

Process Guidelines under OTELP



Orissa Tribal Empowerment and Livelihood Project (OTELP)

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1. Introduction

- Process oriented development is a critical requirement under OTELP
- Earlier guidelines of Ministry of Rural Development, Government of India (which are currently used in the state) are not adequate for meeting the emerging needs as well as for achieving the distinct objectives under OTELP
- The existing documents (appraisal report, project implementation plan, MTR report, etc) under OTELP provide a number of innovative instruments and mechanisms (refer chapter – 4 for further details). These are based upon recent experiences under watershed related development projects funded by IFAD, DFID and WFP in Orissa and other states in the country
- During the last 2 years, much greater clarity has emerged even under OTELP with regard to participatory processes to be considered during phase II
- Hence there is a need to prepare a detailed process guidelines which may consolidate the above learning into a user-friendly operational modality for various stakeholders under the project

2. Programme objectives

The major objective of the project is to ensure that the livelihoods and food security of poor tribal households are sustainably improved through promoting a more efficient, equitable, self-managed and sustainable exploitation of the natural resources at their disposal and through off-farm/non-farm enterprise development. To achieve this objective, the Programme is expected to:

- Build the capacity of marginal groups as individuals, and grassroots institutions;
- Enhance the access of poor tribal people to land, water and forests and increase the productivity of these resources in environmentally sustainable and socially equitable ways;
- Encourage and facilitate off-farm enterprise development focussed on the needs of poor tribal households;
- Monitor the basic food entitlements of tribal households and ensure their access to public food supplies;
- Strengthen the institutional capacity of government agencies, Panchayati Raj Institutions, NGOs and civil society to work effectively for participatory poverty reduction with tribal communities

- Encourage the development of a pro-tribal enabling environment through ensuring that legislation governing control of, and access to, development resources by poor tribal households is implemented effectively and by recommending other policy improvements; and
- Build on the indigenous knowledge and values of tribals and blend these with technological innovations to ensure a speedier pace of development.

3. Strategy and approach for addressing specific concerns under the project

Legal right over the occupied land

- Farmers in tribal areas have occupied considerable Govt land not belonging to them for two main purposes (i) permanent cultivation and (ii) shifting cultivation
- Lack of clarity about legal rights on above lands have become a critical hurdle in making project investment on developmental interventions
- Hence allocation of legal right has been considered as a formal agenda under the project which involves pro-active facilitation on priority basis
- At this stage greater emphasis regarding legal right is to be laid on dispute free non forest Revenue Department land. In case of land with forest kism, similar efforts may be made, as feasible under the existing law.
- Initial efforts may be made to carry out pilot studies in 1-2 watersheds for understanding the magnitude of the problem and to work out strategy and approach for addressing the land issues
- Afterwards priority may be given to facilitate legal right to eligible families over the eligible land within the framework of available laws
- In order to hasten the above process, special survey unit is to be positioned at block level (in the project area) for carrying out survey and settlement of land in favour of eligible families. This job is expected to be completed within one year in the phase I area of the project.

The following specify operational steps, which may be adopted for facilitation of legal right on different types of land

- A legal literacy course may be arranged for FNGOs, CBOs, etc regarding the scope and limitation of land rights as per the existing laws

- The proposed survey and settlement unit at block level may carry out detailed survey of common land (as per ROR) and identify which of the eligible lands have been occupied by eligible families (having less than 1.0 standard acre)
- The above information may be consolidated as per the following four categories
 - i. **Category – 1:** This may include cases which can be settled at the community level (in Palla Sabha meeting, gram sabha meeting, gram panchayat meeting, etc) e.g. cases of tribal lands alienated by non-tribals, etc. Wherever needed the assistance of revenue department (at block level) may be taken to legalize the decisions taken by Gram panchayat, etc
 - ii. **Category -2:** This may include cases of eligible families (which are either landless or land owners with land below one standard acre) and of eligible lands as per existing rules (i.e. AJA type of ownership; leasable land kizam and less than 10° slope as well as 30° slope). A part of the land under AAA type may also be included in case it belongs to leasable land kizam
 - iii. **Category -3:** This may include cases which need special provision from state / district levels for allocation of land right through (i) survey of unsurveyed land; (ii) converting the non leasable category of land into leasable category; (iii) other special legal provisions, etc. The families under this category may be separately grouped for each of three aspects indicated above. Justification behind the above proposals in each case may also be clearly spelled out so that cases can be argued properly. This may also include cases of those land owners whose land has already been sub-divided among adult children in the family but it has not yet been entered in the land record.
 - iv. **Category-4:** This may include cases where only usufruct right is to be given to the concerned families (either as individuals or in groups). This may require the support of district collector. It may include land with AJA – AAA type of ownership, leasable or non leasable land kizam and slope above 30°
- At that stage, the revenue department (at block / district level) may be approached by the CBOs for settlement of above cases.
- Need-based facilitation support for settlement of above claims (at the block level or the district level) may be provided by the proposed special survey unit

Food security based developmental interventions

- The existing land use system in tribal areas has emerged essentially for creating food security at the family level
- Shifting cultivation (which otherwise leads to ecological degradation) contributes very substantially to the food security of tribals in general and resource poor families in particular. Hence this aspect must be kept in view while evolving alternatives to the shifting cultivation
- Tribal families prefer to eat a wide variety of food crops (rather than paddy alone) which comes through lands not only under permanent cultivation but also under shifting cultivation
- Broadly speaking overall food security at family level is achieved through the following three sources: (i) Produced food (in private land, occupied land for permanent cultivation and occupied land for shifting cultivation); (ii) Collected food (from forest area in revenue department land as well as forest department land); and (iii) Purchased food (through payment of cash which may be earned through many sources including labour wages; selling of cash crops, NTFP, livestock; taking loan from various sources, etc). Government initiatives to provide food for work; PDS, etc also help considerably in reducing the cost of food
- Major problems associated with food security are (i) low productivity of food crops in cultivated land; (ii) short duration of cropping cycle in podu land; (iii) low production as well as low income from NTFP; (iv) low wages as well as limited period of wage employment; (v) indebtedness, (vi) procurement of required food grain from external market at high rates, etc

Therefore it is crucial to bring food security in the center stage of development plans. For this purpose the following cluster of interventions may be made for addressing the above needs

- Increasing the productivity of food crops in rainfed lands under permanent cultivation as well as increasing the area under irrigation (for diversification of cropping system) through water resource development
- Collective marketing of NTFP to not only enhance income but also to motivate families to increase area under NTFP

- Augmentation of NTFP through seeding / plantation in land under shifting cultivation as well as land under forest
- Increasing the population of livestock for getting additional income besides improving the productivity of agricultural crops
- Addressing the problem of indebtedness through organization of SHGs (for meeting credit needs regarding consumption purpose) and subsequently linking them with bank (for meeting credit need regarding livelihood development)
- Sustainable management of grain bank (through SHG federation at micro-watershed level) for providing a wide range of food grains and at reasonable cost.

Sustainable land use system

- At present land use system in tribal areas is very unsustainable due to severe degradation of biomass in forest area and heavy flow of runoff water outside the village
- Practice of shifting cultivation is a common feature in these areas leading to severe degradation of land resource
- Reduction in forest cover and encroachment of village grazing land have resulted into significant reduction of livestock population due to limitation of grass and fodder trees
- Food security at family level is however the main concern behind the above land use system evolved by the local community. Lack of clarity about legal right over the occupied area and usufruct over biomass in forest area are additional reasons behind the above land use system

The following three specific approaches are envisaged under the project to improve upon the existing land use system

- Reduction in area under shifting cultivation through cluster of interventions for addressing the food security problem as well as adoption of participatory forest management (as per details given later on)
- Formalization of land right (as per details given earlier) and usufruct over the biomass in unoccupied land (as per provision under JFM)
- Diversification of farming system through development of irrigation potential and also through enhancement of livestock population

Greater control of CBOs over the developmental process

- Developmental organizations from outside are not able to provide the needed support particularly in tribal areas due to poor quality of approach road, long distances, inadequate transport facilities, etc
- Enough evidence is available to suggest that much of the developmental responsibilities can be easily taken over by community based organizations provided sufficient efforts are made for properly organizing them into thematic groups / committees
- Self reliance in thematic bodies can be built by integrating them with SHGs in such a way that credit management function is performed by SHGs but other functions related to technical, and management aspects are performed by the thematic groups / committees
- Sustainability of thematic bodies can be further enhanced by drawing at least 50 percent of its members from the SHGs
- The thematic groups / committees may address not only developmental agenda such as forest development and water resource development (through VSS, user groups, etc) but also socio-economic agenda like education and health (through respective committees)
- Operational modality for organization of above CBOs is discussed in details under chapter – 7.

Enhancement of wage employment as well as self-employment

- Enhancement of wage employment during project period may be considered only as a short-term measure to initiate families on a new developmental path. For this purpose, greater emphasis may be laid on involvement of local labourers and also on provision of due wages (as per latest SSR). Convergence with NREGS may provide wage employment even beyond the project period. During the project period food for work can be integrated with wages (in cash) to promote food security
- Enhancement of self employment potential may also receive equal attention under the project since it shall sustain beyond the project period. This can be generated essentially through development of water resource, augmentation of NTFP, processing of surplus produce (before carrying out collective marketing), enhancing the population of livestock, etc

- Development of new skills (on technical and managerial aspects) is crucial for enhancing the scope of self employment. This may include entrepreneurship in marketing, skills for processing, procurement of inputs, etc

Development of critical infrastructure facilities

- At present community oriented infrastructure facilities are negligible in tribal areas including approach road, storage space, community hall, school building, drinking water, electricity supply, etc
- Likewise individual oriented infrastructure facilities are also inadequate including cattle shed, compost pit, backyard area, house for poor, etc
- Hence there is a need to work out sustainable ways of developing above infrastructure facilities. Organization of CBO is indeed a pre-requisite for maintenance of above facilities particularly those which belong to the community
- Likewise investment may be made only on need-based infrastructure facility; which can be confirmed on the basis of willingness among community members to share a part of the cost (through shramdan)
- Some of the infrastructure facilities like community hall may be used for multiple purposes e.g. venue for meeting of CBOs, school for children, storage of produce (in a part of the area), etc
- Under OTELP priority may be given on the following items namely construction of multipurpose building, provision of safe drinking water, etc. Other facilities like road construction, alternate source of energy, etc may be provided through convergence

Social security for vulnerable people

- This is also one of the critical agenda under the project. Vulnerable people may include – widow, disabled, old age person, orphans, etc. Besides this some more members belonging to women-headed households as well as landless families may also be vulnerable

The following specific modality may be adopted for addressing the above concern

- To begin with participatory vulnerability analysis may be carried out with the help of criteria / indicators evolved under the respective government schemes for social security. This may help in identification of eligible vulnerable people. Afterwards

prioritization of above persons may be done through social parameters identified by the community (in a transparent manner)

- The above vulnerable people may be segregated into two groups: (i) those who have already received benefit under the respective social security schemes and (ii) those who have not yet received the above benefit
- Operational modality may be evolved for linking the leftover persons with the ongoing schemes through the community-based organization. This may be done by raising the matter in palle sabha meeting and then taking it forward in GP meeting as well as with concerned developmental departments
- At that stage, 2 persons may be identified from the vulnerable group to take follow up action on the above aspects
- For vulnerability agenda, the specific role of OTELP project is to analyze the problem, evolve operational modality, organize community, etc. Actual financial support for vulnerable people should however be provided by the concerned departments through convergence

