

DISTRICT SIRSA

Rashtriya Sam Vikas Yojna (RSVY)

1. **The Scheme**

1.1 The Backward District Initiative under the Rashtriya Sam Vikas Yojana has been initiated with the main objective of putting in place programmes and policies with the joint efforts of the Centre and the States, which would remove barriers to growth, accelerate the development process and improve the quality of life of the people. The scheme aims at focused development programmes for backward areas, which would help reduce imbalance and speed up development.

1.2 This component will cover 100 districts. The identification of backward districts within a State has been made on the basis of an index of backwardness comprising three parameters with equal weights to each: (i) value of output per agriculture worker; (ii) agriculture wage rate; and (iii) percentage of SC/ST population of the districts. The number of districts per State has been worked out on the basis of incidence of poverty. In addition, thirty two-districts which are affected by Left Wing Extremism will also be covered. Fifty Backward District and 16 districts affected by Left Wing Extremism are being covered in Annual Plan 2003-04.

1.3 The main objectives of the scheme are to address the problem of low agricultural productivity, unemployment, and fill critical gaps in physical and social infrastructure. The District Administration/ Panchayati Raj institutions accordingly would be required to prepare a Three-year Master Plan with nested Annual Action Plans. The Plan is to be based on a SWOT (Strengths, Weaknesses, Opportunities, and Threats) Analysis, review of ongoing schemes and identification of few lead sectors wherein state intervention would help the overcome major bottlenecks in development. The additionality is to be used to meet local needs through schemes in these lead sectors which would make a dent on the poverty of the district in a time bound manner.

2. **Release of Funds**

2.1 A sum of Rs. 15.00 crore per year will be provided to each of the district for a period of three years i.e. a total of Rs. 45.00 crore per district. Funds will be released to the State Governments on 100% grant basis in suitable installment linked with the satisfactory progress of the District Plan.

2.2 The State Government will release the funds received under the programme to separate head created for the purpose under the District Rural Development Agency within 15 days of the receipt of the said funds. Failure to do so will lead to forfeiture of subsequent installments and the funds released earlier being treated as a loan.

3. Delivery Mechanism

3.1 There is **High Level Committee** at the Government of India (GOI) level chaired by Deputy Chairman, Planning Commission with Finance Minister, Minister of State for Planning, Chief Minister, Government of Bihar, Chief Minister, Government of Orissa and Secretary, Planning Commission as Members. This committee will approve policies regarding initiatives of the Rashtriya Sam Vikas Yojana (RSVY), set the reform agenda for the State Governments and Periodically conduct a review of the progress of the RSVY programme.

3.2 There is an **Empowered Committee** at GOI level chaired by Secretary, Planning Commission which will approve the District Plans., monitor and review the programme, have evaluations and mid-term appraisals conducted and attend to all other matters relating to the operation of RSVY.

3.3 Each State Government has to set up a State Level Steering Committee under the Chairmanship of the State's Chief Secretary with about five other members. The Secretaries of the Departments of Finance and Planning, Chief Executive of the District (Deputy Commissioner or Chief Executive officer of the Zila Parishad), State Level representative of NABARD and NGO could be members. In the case of districts affected by Left Wing Extremism, this committee should be including the State's Home Secretary. The Committee would get detailed district plans prepared and recommend them to Planning Commission for concurrence of scheme. It would be also responsible for coordinating and ensuring synergy between departments and agencies as well as monitoring of the scheme.

3.4 For each district plan should be prepared by a **District Committee chaired** by the District Magistrate/ CEO Zila

Parishad/ Chairperson of the District Planning Committee with the District Superintendent of Police (in case of Extremist-affected district), District Forest Officer, local NGO's other stakeholders, etc. as members.

