. The beneficiaries' perception as well as our observations with respect to all the interventions selected for RSVY evaluation in the two sample Panchayat Samities have already been discussed in the preceding section.

As quite expected, most of the interventions were found to be quite useful. However, it may be highlighted that in some cases, the interventions were of low or no utility at all. For instance, a number of wells dug out in the district have been found to be not suitably located. Either these do not have sufficient potable water or located too far away from the main habitations.

Further, sporadic cases where interventions were creating a negative impact were also observed. As already mentioned, for example, one check dam constructed in village Mahuda in Kushalgarh Panchayat Samiti not only has a low catchment area resulting in accumulation of insufficient quantity of water, but is also adversely impacting the already existing check-dam down stream by reducing its catchment area, thereby adversely affecting agricultural output due to loss of water storage.

The aforementioned cases of low, no, or negative utility could be attributed to the fact that the selection of such interventions/location was improper, bringing to the fore the lack of community participation during the planning and implementation process, contrary to what is emphasized and envisaged in the guideline issued by the Planning Commission.

Benefits of RSVY

As already mentioned, most of the interventions were found to be quite useful. Consequently, in a large majority of the cases, people in general have significantly benefited from the RSVY interventions, whether directly or indirectly. In order to assess the extent of benefits accruing to the people from particular interventions, wherever possible, we have quantified the benefits in terms of the monetary value, as detailed in the preceding section.

Link roads have facilitated the movement of man & material and added to the income from agriculture by reducing the cost of inputs and increasing the sales realization. Purchaser can now directly reach to farmers through these roads, thus, saving the freight from field to Mandi. Prior to construction of these links, people had to carry their produce to nearest Mandi with great difficulty.

Water harvesting structures (check-dams/enikets) have provided additional command area benefiting large number of households. After the construction of the check-dams, people have been able to grow cotton, etc. requiring water for irrigation, which they were unable to do earlier. Consequently, the average annual yield of farm produce has considerably increased.

Impact of RSVY

The core objective of RSVY is to put in place programs and policies that would remove barriers to growth, accelerate the development process and improve the

quality of life of the people of backward areas, thereby reducing the regional imbalance and disparity with regard to the level of infrastructure and socio-economic parameters.

Based on the findings of the physical verification of various interventions, in-depth discussion with the State/district/Panchayat Samiti-level functionaries, officials of the Line Departments and the beneficiaries, it can be said that the scheme has unarguably had an overall positive impact in terms of realizing the aforementioned objectives. The various RSVY interventions in agriculture and allied sectors have led to significant increase in agricultural productivity. Improving the rural connectivity has facilitated the movement of men and material and this has been found to be the next most important step in directly addressing the issue of backwardness. In view of the majority of the population living in the rural areas, interventions in these sectors has had a direct bearing in improving their quality of life. Of course, the interventions related to other sectors (animal husbandry, horticulture, forestry & soil conservation, electricity, drinking water, etc.) have also made desirable contributions in a significant manner.

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