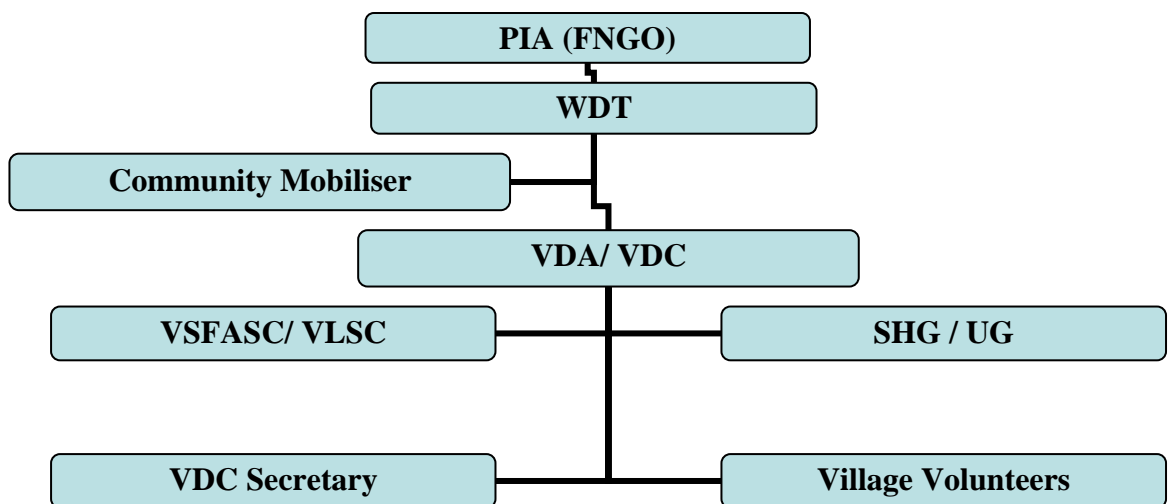
4. Basic Framework of the project

- Under OTELP the scope of overall work is considerably enhanced compared to traditional watershed development work in order to achieve holistic development. Besides this empowerment of tribals has been kept in the centre stage to achieve post project sustainability. For this purpose, two specific steps have been taken (i) provision of additional mechanisms and (ii) creation of effective instruments (for improving the existing mechanisms). Some of the mechanisms and instruments created under OTELP are indicated below

Institutional aspects

- Organization of sub committee (at village level) in addition to the village development committee (at the micro-watershed level)
- Modifying the role of micro-watershed based committee to carry out facilitation of the project at community level (in place of implementing the approved works). For this purpose a sub-committee for social and financial auditing of funds may be constituted in each village as well as at the micro-watershed level

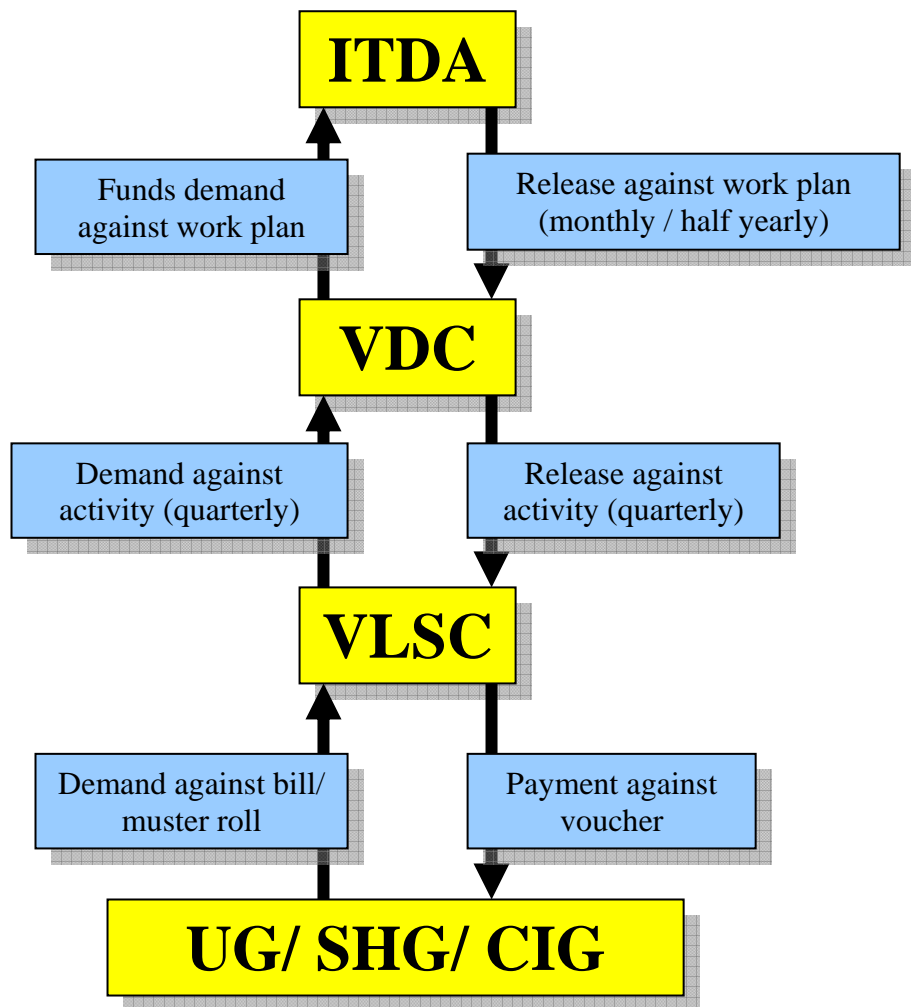
- Organization of thematic groups /committees (besides SHG, UG at village level) which includes VSS, education committee, health committee, common interest groups, etc
- Federation of SHGs at micro-watershed level to manage revolving fund in a sustainable manner (even beyond the project period). The federation may also perform other functions where aggregation is desirable e.g. management of grain bank, collective marketing of produce, etc



Financial aspects

- Decentralization in flow of developmental fund to the village based sub-committee (from the micro-watershed based committee) since in tribal areas there are 3-4 revenue villages under each micro-watershed
- Collection of advance contribution (in cash) from actual participants (rather than the labourers) before starting implementation of approved works.
- A separate allocation of revolving fund for development of livelihoods (land based as well as livestock based livelihoods)
- Encouraging relevant developmental departments to converge around the CBOs and to release developmental funds directly to them (rather than convergence of one department with the other)
- Adoption of project cycle management concept for proper sequencing of components, and adjusting the capacity building inputs as well as monitoring system in accordance with the identified inputs and outputs under each component

- Provision of additional fund for improving the delivery system at different levels; which includes (i) hiring of 2-3 additional WDT members at FNGO level for proper handling of livelihood component; micro-finance; accountings, etc. (ii) hiring of one survey and settlement unit at block level for addressing the land rights related issues; (iii) hiring of thematic resource organizations at state level for strengthening of critical aspects namely organization of SHGs, understanding of legal rights, collective marketing of produce; institutionalization of participatory processes; monitoring of outputs and outcomes; etc (iv) hiring of experienced resource persons for capacity building of different stakeholders; (v) creation of project management units at state and district level as a part of the ITDA (for carrying out additional works under OTELP in a focused manner), etc



Project management aspects

- High priority to adopt indigenous technologies for NRM and also enhancing the rate of contribution (upto 20-50 percent) for such interventions

- Payment to labourers strictly as per Minimum Wage Rate and with equal wage to men and women
- Involving UGs / SHGs for execution of works
- Integrating the concept of food for work (in order to improve food security of families)
- Development of holistic plan at village level / micro-watershed level so that it can be used as an instrument for convergence with other schemes / departments
- Preparation of perspective plan for the entire period of 7 years but preparation of annual action plan as per the phase specific components and sub-components
- Formulation of new Minimum Wage Rate for those indigenous technologies which are preferred by the community but whose design and estimates are currently not available with the ITDA
- Overall approval of perspective plan of 7 years by the district level management committee (after social approval by the VDA). Subsequently approval of annual action plan at different levels in a decentralized manner. This may include (i) social approval of consolidated annual action plan by village sabha / watershed association; (ii) technical approval of one work at time by WDT for those items which are costing less than Rs 50000 (for costlier items, technical approval may be given by PMU at ITDA); (iii) financial – cum – administrative approved of consolidated annual action plan by ITDA.
- Hiring of technical services from experienced resource organizations (even if they are outside the government department) on payment of service charge out of the developmental fund under the respective component
- Simplifying the design and estimate of structures / measures so that labourers could easily know their due amount even at different stages of progress
- Painting of latest Minimum Wage Rate and abstract of estimate about each item on village walls in order to increase transparency in transactions
- Transfer of developmental fund from VDC to VLSC against the quarterly implementation plan (approved by the village association) in order to further enhance transparency in the implementation process.

5. Operational modality for management of project cycle

- Type and number of components have been gradually increasing under the watershed programme. During the last decade major emphasis was given on development of

natural resource including land, water and perennial biomass. During early part of the present decade, the component of livelihood (including land based livelihoods and livestock based livelihood) was added under the programme. Under OTELP empowerment of tribals has been brought in the centre stage and holistic development is envisaged through addition of many other components like allocation of land right, collective marketing of produce, provision of safe drinking water, improvement in health, hygiene and education, etc. Convergence with relevant departments has become an integral part of the above holistic development

- Project management become complex as the components under the programme are increased and also the social concern like empowerment, gender and equity for resource poor families are integrated
- The concept of project cycle management becomes very relevant for systematizing planning, implementation and monitoring of even complex projects. The main features of the above concept are as follows
 - Proper sequencing of components as per the major concerns under the project
 - Clear description of project outputs for each component indicated above
 - Clustering of activities / inputs for getting each output
 - Building the capacity of different stakeholders keeping in view the above activities, outputs and sequence of components
 - Monitoring of progress against the identified indicators for each output indicated above
- Usually there is a considerable mismatch between the capacity building inputs and the expected outputs at a particular stage of the project. Project cycle management addresses the above issue through proper designing of project cycle and also through building a common mind among diverse stakeholders at different levels

6. Critical interventions during different phases at the micro-watershed level

- In case of conventional watershed programme, each micro-watershed project has a total period of about 5 years. There is a tendency to move slowly during the initial 1-2 years of the project due to lack of clarity about critical interventions to be made during this period. Afterwards there is a tendency to jump into execution of high cost structures to make up for the shortfall in budget utilization. This often leads to top-down culture even in a project where process oriented development is very critical.