4. **Guidelines for Preparation of District Plans**

- 4.1 For availing of assistance under the Scheme, a Three-year Master Plan is to be prepared for each district with nested Annual Action Plan.
- 4.2 The main principal which have to taken into consideration are:
 - 4.2.1 The flow of funds from all sources namely State Plan, Centrally sponsored schemes, Central Schemes, externally aided projects etc. are to be indicated along with the specific scheme for the additionality under the Rashtriya Sam Vikas Yojana. Care should be taken to allocate funds under the RSVY as an additionality only for expanded coverage of schemes for which funding from other sources including State Plan, Centrally Sponsored Schemes, Central Schemes are available, on being satisfied about the level of utilization of available resources.
 - 4.2.2 The benefit from RSVY funds should be maximized through intersectoral linkages. RSVY funds should also be used to leverage a larger plan size through correlation with banking sector and beneficiary contribution.
 - 4.2.3 The cost effectiveness of all scheme should be carefully considered so that returns from the funds invested under the scheme are maximized. In other words, inter-se priorities among individual schemes under a programme should be decided on merits only. There should be complete transparency in the choice of scheme and their locations. The prioritised list of schemes and the reason for taking up the schemes and the criteria for choice of locations must be made available on the web-site. Similarly all tenders should be on the web-site.
 - 4.2.4 People's participation and involvement of PRI's, NGO's and Self Help Groups should be ensured at every stage including plan formulation, implementation and monitoring.
 - 4.2.5 PRI's , NGO's and Self Help Groups may also be involved in awareness and capacity building, training etc. and about two per cent of the funds could be utilized for such schemes

- 4.2.6 Employment related schemes and vocational training need special attention especially in the district affected by Left Wing Extremism. However, schemes for self-employment may be based on credit rather than subsidy. Therefore, each project should be made a bankable enterprise and subject to appraisal and banking discipline. The enterprises should be promoted through private/ group initiatives and not through the government/ government sponsored Cooperative sector. Funds should not be provided to prop up ailing government/ government sponsored cooperative enterprises. The aim is to encourage self-employment programmes for income generating activities through small assistance to Self-Help Groups towards revolving fund and provision of the required infrastructure and training inputs. However, subsidy linked schemes may be allowed only if absolutely essential as a supplemental measure for expanded coverage of a Central/ State Plan scheme and subsidy should be kept at the same level as that provided in the case of similar Central Government Scheme. For schemes involving creation of community assets efforts should be made to ensure a beneficiary contribution wherever feasible.
- 4.2.7 Allocation under RSVY may be made only after exhausting in full the assistance available under various Centrally Sponsored/ Central Plan/ State Plan schemes including those under KVIC, PMRY, SGSY, SJSRY etc.
- 4.2.8 Funds under RSVY should be used for project and programmes and not for construction or renovation of administrative buildings establishment costs/ staff costs and other such schemes. No new posts are to be created for this programme.
- 4.2.9 All schemes are to be completed within the prescribed three-year time frame. No cost over-run will be permitted. If a project cannot be completed in three years, it can be included only if the State Government gives a commitment to fund it beyond the three year period.
- 4.2.10 It should be ensured that the schemes are sustainable and assets should be planned with care so that they are useful and maintained even after the scheme is over. Special attention is to be given to sustainability of each project. In the case of community assets, wherever possible future maintenance should be built into the programme, e.g. if a community hall is constructed, individuals who use the hall should be charged so that a corpus fund for maintenance can be set up.

4.2.11 Efforts should be made to concentrate on the poorer pockets and the disadvantaged communities with in the district.

4.2.12 The Plan should be based on a vision for the district and not be a mere collection of schemes for which funding from existing sources I is insufficient.

5. **Steps for the Preparation of District Plan**

5.1 The first step would be to conduct a stock taking of the existing situation in the district namely a resource inventory, existing flow of funds for various schemes, strengths of the district, identification of critical gaps and drawing up of schemes to fill these gaps. In this exercise the PRI's and NGO's should be involved. The potential linked credit plan of the district prepared by NABARD may be used while preparing the district plan to ensure higher flow of credit to the district. The institution identified for under taking benchmark survey/monitoring should be directed to under take the benchmark survey for critical indicators.

5.2 The Plan should be drawn up as per the Chapter scheme given below and got approved by the State Level Committee in consultation with the Principal Advisor/Advisor from Planning Commission who has been assigned the district.

5.3 The Plan is to be sent to Planning Commission where it will be examined by the subject Division concerned and either sent back for modification or put up to the Empowered Committee for approval. After the approval of the Empowered Committee and receipt of summary record, the State may sign the Memorandum of Agreement (MOA) and send it to the Planning Commission for signatures (copy of format of MOA). A copy of the signed MOA will be sent to the State Government and the first installment of funds will be released for the district.