Towards the end, the project is abruptly closed with the result subsequent growth processes do not become sound due to lack of preparedness of the community

- Keeping these in view the project is divided into three distinct phases spreading over 7 years namely (i) probation phase (2 years); (ii) main implementation phase (3 years); and (iii) consolidation phase / withdrawal phase (2 years). Critical interventions under each phase are indicated below which can form the basis of designing project cycle indicated earlier.
 - **Probation phase:** Major attention during this phase may be on the following aspects (i) awareness building of different stakeholders about project objectives, strategy and approach, expected end results, etc; (ii) organization of community at village level and micro-watershed level; (iii) capacity building of different stakeholders through handholding approach; (iv) development of natural resource in a small area of about 20 ha (which may include participatory planning, implementation and evaluation of works related to development of private land with 8-10 families, development of one drainage course, construction of one WHS, regeneration of forest area through social fencing in one compact area, etc). Besides this 1-2 community oriented infrastructure facilities may also be created during this phase. It is crucial that same institutional as well as financial management systems are adopted during this phase (which are envisaged for the main implementation phase), so that undesirable impressions are not created among different stakeholders
 - Allocation of land right, provision of safe drinking water, convergence with other departments for wage employment, health and education are also to be addressed during this phase
 - A detailed perspective plan may be preferred for each village as well as the entire micro-watershed before completion of this phase
 - A small initiatives may also to be taken with regard to promotion of non-land based livelihoods through revolving fund to the existing SHGs
 - At the end of the above phase a critical assessment of the capacity of FNGO/WDT and also the preparedness of watershed community may be made by an inter-disciplinary team identified by PMU. If the performance is not satisfactory the FNGO or the watershed community may be disqualified or given one more opportunity as decided by PMU.

- **Main implementation phase:** may include the following interventions namely (i) organization of leftover families into CBOs; (ii) continued emphasis on allocation of land right; (iii) carrying out planning and implementation of rest of the natural resource; (iv) productivity enhancement in agriculture and allied enterprises namely horticulture, livestock, fisheries, etc; (v) participatory monitoring of physical progress, financial progress, processes, sustainability of intervention, etc
- **Consolidation phase / withdrawal phase:** may begin towards the end of Main Implementation Phase. Main focus during this phase may be on the followings, (i) preparation of project completion report with details about status of each intervention; (ii) organization of leftover families into groups, federations, etc.; (iii) improving the sustainability of various interventions made under the project; (iv) sustainable utilization of common fund available with the CBOs; (v) addressing issues related to repair, maintenance and protection of CPR; (vi) building the capacity of CBOs to perform new roles during the post project period and (vii) facilitating linkages between CBOs and development departments including credit institutions.

7. Operational modality for organization of community

Guiding principles for organization of community

- As per the earlier guidelines of MoRD, only four types of CBOs have been organized under watershed programme namely Self Help Group (SHG), User Group (UG), Watershed Committee (WC), and Watershed Association (WA). Out of these, only SHGs have sustained beyond the project period. Other CBOs have not performed properly even during the project period
- Under the changing scenario many new components / concerns have been added under OTELP. Hence there is a need to improve not only sustainability of earlier CBOs but also organize additional CBOs for meeting the emerging needs
- Some of the new CBOs may include (i) sub committee at village level; (ii) federation of SHGs at micro-watershed level; (iii) thematic committees / groups for not only developmental components (e.g. Vana Sangrakshna Samitis and Common Interest Group) but also for human resource development (e.g. education committee and health committee)

- There is also a need to develop village volunteers as well as establish community managed resource centre for nurturing the above CBOs beyond the project period
- It appears that overall number of CBOs under OTELP may become too large and hence their sustainability may not be achieved within the limited period under the project.
- Hence proper sequencing of above CBOs may be worked out in order to build upon the previous efforts. Initial preference may be given to organize practically all adult members into one or other SHGs, which may consist of SHGs (of women and men). Afterwards members of all other CBOs (i.e. UGs, CIGs, federation of SHGs, etc.) may be drawn out of the above SHGs. Accordingly different CBOs may be organized as and when the need arises. By and large the following five phases may be observed

Phase – I: SHGs (of women as well as men); UGs (of men as well as women); development of book writers and para workers

Phase – II: Village Level Committee (at natural village level); Village Development Committee (at micro-watershed level)

Phase – III: Common interest groups (CIG) of one livelihood / commodity at a time

Phase – IV: Federation of SHGs (at micro-watershed level)

Phase – V: Community-managed resource center

Type of CBOs to be organized under the project

- **Self Help Groups (SHGs):** Although many of these groups are found to be functioning properly even beyond the project period, the following specific points may still be considered for further improving the quality of these groups under the programme: (i) Organization of SHGs of all adult members; (ii) Involvement of majority of families of the village in the above SHGs particularly those which belong to poorest of poor category; (iii) Development of book writers at village level; (iv) Periodic monitoring of SHGs regarding their maturity; (v) Follow-up nurturing of above groups by community managed resource center; (vi) Mainstreaming of SHGs in the watershed programme by involving them not only in micro-enterprises but also in natural resource development, livelihood development, execution of various works, management of CPR, etc

- **User Groups (UGs):** In the present context UGs may refer to those groups which are associated with one or other community oriented asset / common property resource, etc. The following specific suggestions may be considered for improving the functioning of the above groups: (i) Improving the stake of user groups through adoption of demand-driven approach in planning; (ii) collection of genuine contribution from actual users in advance (during the planning process); (iii) formal allocation of provisional user right (preferably during the planning process); (iv) working out modalities for repair, maintenance and protection of CPRs (as a part of the planning process); (v) adequate investment on capacity building of UGs as being done in case of SHGs; (vi) advising UGs to either become SHGs (in case its members are homogeneous) or to join different SHGs (if their members are heterogeneous); (vii) facilitating SHGs to become UGs particularly with respect to biomass in common land, fisheries in common pond, etc.; (viii) collection of user charges from members on regular basis, etc

- **Village level sub committee (VLSC):** As per the original design under OTLEP village development committee (VDC) is to be constituted at micro-watershed level (which may consists of 3-4 natural villages). However during subsequent internal reviews it was recognized that there is a need to organize sub-committees of above VDC in each village so that it can facilitate people's involvement in planning and execution of works in a more transparent manner. During the mid-term review it has been formally recommended that a sub-committee must be constituted at village level in addition to the earlier VDC at micro-watershed level. Hence from now on it may be better to revise the terminology of above bodies in such a way that the committee at natural village level is called as VLSC whereas committee at micro-watershed level is called as VDC.

Major functions of this committee are to facilitate participatory planning through UG / CIG, implementation through labour groups / SHGs, management of revolving fund through SHGs, carrying out repair and maintenance of water harvesting structure, facilitating social fencing for natural regeneration of biomass in common land; facilitating planning and execution of land right related matters, managing common fund including revolving fund and watershed development fund in a sustainable manner, etc. Further shifting the role of VDC from execution of developmental works to governance of overall project will facilitate decentralization

not only in execution of works (from VDC to VLSC) but also in governance of project.

The VLSC is expected to function in harmony with other CBOs existing in the village namely (i) the conventional village committee (which seems to be existing in many villages where NGOs have been functioning); (ii) informal indigenous institution which consists of persons like Gontia, Jani, Bari, Desari, etc to perform a number of social roles in the community besides management of community oriented natural resource; (iii) Self Help Groups, etc

Type of members in the village level sub-committee (VLSC)

Sl. No.	Type of representation	No. of participants
1.	Representatives from existing village committee / informal indigenous institutions/ PRI	1-2
2.	Representatives from existing SHGs	2
3.	Representatives from the proposed UGs (who are likely to be associated with WHS or forest development, etc)	1-2
4.	Representatives from landless community	2
5.	Representatives from VDC (who are residing in the village)	1-2
6.	Representatives of education committee / health committee	1-2
	Total	8-12

- Village Development Association and Village Development Committee at Micro watershed level:** Village Development Association (VDA) will be formed at the micro watershed level comprising the adult members of all the villages covered under the micro watershed. The VDA will have to be registered under The Society Registration Act, 1861. The Watershed level Association (VDA) is expected to function as a decision-making body and Watershed level Committee (VDC) is to function as its executive body. The composition of VDC will be as given below with representation from each village. At least 50% of the members should be women.

Type of members in village development committee (VDC)

Sl. No.	Type of representation	No. of participants
1.	Representatives from existing SHGs	4
2.	Representatives from the proposed UGs (who are likely to be associated with WHS or forest development, etc)	4-5
4.	Representatives from landless / vulnerable groups	2-3
5.	Representatives of education committee / health committee / VSS	3-4
6.	Representatives of PRI	1-2
7.	Anganwadi worker	1-2
	Total	15-20

- Based upon successful experiences, the following steps may also be taken under OTELP to improve the functioning of various type of CBOs (i) organization of village based associations (in addition to the micro-watershed based association); (ii) organization of majority of members of the association into different SHGs so that they could develop harmony among themselves, articulate their views properly, carry out adequate preparation in smaller groups before coming for the meeting of VDA, etc.
- Organization of federation of SHGs (at micro-watershed level) for proper management of revolving fund (during project period) and Village development fund (during post project period). Further details on this aspect are also discussed in the following pages
- Improving the functioning of existing VDC by properly adjusting its sequence and timing of organization with respect to other CBOs as well as with respect to the stage of the project. Initial efforts may be made by FNGO (with the help of local volunteers, etc) towards organization of sufficient number of SHGs as well as UGs, and also for preparation of individual action plans regarding development of individual oriented and community-oriented natural resource. At that stage, the VDC may be constituted for consolidation of above action plans and also for taking follow-up actions related to approval of plan, release of funds, monitoring of progress, etc
- Village Level Social & Financial Audit Sub Committee: A sub-committee comprising all the adult members of the village will be constituted for carrying out social and financial audit of accounts. The VLSC will place the details of the activities taken up during the month along with the related accounts before this sub committee for scrutiny and approval. Besides this, the village level social and financial sub

committee shall sort out matters related to financial mismanagement through necessary actions in a transparent manner. On the basis of the above, the VLSC will submit a written report to VDC on quarterly basis on the financial matters.

- **Social and financial auditing by a sub-committee:** As per the project document, a sub-committee is to be constituted by VDC for carrying out social and financial auditing of records and accounts at village level on a regular basis. Under the project, a special significance has been attached to this sub-committee, which should be formed (as a part of the by-laws of the VDC) at the time of its registration under society act. Initial release of developmental fund to the VDC should be made only after constitution of above sub-committee. This committee may submit a quarterly report directly to PMU through VDC/FNGO. The release of funds in subsequent installments should be made based upon the report by the above committee.

Box-1: Special attention towards capacity building of CBO on project management aspects: Under OTELP the fund flow has been further decentralized from micro-watershed level (having VDC) to village / habitation level (having VLSC). It is therefore crucial to build capacity of above CBOs at both levels so that physical and financial transactions could be carried out in a proper manner. Under the project, social and financial auditing of programme has been formally handed over in the hands of the community by creating a formal sub-committee for social and financial auditing with the VDC. Hence adequate efforts should be made to build capacity of VLSC as well as sub-committee for social and financial auditing so that democratic decentralization as well as internal accountability is institutionalized properly.

- **Vana Sangrakshana Samitis (VSS):** At present legal right to the community over the forest produce has been provided under JFM through VSS. This body is expected to have 6-8 representatives of the community who are actual users of the forest produce. They are expected to nominate a president out of the above members. Under the present set-up one representative of the forest department is to be designated as secretary of the above organization. The bank account of the above committee is to be jointly operated by the president and the secretary of the VSS

Further detail about allocation of usufruct right over forest produces and enhancement of community's control over the decision-making process (particularly beyond the project period) is described in a separate handout.

- **Common Interest Groups (CIGs):** This is a generic name to include groups in which members are having common interest around a particular economic activity. Hence, this may include livelihood groups, commodity groups, labour groups, etc. It is expected that all members in a particular group may be dealing with the same type of economic enterprise, even though they may be heterogonous with respect to socio-economic status. Preliminary experience has shown that sustainability of CIGs may be enhanced if its members emerge out of different SHGs. In such cases CIGs may be used mainly for carrying out technological transactions, procurement of inputs, marketing of produce, sorting out management related issues, etc. However financial transactions, on above aspects may be carried out by the members in their respective SHGs. These groups may eventually help in adopting community-managed production and marketing system with respect to specific commodities and enterprises. As the functioning of above groups improves, they may be registered under producers company act. Wherever needed community-based entrepreneurs may also be encouraged out of above body for carrying out specific jobs in a professional manner and as a commercial enterprise. The selection of such entrepreneurs should however be made through transparent manner and for one year at a time.
- **Federation of SHGs:** This body may be required in situations where additional functions are to be performed which are beyond the capacity of individual SHGs such as collective marketing of produce; management of revolving fund; management of grain bank, etc. At least 8-10 SHGs must be available for organizing them into a federation. Hence this body may be constituted at micro-watershed level. Its meetings may be held either in a central village under the project or may be rotated from one village to another.

The following operational modality may be considered for organization of above federation

- Initial thrust may be given to organize sufficient number of SHGs in each village in such a way that all families are covered in one or other SHGs
- These SHGs must be graded (as per standard parameters evolved by NABARD) on quarterly basis to assess the status of maturity
- The federation of SHGs may be started when at least 8-10 mature SHGs are available in a cluster of villages (preferably under the micro-watershed)

- A executive committee of the above federation may be constituted by having 2 members from each mature SHG
- Initial 1-2 meetings may be organized for orientation of members about its roles and functions and for building the vision of members
- Afterward each eligible SHG may be encouraged to contribute a small amount (Rs 50 or 100 per month) as a group saving in the above federation. Simultaneously the federation may start internal lending to the above SHGs. The members who are depositing the amount as well as those who are taking the loan must bring the proceedings of the last meeting of their SHGs so that there is a proper involvement of the group rather than the members in individual capacity
- The Executive Committee members of the federation may have a term of two years
- The records in the federation may be maintained in the same way as it is done in SHGs
- Such a system of group saving and group loaning may help in evolving norms and stabilizing the federation. This may take about 6-8 months. After that the federation may link up with external organizations like developmental departments, banks, etc for managing the external funds, collective marketing, grain bank, etc
- **Education committee and Health committee:** These committees may be formed as per the guidelines of the respective departments. While identifying the executive committee members, preference may be given to those who are having actual stake in the agenda, and (ii) to those who are already organized in SHGs. This shall help in improving the sustainability of the above committees. Needless to mention that capacity building of above committees is crucial for improving their functioning.
- **Community managed resource persons:** This refers to book writers for organization of SHGs as well as other CBOs and para workers for development of various enterprises namely livestock, horticulture, agriculture, etc. The above resource persons perform their functions on service charge basis against specific outputs. Hence they play a crucial role for facilitation of growth process during post project period
- **Community managed resource centre:** It is well known that external resource organizations are not able to provide desired level of follow up support to CBOs particularly after completion of project period. Hence it is essential to organize a

community managed resource centre for each cluster of villages. These centres are to be governed by representatives of mature SHGs and to be used for providing need-based services to various CBOs under its jurisdiction on payment of service charges. Experience has shown that, with proper follow up support, the resource centres can become self-reliant within a period of about 5 years, at least with respect to their operational expenses.

Steps and procedures for preparation of action plan regarding organization of community

- Organization of community into various groups and management bodies move slowly and often may go in the background if they are not organized satisfactorily during first year of the project period. One of the main reasons behind slow progress on this aspect is the lack of proper monitoring, which in turn is due to lack of specific action plan about the component like this.
- Details about steps and procedures for organization of community are given below:
 - Assess the present status of existing community based organizations (with special reference to each type of credit and thrift based group) in identified village under watershed programme
 - Assess participation of resource poor family in the existing credit and thrift based groups
 - Assess ownership of land and water resources owned by existing credit and thrift based group
 - Assess present status of financial resource with existing credit and thrift based groups and their maturity regarding handling of finances
 - Describe proposed institutional set-up to be created at village level under the above programme
 - Identify strategic gaps in the existing institutional set-up at village level
 - Prepare need based action plan for organization of community into a sustainable institutional set-up
- Further details about each step, use of PRA tool, standardized framework for collection and consolidation of data are given in a separate handout.

8. Operational modality for capacity building of different stakeholders

Identification of participants for different types of training courses

- ***Categories of Personnel:*** There are three main categories of personnel associated with the OTELP programme namely: (i) administrators and managers; (ii) implementers; and (iii) trainers. They may be located and functioning at different levels namely state, district and micro watershed.
 - Administrators and managers include officers from ITDA, Project Support Units (PSU) at state level and project management unit (PMU) at district levels, heads of FNGOs and heads of the registered societies at micro-watershed level.
 - Implementers include WDT members belonging to respective FNGOs, office bearers of registered societies, para-professionals at micro-watershed level, other participating members in the SHGs and UGs, etc
 - Trainers include full time existing faculty members of the identified training organizations in the public and NGO sector and also part-time external resource persons who are identified as trainers to assist the above organizations.
- ***Courses for Various Personnel:*** Different category of persons would perform separate tasks and hence their training needs will vary. Some of the functionaries may require skills in technological aspect while others in management and social aspects. Some may need only orientation and sensitization through short duration courses while others would require enhancement of skills through medium to long duration courses.
- ***Preparation of a Short and Long-term Training Plan:*** For preparation of a cost effective training plan, the total programme may be arranged in the following three phases keeping in view the requirement of time for travel, level of participants, availability of competent training organization, etc.
- ***Phase –I (Orientation and training of state level participants):*** During this phase two types of courses may be arranged: (i) short-duration orientation course for nodal officers from ITDA and PSU; and (ii) long-duration skill enhancement course for internal and external trainers. The training courses during this phase may be carried out by national and state level experienced training institutions. While identifying the above training institutions, preference may be given to those which have requisite

experience of conducting such courses. These organizations may belong to government sector or non-government sector.

- **Phase-II (Orientation and training of district level participants):** During this phase participants for short-duration orientation courses may include: nodal officers from ITDA and PMU at district level; heads of identified FNGO from the concerned micro-watershed, etc. The participants for skill enhancement course may include WDT members from each FNGO. The courses may be conducted by the training organizations at state level / district level identified under the project. Wherever required, these organizations may take the assistance of external resource persons.
- **Phase – III (Orientation and training of Watershed level participants):** During this phase short-duration orientation courses may be arranged for honorary office bearers of the VDC and VLSC established under the project at the micro-watershed / natural village levels. Long-duration courses for enhancement of job related skills may be arranged for paid members of the above societies (namely Secretary and Volunteers of VDC/VLSC, book-keeper of SHG, UG, etc.) and also para-professionals from the same or nearby villages. Training of paid members of the society may be carried out largely on management aspects including maintenance of records etc., whereas training of para-professionals may be carried out on technological aspects. Training of such persons may be carried out by WDT members preferably within the micro-watershed village in order to save time and resources. These training programmes may be carried out for 1 to 2 days at a time as per the immediate needs. Much of the learning may come during the period where the trainees shall apply new skills in the specific jobs environment under the guidance of the WDT. Under this phase training of UGs and SHGs may be organized preferably by the para-professionals with need based assistance from WDT.
- A comprehensive time-bound action plan for capacity building of different categories of personnel may be prepared keeping in view the sequence of activities and availability of training organizations. Such plans on a long-term as well as annual basis may be prepared by SMS Capacity Building at PMU level. Afterwards these may be consolidated by the Programme Officer Capacity building at PSU level so that coordination and facilitation could be undertaken in consultation with the identified training institutions.

Separation of capacity building phase from the main implementation phase

- It is widely recognized that a few weeks of training input at initial stages of the project is not adequate for building the capacity of the FNGO and for preparing the community for participatory management of watershed programme. Field experience has indicated that training input, particularly to WDT, watershed secretary, volunteers, community organizers, etc. should include not only learning of skills through structured courses but also a regular follow up support for application of skills. This would require a longer period of association between the trainers and trainees. During this period physical and financial progress in the conventional sense is likely to be slow which may generate a negative pressure on the implementing agencies. It is therefore essential to separate out the capacity building phase from the main implementation phase so that their progress can be reviewed with phase specific parameters.
- During the capacity building phase which may be extended to about one year, the FNGO/WDT should facilitate the following activities at the village level: Orientation of watershed community about the proposed strategy and approach, skill enhancement of office-bearers of the Watershed Committee and other concerned persons on organization of community into SHGs, use of PRA tools for preparation of action plan, record keeping and supervision of quality of works during implementation phase etc. The WDT, office bearers and community organizers may use the above skills in such a way as: to carryout organization of at least four SHG/UG; preparation of strategic plan of watershed for the project period; preparation of detailed annual action plan of a portion of watershed area to be implemented during the capacity building phase (which may include one representative drainage course; about 10 to 15 ha. of private land associated with the above drainage course; one to two water harvesting structures; natural regeneration of vegetation through social fencing in one block of common land); implementation of above action plan; participatory evaluation of programme, etc.
- At the end of the above phase a critical assessment of the capacity of FNGO/WDT and also the preparedness of watershed community may be made by an interdisciplinary team identified by PMU. If the performance is not satisfactory the FNGO or the watershed community may be disqualified or given one more opportunity as decided by PMU.

Steps and procedures for preparation of action plan of this component

- Identify number of participants who are to be oriented / trained at each level (namely state, district, FNGO and watershed level). Also identify nodal officers for coordination of training programme at different levels.
- Categorize above participants in different groups according to their roles and responsibility namely managers, implementers and trainers.
- Identify which of the participants need to be only oriented about different aspects and which of them need skill based training.
- Identify appropriate training organization, which are willing to conduct need based courses. Assess the fee for organization of courses by each training organization.
- Tabulate above information related to number of participants and budget estimate etc. as per detail given in the following pages.
- Advise the concerned training organization to prepare detailed action plan for completing the assignment as per the project cycle envisaged under OTELP.
- Further details about each step, use of PRA tool, standardized framework for collection and consolidation of data are given in a separate handout.