6. **Chapter Scheme**

6.1 Each district plan should contain an executive summary highlighting district specific problems and suggested strategy. Each plan document should have the following chapters:

1. Background
2. Resource Inventory
3. SWOT analysis and listing of critical gaps.
4. Summary of Objectives/Benefits expected to be achieved after three years.

5. Schematic details including time and cost schedules quarter-wise.
6. Benchmark Surveys, Monitoring and Concurrent Evaluation.

6.2. Background

6.2.1 This Chapter should include the following information:

1. Location particularly in terms of access to capital city and other large consumption centers.
2. Administrative set up with special reference to the set up for administering and implementing the backward district initiative.
3. Basic data on population, density and socio-economic indicators compared with State and national averages.

6.3 Resource Inventory

1. Natural Resources e.g. forests, minerals, rivers and streams, etc.
2. Human resources e.g. Population in the working age group, level of unemployment, skills available.
3. Infrastructure e.g. roads, railways, telecommunication, irrigation, credit facilities, hospitals and health centers, schools and colleges etc.
4. Institutions including vocational training institutes, research institutions, ICAR institutions polytechnics/ITI s, engineering colleges, etc.
5. Effective NGO's, Self Help Groups etc.
6. Special economic activities of the district.

6.4 **Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis and Identification of Critical Gaps**

1. Listing of strengths and weaknesses and building on the strengths by overcoming the threats.
2. Listing of administrative structures/rules/laws/, which hamper development.
3. Identification of areas (spatial), which require specific attention.
4. Identification of communities/groups, which need specific interventions.

5. Identification of three four leads sectors.
6. Identification of critical gaps in these sectors.

Note: The district plan should indicate whether scheme should be concentrated on the poorer pockets with the district or should flow to all parts of the district. Similarly, a decision should be taken whether certain groups/ communities deserve specific attention.

6.5 Schematic Details

1. Special focus may be given to the following sectors:

- Land and water management including check dams, revitalization of traditional water structures, small lift irrigation projects, mini diversion weirs, etc.
- Health infrastructure particularly strengthening of ANM/ Anganwari centers and provision of facilities for institutional deliveries.
- Education infrastructure
- Augmentation of infrastructure for vocational training using the outreach mode in order to upgrade economically relevant skills such as repairs of electrical goods, plumbing, small fabrication, motor cycle/ pump repairs, etc. as per the emerging demands in the market as well as local artisan skills in handlooms, sericulture, beekeeping, pottery, woodwork, toy making and other traditional disciplines, etc.
- Increase in income from agriculture and allied activities through intensification of agricultural and horticultural practices in compact areas particularly in all the command area for optimal use of water resources, introduction of high value crops suited to dry land farming/local conditions; improving yields from dairying, small animals and pisciculture, etc. through back-up of veterinary facilities and marketing infrastructure.
- Filling in critical gaps in physical infrastructure such as vital road linds rural electrification etc.
- Deficiencies identified in Potential Linked Credit Plan prepared by NABARD for the district should be taken care of.
- The district may also choose to use up to 15% of the funds on maintenance of assets in the health, education and veterinary sectors. However, visual documentation of the assets before and after the maintenance would have to be furnished.
- In the case of districts affected by Left Wing Extremism, 7.5% of the total outlay may be earmarked for security related project e.g. Construction of bridges/ roads for providing connectivity to the police forces/ para-military organization. Further, police /

paramilitary organization may also be involved in the implementation of schemes if found appropriate/feasible.

6.6 Benchmark Survey / Monitoring

6.6.1 An institution either within or in close proximity to the district, should be identified for the purpose and a sum of Rs. 4 to 5 lac allocated on annual basis for carrying out benchmark surveys for taking up monitoring and midcourse evaluation of the programme. As a first step existing facilities / resources should be surveyed which will provide a benchmark for future assessments. An MIS should be prepared which will indicate the progress of schemes for each quarter in physical and financial terms. The relevant output indicators for each project should be indicated on quarterly basis against which progress can be indicated for evaluation after the end of the scheme period. A strict monitoring schedule should be a part of the implementation process itself. The schemes should be monitored by the State Level Committee / NGO's and quarterly progress reports submitted to Planning Commission for review by the Empowered Committee and the High Level Committee.