9. Empowerment centered planning process for developmental components

- Watershed development is traditionally rooted on soil and water conservation. In recent times livelihoods has been in the focus. But, when these programs are extended into the tribal regions, the plethora of problems related to ownership rights on land, forest, water and other natural resources, and historical exploitation of the adivasis hamper any meaningful initiatives on developing natural resources or livelihoods
- The cultural identities and the knowledge systems also are unique to these regions, which are plagued by historical neglect of public infrastructure. It is in this difficult context that Orissa Tribal Empowerment and Livelihoods program is conceptualized to make an impact
- For the purpose of action plan preparation, the following two questions arise (i) how to get the above dimensions in the traditional watershed development plan and (ii)

how to evolve a planning process that empowers people rather than treating them mere responders of data generation exercises

- The main features of the above planning process are as follows: (i) a team needs to constantly interact with the villagers in each of the watershed villages for about 50 days; (ii) the planning process is de-linked from project budgets as the community is facilitated to access resources from various mainstream programs; (iii) there is a broad consent taken from the community on the amount of time they have to invest and that they have to show the team a place to stay in the village as well as arrange for a cook; (iv) a series of thematic exercises are planned using several participatory methods; (v) every day / night the community sits together and deliberates on one or two thematic issues based on a mapping exercise; (vi) after the above meeting, the facilitator tabulates the data generated and makes an analysis in the next day meeting. Based on the analysis and points emerging there off, an intensive discussion is facilitated with the community on (a) diagnosing the problems; (b) analyzing the experiences / options; (c) arriving at solutions and; (d) fixing the responsibilities; (vii) the above sequence of - participatory exercise → synthesis → presentation → intensive discussion by community → arriving at action points results in to a much debated action plan on the specific theme. Community's own initiative is at the center stage in this process of evolving action plans; (viii) a broad range of thematic areas are to be explored – on demography, education, health, infrastructure, markets, land rights, indebtedness, vulnerability, agriculture, natural resources, water, forests etc.
- The micro planning exercise typically results in (i) capacity building of the community; (ii) awareness on various aspects from human health to natural resources; (iii) strengthening existing institutions (by facilitating a reflection on their performance) or formation of new institutional norms; (iv) a very exhaustive base line survey including detailed maps; (v) an action plan
- In the above planning process, PRA tools are extensively used not merely for collection of data but also for intensive discussion with community to take decisions about action points as well as to identify responsibilities for follow up actions
- By and large seven types of PRA tools are used in the above planning process. It includes (i) historical timeline, (ii) social mapping, (iii) resource mapping; (iv) chapatti diagram; (v) seasonality; (vi) transect and (vii) focused group discussion. Further details about the PRA tools are given in a separate handout

- After initial understanding about historical aspects of the village, different components under the project are considered one at a time. Data collection and discussions are focused around specific aims and objectives worked out jointly by the community and resource persons with respect to each theme / component, keeping in view the strategy and approach under the project. Hence choice of PRA tools varied from component to component depending upon its aims and the objectives indicated above
- Before starting the planning exercises, community is to be oriented properly about (i) main features of the planning process as well as tentative schedule to be followed during action plan preparation; and (ii) roles and responsibilities to be assumed by outsiders as well as insiders, etc
- Each household in a village will be required to devote about 60 to 80 hours time within a span of about 50 days. This facilitates intensive discussion. Towards the end of the micro-planning exercise, the community will pass a resolution for Palli Sabha to accept the planning report. The plan documents along with the maps will be left with the village community
- The above participatory planning process has the following 14 steps:
 1. **Collection & Analysis of secondary data:** The secondary data are to be collected and analysed before starting PRA exercises so that it becomes easier to triangulate the information as well as to reconcile the variability. At the initial stage three types of data may be called namely (i) land record as per ROR, (ii) revenue map of the village, (iii) other relevant statistics about the people and the livelihoods.

This information on land records may be collected from the office of Tahsildar and entered into the computer (spreadsheet) in order to reclassify the information as per the following four criteria: (i) survey number wise information; (ii) House hold wise information as per alphabet, (iii) land kism wise information and (iv) land ownership wise information. This shall subsequently help in carrying out planning exercises for development of respective resources.

The revenue map can also be obtained from the Tahsildar office along with the land records. An enlarged copy of above map may be prepared in such a way that the following three types of information are indicated through separate

indices / colours (i) ownership wise plots, (ii) land kism wise plots, (iii) land use wise plots, etc. This type of classification shall be helpful in carrying out PRA exercises in a proper manner.

Other relevant statistics may include information on the following aspects namely (i) demographic data and (ii) existing status of agriculture, horticulture, livestock and fisheries

This step should be taken for all the micro watersheds under one FNGO simultaneously, which may take 10 to 15 days.

2. **Reconnaissance survey of micro-watershed area:** After collection and analysis of secondary data on above aspects, a reconnaissance survey of micro-watersheds may be carried out in two to three days in order to comprehend the field situation in totally and tentatively identify the needs and priorities under land and water management as per ridge to valley concept. This may be carried out through Rapid Rural Appraisal method..
3. **Rapport building with the community:** Sufficient time may be spent with the community in building the rapport before carrying out detailed survey and analysis under the programme. For this purpose a number of informal visits may be made to discuss in small groups at common place, besides making brief field visits, etc. Some time may also be spent in addressing urgent needs of the community related to health, official formalities, etc. Likewise a few night halts may be considered in the village to spend more time in a relaxed manner and meet majority of the people.

It may be worthwhile to orient the community about (i) aims and objectives of OTELP and (ii) broad strategy to be adopted for implementing the project through participatory approach

4. **Orientation of community about land record (as per ROR):** For this purpose a land literacy session may be organized for the community about the scope and limitation of settling land right related matters under the project. Afterwards the community may be thoroughly oriented about the existing land record (as per ROR) by arranging the above data in five different ways viz. (i) plot wise data, (ii) khatan wise data, (iii) family wise data, (iv) land kism wise data, (v) ownership

wise data (since one or other types of data would later on be used for carrying out planning of different components)

5. **Participatory exercises and household-survey:** a series of thematic exercise that generates data on the theme at the individual households (or the village natural resources depending on the case) and helps the community in identifying the issues. These exercises span for about 15 days – around two exercises per day. The themes include demography, health, education, poverty and vulnerability, food security, land rights, water resources, forests, land, agriculture, livestock, institutions etc. Each exercise will result into a) developing a base line at household/ village level b) identification of problems and issues c) solutions and action points and d) responsibilities for the actions to be taken. Where necessary, household wise databases are collected through questionnaires. The facilitating team prepares a write-up on the discussion at the end of each exercise and before starting of the next exercise, which would be reviewed during the next day's exercise.
6. **Participatory exercises and area wise survey:** some village level workers are trained in this exercise. The exercise carried out along with the farmers generates plot wise database on soils, land use, agriculture, trees and land rights etc. It also identifies specific area-wise problems and farmer's preferred solutions. The design and plans are worked out based on the base data collected in this exercise. A compilation of this high resolution plot wise information will give a detailed village level maps and database on natural resources. This exercise may span for about 15 days.

The following operational modality may be followed for identifying plots where investment would be possible under the programme

- Before starting the detailed planning process the community members may be oriented about scope of developmental interventions under each type of land, so that action plans are prepared accordingly
- In general developmental interventions like development of drainage course, development of water resource by user group, etc. can be taken up on land not falling under Reserved category but fit for production purpose. The developmental interventions on land occupied for shifting cultivation may be made only if it is meant for development of forest / NTFP as per JFM or PFM approach. Soil conservation measures in such land may however be

adopted if the uncontrolled runoff from such fields is leading to erosion problem in private lands on the lower side

- 7. Preparation of design and estimates for common initiatives along with the trained village level workers:** As the community identifies the common works like irrigation structures, common land development, village amenities etc., the designs and estimates of these identified structures are prepared along with the community members who are given this responsibility during the exercise. The designs are shared in the meetings. It may take 5 to 7 days for preparation of the design and estimates.
- 8. Village level approval for the base plan:** Once the participatory planning exercise is complete, the entire plan (evolved over 20 days) would be reviewed by the community and the plan document would be placed for approval.
- 9. Compiling the databases:** The household and area wise database generated in the exercises are compiled into formats and computerized. These include maps.
- 10. Converting the action points into plans and estimates:** for all the action points which needs external budgets (supplementary) designs, plans and estimates are prepared by the technical team members.
- 11. Compilation of watershed level data and plan, estimate and budgets:** the team also compiles the database across all villages in the watershed to generate a watershed level picture.
- 12. Formation of village level and watershed level committees:** while the plans are prepared simultaneously the responsibilities are fixed with individuals. Similarly the village level responsibilities are also fixed. These representatives taking up responsibilities in the village would assemble for consideration as member of the village level sub committee (VLSC), representative for consideration as Village development committee (VDC) as well as committee for other purposes
- 13. Ranking and prioritizing plan elements and budgets and also, deciding on the convergence plans:** The plan with budgets emerging from the exercises would be placed before the loose federated group of village level representatives for discussion. The norms for implementation like contribution, source of funding and modes of implementation are discussed and finalized in this exercise. The expectations from the project budgets would also be identified and approved by the group.

14. Preparation of the final plan document: The facilitating team finalizes the watershed action plan based on the above.

10. Village Development and Livelihoods Plan (VDLP) and Annual Work Plan & Budget (AWPB)

- Under O'TEL'P perspective plans for a period of seven years are to be prepared for each village (as a unit). Afterwards they are to be synthesized into an overall plan of the particular micro-watershed known as Village Development and Livelihoods Plan (VDLP). The perspective plan consists of various types of interventions to be made during the entire project period. The budget estimates under this plan are based on approximate / standard amount for each unit. This plan provides an overview of the proposed developmental components and also helps in re-allocation of budget for different sub-components based upon specific needs of the concerned village.
- While preparing perspective plan of the micro-watershed the community may be encouraged to not only develop an overall shared vision, but also identify specific landmarks for each of the three phases (i.e. participatory phase, main implementation phase and consolidation phase) so that project achievements could be reviewed by the community itself in the light of the shared vision.
- The annual work plan and budget (AWPB) will be prepared on the basis of VDLP and will consist of detailed design and estimate of specific structures / measures which are to be implemented during a particular year under each component and sub-component for which allocation of fund has been made under the project. This includes developmental components (namely natural resources, livelihoods, marketing, etc.) as well as management components (namely organization of community, capacity building of different stakeholders, etc.). There is however considerable flexibility in adjustment of fund for sub-components dealing with natural resource development (which includes land, water and forest) as well as livelihood development (which includes land based livelihoods and non-land based livelihoods). Preparation of above AWPB (for each component and sub-component) would help not only in proper management of project but also in convergence with other schemes in a transparent manner. Details about implementation of proposed interventions through project fund as well as through convergence with other schemes are also to be clearly spelled out based upon the indicative commitment from the concerned organization.

- The VDLP should be prepared through empowerment centered planning process indicated under chapter – 9. This job should be completed towards end of the probation phase so that it provides a basis for preparation of AWPB during the main implementation phase.
- Towards the later part of the probation phase the villagers will be facilitated for planning and implementation of programme in a smaller area of about 20 Ha or so for generating working experience. Based upon the working experience with the above plan, the proposed interventions during subsequent years may however be modified.
- Approval of VDLP & AWPB is to be accorded at different levels. This consists of three types of approvals namely social approval, technical approval and administrative-cum-financial approval. Social approval is to be done at village level as well as micro-watershed level in a democratic manner.
- Subsequent approval of VDLP of a micro-watershed (which involves technical, administrative and financial approvals) should be given by the ITDA based upon the scrutiny at the level of F-NGO and recommendations by the respective SMSs. This becomes the basis for approval of AWPB during each year.
- Technical approval of AWPB should however be given at two levels (i) by respective WDTs (with FNGO) for proposals costing up to Rs 50000 per unit and (ii) by respective SMSs at ITDA level for proposals costing above Rs. 50000 and less than Rs. 5,00,000/- per unit. Likewise the administrative and financial approval of AWPB should be given at two levels namely (i) by FNGO representative for proposals upto Rs 1.0 lakh and (ii) by PA, ITDA for proposals beyond Rs.1.0 lakh per unit.

11. Management and technological aspects for development of NRM

Land resource development

- Existing land records (as per ROR) have detailed information about status of ownership as well as diversity of land kisams. This information is available with respect to each plot, each khatan and each family. The above ROR deals with land associated with revenue department. It however does not provide adequate information about land with forest department. The ROR data is supported by a revenue map with location of each plot, land kisam, water courses, etc
- The information about status of ownership include private land (with patta) and common land (with revenue department), which in turn has been classified into four

types of ownerships namely (i) Abada Ajogya Anabadi (AAA); (ii) Abada Jogya Anabadi (AJA); (iii) Rakhita; (iv) Sarba Sadharana. In the ROR there is no mention about common land occupied by the community. However details about penalty charged from the community against unauthorized occupation is maintained in a separate register with the revenue department. By and large, the common land with AJA type of ownership comes under leasable category whereas rest of the three types of common land are under non leasable category

- There is a wide variety of land kizam under each type of ownership indicated above. Even the formal records (ROR) have been evolved on the basis of local terminology of land kizam. Hence it may vary from district to district in the tribal areas. Broadly speaking there are five types of major land kisams for which majority of developmental interventions are to be designed. This includes (i) Bahal; (ii) Berna; (iii) Aat; (iii) Dongar and (iv) Forest. Most of the patta land are having the first three types of land kisams. Most of the shifting cultivation is practiced in fourth types of kizam. The forestry is observed in the fifth type of land kizam. A brief description of the first four land kisams is given below whereas the forest land is described in the following pages

- **Bahal land (Low Land):** This land kizam is developed from stream bed where water flows regularly. Because of continuous moisture and black soil, two crops of paddy are taken. Heavy runoff in the streams often breaches the bunds and also results in sand casting in these lands.
- **Berna land (Middle Land):** This land kizam is located above the Bahal land. Mild slope exists, wherever these lands have not been leveled. Wherever leveling is done and if irrigation is available, two crops can be taken up. Shorter duration varieties of paddy are taken in these lands. Soil erosion is a severe problem. Much of the erosion takes place due to overflow of runoff water from nearby Nalas, which leads to erosion of soil, sand casting, etc.
- **Aat land (Up Land or High Land):** This land kizam is located above Berna land and usually have 5 to 25 percent slope. Aat land can be divided into unbonded Aat land and bonded Aat land. The bonded Aat lands can be leveled for water management. After leveling, these lands can be converted into Berna land. Soil depth is upto 0.30 m and the crops are totally rainfed including ragi, kosala(minor millet), kating (pulse), maize, mustard, chilly, Horsrgram,

kayan(bajra type), black gram, green gram,niger and vegetable.. Soil erosion is severe and more problematic.

- **Dongar land (Hill Slopes):** This land kizam is located above Aat land with slopes higher than 20 percent. It mostly constitutes the hillock. Podu is usually practiced here. Major crops on these lands are ragi, kayan (bajra type), cowpea,blackgram,kosala(minormillet),koda,kangoo.,.niger(alasi),kating(pulse),arhar (kandula), pumpkin. Soil depth is upto a maximum of 0.3 m. The soils are covered with stones / pebbles. Soil erosion is high.
- Likewise analysis of existing land use system is crucial before proceeding with developmental intervention. Indigenously the land use system has been evolved separately for each type of land kizam and essentially for achieving family level food security. By and large Bahal land is used for cultivation of paddy crop in both seasons, Berna land is used for cultivation of paddy and millets depending upon availability of external irrigation or internal water through seepage; Aat land is used for cultivating a variety of crops including millets, pulses and oilseeds. Likewise Dongar land is used for shifting cultivation with millets, pulses and oilseeds. In case of forest land the biomass cover may be in degraded condition or in good condition depending upon whether the community has adopted social fencing system or whether it is covered under JFM approach.
- It is crucial to assess the actual status of land use in each common land before starting the planning process. For this purpose area under each land kizam may be sub-divided into three parts: (i) area occupied for permanent cultivation; (ii) area occupied for shifting cultivation; and (iii) area not yet occupied by the community. This basic information shall help in addressing issues related to land right as well as land use system
- Type of erosion problem and technological options may vary significantly from land kizam to land kizam. Likewise land under drainage course would require a separate set of technological options. Some of the indigenous options for development of land resource under five major land kizams are given below

Sl. No.	Type of land kizam	Technological options
1.	<i>Bahal</i> land	<ul style="list-style-type: none"> • Draining water from the field and restricting entry from outside through ITK • Repair of breached bunds • Stone bunding at the lower side of the bund • Removal of sand cast from the field

		<ul style="list-style-type: none"> • Shifting / development of drainage course (on one side) • Provision of spill way at the lower end for safe disposal of water in indigenous method
2.	<i>Berna</i> land	<ul style="list-style-type: none"> • Raising the height of existing bunds • Removal of sand cast • New bunding in rain fed fields • Field terracing for use of irrigation • Development of drainage course
3.	<i>Aat</i> land	<ul style="list-style-type: none"> • Raising the height of existing bund/compartmental bunding on unbunded land • Land levelling for water management
4.	<i>Dongar</i> land	<ul style="list-style-type: none"> • Continuous Contour Trenching (CCT) • Stone bunding • Contour bunding
5.	Drainage line treatment	<ul style="list-style-type: none"> • Safe disposal of runoff water • Gully plugs with stones • Stone embankment • Raising the height of banks • Diversion weir / canal • Vetiver/ local grasses planting along the water course for checking stream bank erosion • Vegetative measures/ brushwood checks for regulated water flow

- Implementation of soil conservation works may be started from ridge to valley. This shall help in development of marginal land in upper reaches as well as minimization of siltation in lower areas. However if some farmers in upper reaches are not responsive or not willing to pay the required contribution (in advance) due to any reason, implementation of works in such fields should be postponed till the farmers are motivated to participate as per the norms. Under such situation suitable modification in the design of measures may be done (to minimize the adverse effects on account of non-participation of above farmers).

Water resource development

- Water is one of the most under-tapped resources in tribal areas of the state. It needs to be developed not only for increasing area under irrigation but also for providing safe and assured drinking water to human being as well as livestock, meeting other domestic needs, rearing of fish, etc. In some villages there is a potential of using water resource for generating local source of energy
- During the last decade a lot of investment has been made on water harvesting structures through ITDA, watershed project, other special projects for tribal areas, etc. It has indeed shown good impact on various aspects of tribal community.

However in majority of cases the above structures have not sustained after few years of their construction. This is essentially due to lack of proper mechanism for repair and maintenance and also due to inadequate quality standards in designing and construction of above structures

- A lot of indigenous WHS are also available in tribal areas which are within the reach of the community for construction as well as maintenance. These structures are constructed extensively by the community members themselves at their own cost. However the life of these structures is low (only 2-3 years). There is a need to build upon the design of these structures so that the life can be enhanced at the same time management could still remain within the reach of the community
- Due to undulating topography, every village has one or more streams / nalas. Hence existing situation of water resource should be studied thoroughly in order to evolve need-based strategy as well as interventions
- A detailed analysis of each stream / nala (as a unit) may be carried out through PRA exercises along with the concerned community members. The discussion / field visit may focus on understanding (i) duration of water flow in the stream / nala; (ii) trend about the above duration of water flow as well as density of biomass in its catchment area; (iii) number of existing WHSs (including indigenous and exogenous) and status of their functionality; (iv) extent of unused water resource going outside the village, etc
- A separate attention may be paid towards analysis of existing situation with respect to drinking water for human being as well as livestock. This may also include other domestic water needs. The analysis may specifically focus on number of existing structures / measures which have been constructed for the above purpose, (viz. ponds, hand pumps, ponds, tube wells, etc) along with the status of their functionality. Quality of water for drinking purpose may be given a particular consideration in the above analysis besides certainty of supply during summery months. Existing mechanism for repair and maintenance may also be assessed so that future course of action can be evolved accordingly.
- While identifying the future options, special attention may be given on the following aspects (i) equity for resource poor families particularly while developing irrigation water resource; (ii) type of CBO to be organized for repair and maintenance of above structures; (iii) willingness of community to give genuine contribution for the proposed structures; (iv) source of technical support during designing as well as

implementation stage. While developing irrigation source emphasis may be given towards not only construction of WHS but also for digging of canal as well as development of land where water is going to be used.

- In case of water harvesting structures only those works should be considered for which there is a written demand from actual users. For such measures, the beneficiaries should be properly identified and the contribution should be collected in proportion to the benefit likely to accrue to each user. Also there can be a conflict with those families who are likely to be losers on account of proposed measures. Implementation of such works should be carried out only after resolving the above conflicts. Equity for resource poor families is a crucial concern under this component. Hence particular care may be taken to see that major benefit due to the new structure goes in favour of resource poor families. Likewise modality for repair and maintenance as well as collection of user charges must be sorted out before starting the construction of above work.

Forest development

- Development of forest is envisaged not only in the forest department land but also in the land (under forest kisan) with revenue department. In case of revenue department, there is a wide variety of forest kisan land namely Jangal, Patra Jangal, Bada Jangal, Gram Jangal, etc. These kisams are spread over three types of ownership (of common land) namely AAA, AJA and Raskhit. Hence specific clarity on this aspect may be arrived at before starting the planning process.
- Government of Orissa has clarified that the existing JFM approach would be adopted under OTELP. Hence involvement of forest department (FD) is crucial in implementation of the above component. All efforts should therefore be made to ensure that FD staff at district level fully understand the project and play a major role in ensuring community mobilization as well as smooth implementation of related activities under the project. The PSU together with senior officers of the state level department of forest may conduct a series of district level workshops involving concerned district and block level FD staff, ITDA staff, FNGO and representatives of VDC to work out operational modality and establish indicative implementation schedule for the above component in each micro-watershed /village.

- In view of the integral linkage between forest area and livelihoods of tribal community, it is envisaged that this component may cover about 200 ha of Reserved Forest under each micro-watershed in addition to treatable area of 500 ha.
- The Forest Department has issued the following instructions to the Forest field functionaries for facilitating the implementation of this component.
 - The forest range officers in consultation with OTELP should visit the identified MWSs under OTELP. They should identify forest areas in and adjacent to the micro watersheds for treatment.
 - Existing VSSs in the programme villages within and adjacent to the identified forest areas will be mobilized and additional VSSs should be constituted wherever necessary.
 - The Range Officers should educate the staff of OTELP (in ITDAs) and facilitating NGOs about JFM guidelines and other relevant operational modalities. They should also render all assistance for organizing VSS members, village communities and field functionaries.
 - A Micro-Plan for the treatment of the identified forest area will be prepared by the VSS members and the Range Officers should provide all possible technical guidance to the VSS. The Micro-Plans will be duly approved as per the JFM Resolution of the state government.
 - The approved Micro-Plans will be executed by the VSS members and the forest field staff should provide the required technical guidance and supervision. Out of the total 200 ha of allocated forest area, about 80 ha will be effectively treated @ Rs.7000/- per ha as per the existing cost norm followed by the Forest & Environment Department for Rehabilitation of Degraded Forests (RDF) and balance 120 ha will be protected by the communities for natural regeneration. The organization of VSS and identification of forest area to be developed will start from the second year of the programme cycle and investment will start from the third year of the programme cycle.
 - The forest field functionaries may coordinate with the staff of OTELP in order to ensure smooth operation of financial matters by the members of the VSS. In this regard it may be noted that the required funds for the above referred works will be received by the VSS from the concerned Village Development Committee of the OTELP constituted at the micro watershed

level for carrying out different activities as per the approved Micro-Plan. The vouchers will be submitted to the Secretary of the VDC, who will maintain the necessary accounts for all receipts and expenditure.