6.6.2 A website has to be created for each district which will give the background information for the district, the district plan, results of the benchmark survey and the MIS which has been developed. This should be updated on weekly basis to show the progress of the schemes.

6.6.3 The State Government may also provide relevant visual recordings (Photographs videos) to show the position before the projects are undertaken and after completion of the projects and make an assessment of the impact of the RSVY in improving the economy of the district concerned.

7. Illustration of Steps to Prepare the District Plan

7.1 Instead of investing RSVY funds thinly across all sectors, it would be desirable to identify a few sectors in the comparatively backward areas of the district for special intervention in order during the three-year period.

7.2 The steps enumerated in the table below will be of help in conducting this exercise.

1. Identify three-five lead sectors keeping in view the felt needs of the backward regions of the district.
2. Identification of critical gaps in each sector.
3. Requirement (Physical and Financial)
4. Existing schemes in the sectors.
5. If yes, then assessment of existing flows, existing targets.
6. Expanded targets to be achieved with RSVY funding (along with phasing)
7. Identify links required to others sectors and critical gaps in those e.g. if agriculture is identified as the lead sector and crop diversification scheme is introduced, efforts have to be made to ensure that the entire chain from supply of planting material to development of a competitive market is tied up. Besides, gaps in infrastructure relating to connectivity and assured supply of electricity have to be filled up.

7.3

The entire chain of selection of scheme and inter-sectoral linkages may be undertaken. The following box gives a few illustrations: -

Identification of scheme in lead sectors and building of backward and forwarded linkages.

Example 1 : Sector livelihood Support: Identification of level of unemployment; identification of self help groups which are credit worthy; identification of skills for which there is a demand, training in skills thus specified, formulation of pragmatic training programme , etc. Steps to establish credit linkage of SHG's with the Banks. The availability of funds from existing scheme should be assessed and gaps filled through RSVY. The guidelines for SGSY should be followed. However, all schemes should be made bankable. No subsidy will be provided under RSVY and support would be invited to revolving fund assistance, training/ skill development and infrastructural support.

Example 2 : Irrigation: Current sources, potential in the district requirements, current sources of funding, status of ground water, gaps to be met from RSVY. Scheme details e.g. Water Harvesting structures/ Check Dams/ Lift points / Dug

wells with pumps – area to be covered, cost involved, cost-benefit ratio, funding pattern (ratio of subsidy/ credit/ beneficiary contribution), phasing process of handing over operation and maintenance to the beneficiaries/ user groups. Sustainability, particularly, benefit likely to accrue in terms of increase in income so that O& M costs can be paid by the beneficiaries, etc. Further concerted efforts need to be made to ensure that the potential created is utilized properly by providing for on farm development programmes such as field channels, installation of water regulators and agricultural extension facilities and package of inputs in compact area which give impetus to crop diversification and adoption of high value crops wherever suitable. Further forward linkages to markets may also be provided. If road links are planned in the district, the area to be served by the check dam/ other are maximized . If shallow tubewells or energisation of pumpsets is contemplated, the need for strengthening the electricity distribution infrastructure of the area should be looked into.

Example 3: Sector Education : Existing facilities should be mapped. Locations with absence of facilities should be identified. Fund available under scheme such as Sarva Shiksha Abhiyan and facilities created / being created there under should be identified. Existing gaps should be identified such as class room, laboratories, libraries, sports facilities, play fields etc. RSVY funds may be used for such scheme. If level of female education is poor, facilities such as hostels may be considered. However, occupancy position of existing hostels should be considered first. Further, funds for salary of hostel staff, teachers and stipends should be tied up.

Example 4: Roads: Identification of uncovered habitations/ up gradation required / Missing culverts, etc. Setting of targets e.g. coverage of all 1000 + settlements and Gram panchayat HQ and important marketing / growth centers. Identify funds available under PMGSY, CRF etc. as well as funds, which could be made available under RSVY . Cost norms should be checked and should not exceed PMGSY norms. Efforts should be made to take up roads with maximum benefits first e.g. roads, which connect schools, health centers and mandis. All roads must be completed with in three years.