- The following indicative approaches may be adopted for preparing the Micro-Plan.
 - Artificial regeneration of forest with preferred species of plants in selected gaps: This approach would be adopted in about 80 ha. of the proposed area in a given micro-watershed and may cover only those lands where root stock is in degraded condition. The micro plan under this approach would cover (i) new plantation (ii) soil and moisture conservation measures and (iii) protection through social fencing including wages to watchman.
 - Natural generation of existing forest species through social fencing: This approach will be adopted in the remaining 120 ha area particularly in those lands which are having satisfactory root stock.
- Formal allocation of usufruct in favour of different stakeholders is crucial for sustainable development of forest in the above land, which is to be governed as per the existing JFM guideline of Forest Department.

12. Management and technological aspects for development of livelihoods

- Broadly speaking, the livelihoods can be grouped into three categories, namely (i) land-based livelihoods (which include agriculture, horticulture and NTFP); (ii) livestock and aquaculture based livelihoods (which include animals and fisheries); (iii) micro-enterprises. In the past much of the attention has been paid towards development of micro-enterprises (by giving financial support for inputs as well as infrastructure and capacity building) so that new members could initiate these livelihoods.
- Improving the productivity of existing land-based as well as livestock based livelihoods would however receive high attention under the project.
- This requires refinement in the methodology for preparation of action plan for enhancement of productivity or income from above livelihoods. Key aspects of this

methodology with respect to (i) technological design; (ii) institutional framework, and (iii) financial system are indicated below.

- **Technological design:** This includes four main aspects: (i) integration of production, processing and marketing; (ii) emphasis on up-scaling of success stories; (iii) focus on gap in adoption of technology; and (iv) use of successful farmers as a resource persons/ consultants.
- **Institutional mechanism:** It includes four main aspects: (i) organization of commodity groups; (ii) involvement of above groups in transactions related to production technology, procurement of input, marketing of produce, etc, but involvement of SHGs for carrying out financial transactions; (iii) initial consolidation of action plan of different participants at the SHG level; and (iv) subsequent consolidation of action plan and overall coordination of above component by VDC (at the village level) or federation of SHGs (at micro-watershed level)
- **Financial system:** It includes three main aspects: (i) provision of financial support only for filling of gaps in adoption of technology; (ii) release of livelihood fund by Project Administrator, ITDA as a grant to the VDC against the approved annual action plan; and (iii) utilization of above fund by VDC (through VLSC at natural village level or federation of SHGs at sub-watershed level) as a revolving loan through mature SHGs (as per the respective action plans)
- A tentative sequence of different steps along with roles to be performed by different stakeholders for preparation of action plan on productivity enhancement component (for agriculture, horticulture, livestock, fisheries, etc) are indicated below

Sl. No.	Description of the step	Responsibilities
1.	Collection and analysis of basic information about the commodity and community based organizations in the identified village	Para worker and Book writer of SHGs
2.	Understanding the existing practices of farmers in the identified crop	Para worker
3.	Documentation of successful technologies of the above crop under the specific farming situation	WDT
4.	Building the vision of community regarding sustainable development of the commodity	WDT / Successful farmers
5.	Identification and analysis of gaps in adoption of successful technologies	WDT / Successful farmers / Para worker
6.	Collection of proposals from eligible farmers regarding development of commodity	Book writer of SHGs
7.	Initial consolidation of above proposals at SHG level	Book writer of SHGs

Sl. No.	Description of the step	Responsibilities
8.	Subsequent consolidation of different proposals at VDC / federation of SHG level for provision of revolving fund, and for arranging inputs	Book writer of village organization
9.	<u>Approval of above proposals</u> <ul style="list-style-type: none"> ▪ Social approval ▪ Administration / financial approval 	General body of VDC FNGO / PMU / PA-ITDA

- Broadly speaking the following two approaches may be adopted for enhancing the productivity of above livelihoods
 - Testing and demonstration of new technologies: This may include those inputs / practices which are new and not yet known to the project families. These items may be tested in each major farming situation under which the particular commodity is managed e.g. different types of land *kaisam* (in case of agricultural and horticultural crops), different ownerships of land and water resource (in case of livestock); different sizes and ownerships of tank (in case of fisheries), etc. Investment on trials / demonstrations may be made fully at the project cost, out of the provision under the component of agricultural / horticultural development (2%) and livestock and aquatic ponds (1%).
 - Up-scaling of successful experiences: This may include those inputs / practices which have already succeeded in farmers' fields but still not adopted in the project area. It may deal not only with productivity enhancement of above components but also purchase of livestock, adoption of micro-enterprises, etc. Investment on this aspect may be made out of the funds under rural funding scheme as well as additional loan to be provided to SHG under the project. Under this approach exposure visit of project families to successful ~~examples~~ sites is crucial so that they may get motivated to go forward for revolving fund-based development of commodities.
- **Development of agriculture and horticulture:** As indicated above the following management approaches may be adopted for improving the production of above commodities (i) organization of field trials and demonstrations on new technologies/practices; (ii) up-scaling of successful experiences irrespective of source of innovation and (iii) capacity building of community through exposure visits to successful experiment sites as well as handholding support by experienced resource persons. As indicated earlier the fund for above purposes may come from three

different sources namely (i) livelihood sub-component on agriculture and horticulture development (for organization of trials and demonstrations); (ii) livelihood sub-component on rural financial services (for up-scaling of successful experiences) and (iii) capacity building of community (for exposure visits and handholding support). Field trials may be organized with only limited number of innovative families while up-scaling of successful experiences and capacity building of community may be done with majority of families under the project.

Collective marketing of produce shall be an integral part of the above sub-component, which may also involve value addition to the produce. For this purpose suitable mechanism may be worked out as per details already discussed under chapter – 12

Improvement in agricultural production should revolve around household level food security. Likewise separate interventions may be arranged for each type of farming situation namely, lowland areas (having double crop of paddy), mid-land area (having irrigated and rainfed crops), upland areas with dry land cropping and danger lands (with podu cultivation). Before diversifying the agriculture towards cash crops, a special care may be taken to see that it is not at the cost of family level food security particularly in case of resource poor households.

It is crucial to adopt sustainable approach while designing the technological package for different crops. Low emphasis should be given on (i) high cost external inputs, (ii) chemical fertilizers and pesticides, (iii) undue dependence on external credit, etc. Keeping in view the major constraints in agriculture production a greater thrust may be given on improving the inherent fertility of soil (particularly in the rainfed areas) through incorporation of perennial biomass having high level of nutrients (through the system of hedge row plantation).

Greater emphasis may be paid on improving the production of staple food crops including ragi, other millets, pulses, and oilseeds etc. Likewise a special effort may be made to maintain a seed bank at village level so that there could be self reliance in supply of seed of not only native varieties but also the improved varieties.

- Special attention may be paid towards focused exposure visits to successful experiences in different types of farming situations so that motivation of farmers

could be increased for either organizing trials / demonstrations or for upscaling of above experiences on a large scale. Such efforts towards exposure visits as well as detailed trainings must be made for men as well as women (particularly for those women who are already organized into SHGs) since much of the upscaling are proposed to be done through SHGs and their federations.

- A special effort may be made for promoting participatory varietal selection, IPM, INM, improved equipments, etc. For this purpose linkage may be established with best research and development organizations in the governmental sector as well as non-governmental sector. These organizations may also provide handholding support for an initial period of 2 years so that it could lead to larger adoption of successful interventions later on.
- During the handholding period, a particular care may be taken to train at least 1-2 locally available volunteers who could provide need-based services (on charge basis) as well as maintain linkage with resource organizations later on.
- Horticulture development may take place through a number of interventions namely (i) plantation of fruit trees in main fields, kitchen gardens, field bunds; podu lands, etc, (ii) cultivation of vegetable crops under newly developed irrigated land, kitchen gardens, etc, (iii) cultivation of tuber crops like turmeric and ginger in rainfed lands, podu lands, etc, (v) establishment of village based nursery of fruit crops, (vi) supply of mini-kit of vegetables, etc.
- Other aspects which are discussed under agriculture development applies here as well, such as testing of new technologies under different types of farming situations, collective marketing of production by the community, exposure visits to successful experiences, upscaling of successful experiences, handholding by experienced resource persons, development of village based volunteer, etc.
- **Livestock and aquaculture production:** Livestock population in the project area has been going down significantly since last two decades due to lack of proper diseases management, reduction in availability of fodder (on account of encroachment of area under village pasture, degradation of forest, occupation of common land for podu cultivation, etc). Hence the following three approaches may be adopted for improving the livestock component (i) establishment of a village based livestock diseases control system; (ii) increasing the availability of fodder under PFM; (iii) purchase of new livestock through revolving fund.

- It has been recognized that animal health and vaccination camps are not adequate to meet the requirement. A regular self-reliant disease control system is very crucial. Hence 1-2 village veterinary volunteers (VVV) must be developed in each micro-watershed through intensive training covering vaccination procedure, handling of drugs, diagnosis and treatment of common diseases, book keeping, basic business management, etc. The VVVs are expected to deliver the service on charge basis so that the cost so realized could support the employment of VVVs.
- Reliability of existing cold chain should also be improved by providing deep freezers to the Livestock Aid Centre as well as thermo flasks for storage and transport of vaccines to the project village. A veterinary drug fund may be created to develop a buffer stock of vaccines and medicines for the VVV which is to be recouped through appropriate charges.
- Healthcare and improvement in availability of fodder (through PFM) may boost farmers confidence and interest in increasing livestock population and create receptive environment for introducing other improved practices including breed improvement. To begin with more emphasis may be laid on small stock (poultry, pigs, goats, etc) which may later on cover large ruminant as well.
- Potential for fish production is under tapped in tribal areas. Its scope is likely to further increase with development of water resource under the project. Collective marketing of fish is the most critical requirement for promoting fish in the above areas. This may be achieved through the proposed federation of SHGs.

There are some individual ponds and new water bodies to be created in the programme area. Aquaculture could be tried in these water bodies for livelihood enhancement and nutrition security of SHGs.

It is however critical to train women SHGs and their federation not only in collective marketing of produce but also on technological as well as management aspects regarding rearing of fish. Hence exposure visits to successful examples should be organized for motivation of above members which may be followed by intensive training on technological and management aspects related to production and processing of fish.

13. Collective marketing of produce

- Tribal families generally carry out marketing of NTFP, agricultural crops, vegetables, horticultural crops, livestock, fisheries, etc. Majority of marketing is done on individual basis and at village level itself. Due to these reasons, there is a high degree of exploitation by local traders as well as money lenders
- Earlier efforts to promote collective marketing have not succeeded due to lack of proper organization at the community level, inability of above organization to manage corpus fund, lack of sufficient infrastructure facilities for storage of produce, lack of processing skill, lack of entrepreneurial ability among the producers, lack of support services to provide market intelligence, etc.
- There is now sufficient working experience on collective marketing by tribals themselves. This has become possible by involving mature SHGs and their federations for the above transaction.
- These CBOs (after proper maturity) are able to handle external fund in a sustainable manner. Therefore it has become easier for developmental departments to provide corpus fund as well as build storage structures around these organizations.
- They can also provide the needed labourers for carrying out farm level processing of produce. These organizations, however, suffer on account of low level of entrepreneurship and delay in decision-making process particularly from the viewpoint of marketing. Hence it is crucial to involve locally available entrepreneurs or build new entrepreneurs (among the potential young persons) and link them with SHGs and their federations so that they provide the support without exploiting the community. The CBO may decide to give them a reasonable share out of overall profit or provide activity based service charges depending upon the nature of produce, extent of risk, capacity of entrepreneur, etc.
- These organizations may be linked with experienced resource organizations for accessing market intelligence. Initially, service charge for resource organizations may be paid by the project which may gradually be shared by SHGs / federations on tapering basis.

The following specific steps may be taken to initiate collective marketing of produce by the CBOs

- Organization of community into mature SHGs at village level and their federation at micro-watershed level (further details about above CBOs are discussed in chapter – 5)
- Identification of experienced resource organization which can provide market intelligence as well as handholding support
- Identification of 2-3 major commodities for which collective marketing is to be carried out during the first year. These commodities may however be increased as the CBO gains working experience
- Formation of common interest groups (CIGs) with respect to particular commodities which may consists of members who are willing to market their surplus produce through SHGs
- Identification of locally available entrepreneurs who have some background experience on marketing of above commodities. If needed, help may be taken from persons, who are located even in adjoining villages
- Construction of storage structure (through assistance from the project) or storing the produce in respective houses till it is constructed
- Arranging a working capital (possibility through project support) for carrying out collective marketing

The following aspects may be kept in view while working out the strategy for collective marketing of each produce

- Time at which the produce is to be sold (immediately or after storage for sometime)
- Type of processing to be done before the produce is sold
- Type of service charges to be paid to local enterprises
- Modality for sustaining regular linkage with resource organization particularly for providing market intelligence

14. Modality for achieving sustainability of interventions under the project

Development of natural resource

- This refers to private property resource as well as common property resource. In the past sustainable results were obtained mostly in case of private property resource, which was essentially due to adoption of Indigenous technologies; collection of

higher rate of contribution (preferably 20-40 percent) and flexibility in ridge to valley approach so that landowners could participate in the programme at their own pace.

- Sustainability of common property resource developed under most projects has however been low. Hence focused efforts need to be made to improve sustainability of such interventions which include (i) physical measures namely, water harvesting structures and gully control structures, and (ii) biological measures i.e. perennial biomass in common land, etc. Main reasons behind unsustainability of above interventions are as follows: (i) Lack of formal allocation of user rights to the persons concerned, (ii) lack of proper functioning of user groups identified for this purpose, (iii) lack of proper provision for repair and maintenance (as well as for watch and ward) of the assets; (iv) lack of adequate efforts in developing stake of actual users (due to inadvertent top-down planning and low emphasis on users contribution), (v) less attention towards sustainable utilization of developed resource after implementation phase, etc.
- Recommendations emerging out of successful experiences on different types of common property resources are briefly indicated below, which may be considered while formulating the action plan under different components.
 - i) **Development of biomass in common land:** The following options were found to be promising for sustainable development of biomass in common land under watershed programme. Hence due attention may be paid towards them while designing the above component
 - High priority to natural regeneration of existing biomass through social fencing, at least during the first 2-3 years. This period is meant mainly to stabilize the social fencing system and develop clarity about user rights
 - Investment on plantation of new trees (timber or MFP) only after successful facilitation of social fencing system
 - Formal allocation of user rights with preferential allocation in favour of resource poor families
 - Addressing the issue of encroachment of common land through a combined effort involving revenue authorities, experienced NGOs and respectable members of the community before investing the project fund on such lands

ii) **Construction of community oriented water-harvesting structures:** The following approach may be considered in improving the sustainability of community-oriented water harvesting structures.

- Building the stake of the users through (i) adoption of demand driven approach for deciding the location and type of structures, (ii) collection of at least a part of the contribution in advance during planning phase (and collection of remaining contribution during implementation phase)
- Building upon Indigenous Technical Knowledge (ITK) and promoting a wide range of technological options for harvesting of water resource as per the preference of various users
- Provision of good technical support in designing and execution of structures
- Adequate emphasis on structures, which provide drinking water for human beings and livestock

iii) **Construction of gully control structures:** The conventional approach of constructing a series of gully checks for preventing further bed erosion led to only partial success and that too for a short period. There was no clarity about ownership over the above asset and also mechanism for its repair and maintenance. Best results were obtained where the following approach was adopted.

- Construction of the structures that help in reclamation of gully course so that it becomes part of the main field. This is particularly relevant for the courses which are located in private land and also in upper areas where the gully course is in its initial stage
- Construction of indigenous structures (which are popularly called as soil harvesting structures) with an intention to convert part of the gully bed for cultivation of higher moisture requiring crops (rather than merely preventing the gully bed from further degradation). These structures are to be constructed at a limited number of locations where farmers are keen to cultivate the developed bed with annual crops. Such structures are to be located preferably on boundary lines of the fields of the farmers concerned. These

measures are relevant for the gully courses passing through private holdings

- Allocation of usufruct rights over the drainage course to the farmers from whose fields the course is passing. This is particularly applicable in cases where the government owns the drainage course, which is passing through the private fields. This approach may serve as an incentive for the farmers concerned to pay the required contribution for construction of such structures. In situations where gully course is passing through common land, user rights (over the asset) may be given to the identified user group members to whom the biomass in the adjoining common land is to be given so that they take interest in developing the gully course into productive asset.

Development of livelihoods

- As discussed earlier, the livelihoods can be grouped into three categories, namely (i) land based livelihoods (which include agriculture, horticulture and NTFP); (ii) livestock based livelihoods (which include animals fisheries) and (iii) micro-enterprises. In the past, much of the attention was paid towards non-land based livelihoods (by giving financial support for inputs as well as new infrastructure) so that new members could initiate these livelihoods.
- Improving the productivity of existing land and livestock based livelihoods (of participating families) did not receive much attention in the past. Sustainability of these livelihoods directly depends upon (i) sustainable development of natural resources (namely land, water, perennial biomass, etc), (ii) shift towards greater use of indigenous inputs and also towards community managed support system for providing various types of services and inputs. This may include community managed artificial insemination centre, community managed seed bank, community managed resource persons namely book writers, para workers, etc.
- Key features of the strategy for sustainable development of agriculture, horticulture, livestock, fisheries, etc. are briefly mentioned below
 - **Strategy for development of agriculture**
 - Focus on organic farming (on a limited scale)
 - Control of pest through non-pesticidal methods (on a large scale)

- Establishment of seed bank with federation of SHGs for production and marketing of improved varieties and hybrids (evolved under public sector)
- **Strategy for development of horticulture**
 - Plantation of orchard crops in new areas for improving water use efficiency
 - Adoption of organic farming practices (on a large scale)
 - Enhancing the area under vegetable crops (for improving water use efficiency as well as creating employment opportunity for women members)
- **Strategy for development of livestock**
 - Upgrading the breed of large ruminants through community managed artificial insemination as well as natural insemination units.
 - Upgrading the breed of small ruminants through community managed natural insemination unit.
 - Management of diseases of livestock through community managed livestock para-workers
 - Improving the fodder base through cultivation of improved varieties of non-leguminous and leguminous fodder crops
 - Processing and collective marketing of produce
- **Strategy for development of fisheries**
 - Improving the sustainability of fishery cooperatives (wherever exists) by organizing general body members into a number of small size SHGs and reconstituting the office bearers of executive committees by bringing representatives from mature SHGs
 - Introducing composite fish-cum-prawn culture with different varieties of fish (suitable for different depths of pond water)
 - Improving other technological inputs (through release of juveniles / fingerlings in situations where filling of water in pond is delayed; enhancement of standing water in the tank by desilting the bed area; local production of fingerlings in smaller ponds supported by bore well irrigation; management of disease and predators through appropriate practices before filling of water in tank as well as during rainy season, etc.
 - Collective marketing of fish to distant places by executive committee of the cooperative society; and also self-marketing of fish in local markets by women members of the cooperative society

- Development of mutual trust between executive committee and general body members through adoption of transparent systems in financial transactions
 - Learning initial financial management system through adoption of SHG concept. Learning improved financial management system through partnership with experienced lending organization
- i) **Technological design:** This includes the following four main aspects: (i) integration of production, processing and marketing; (ii) emphasis on up scaling of success stories; (iii) focus on gap in adoption of technology; and (iv) use of successful farmer as a resource person/ consultant.
 - ii) **Institutional mechanism:** It includes the following seven main aspects: (i) organization of commodity groups by drawing the members preferably out of SHGs; (ii) use of commodity groups for carrying out transactions related to production technology, procurement of input, marketing of produce, etc, but involvement of SHGs for carrying out financial transactions; (iii) initial consolidation of action plan of different participants at the SHG level; (iv) subsequent consolidation of action plan of different SHGs at its federation level; (v) consolidation of action plan of resource poor SHGs for funding under the project; (vi) consolidation of action plan of remaining SHGs for funding through bank; and (vii) overall coordination of program by federation of SHGs at village level.
 - iii) **Financial system:** It includes the following five main aspects: (i) provision of financial support only for filling of gaps in adoption of technology; (ii) release of fund by ITDA under Rural Financial Service (for livelihood component) as a grant to the VDC against the approved annual action plan; (iii) utilization of above fund by the VDC/sub-committee of VDC/federation of SHGs as a revolving loan through mature SHGs (as per the respective action plans).
- The second strategic learning consists of a shift towards greater use of indigenous inputs and also towards community managed support system for providing various types of services. This may include community managed artificial insemination centre, community managed seed bank, community managed resource persons namely book writers, para workers, etc.

15. Implementation of works by people themselves

Operation of bank accounts and fund flow at community level

- As per the decentralized institutional set up under the project, the bank accounts with the community are to be opened at two levels (i) micro-watershed level and (ii) village level. At micro-watershed level only one bank account shall be maintained which may be called as watershed development account. The entire amount under the developmental component as well as relevant amount under the administrative component shall be received by VDC from PMU (in the above account as per the six monthly demand). Afterwards the funds for developmental components shall be transferred to VLSC through a crossed cheque (as per the quarterly demand), whereas the amount pertaining to administrative component shall be taken out as cash once in a month by the VDC for meeting the administrative requirements. At the village level the following three types of bank accounts are to be maintained (i) village project account; (ii) revolving fund account and (iii) village development fund. Entire amount under development component shall be received by VLSC in the village project account. The accounts at VLSC level will be maintained separately as per details given below.
- The fund in the village project account is meant for five types of sub-components: (i) land and water management; (ii) participatory forest management; (iii) agriculture and horticulture development; (iv) livestock and aquaculture production; (v) rural financial services; and (vi) community infrastructure. The fund for all the items except rural financial services is to be used on the pattern of one time expenditure and hence it shall be retained in the same account for utilization by VLSC towards the respective items. However the fund for rural financial services is to be used as a seed money and hence it would be transferred in the revolving fund account with VLSC and used through mature SHGs on refundable basis. This amount shall be used for the following two purposes (i) strengthening of micro-enterprises and (ii) up scaling of successful experiences under agriculture, horticulture, livestock, aquaculture, etc. If needed additional provision under revolving fund may be created for the above purpose, out of the Development Initiative fund under the project (as discussed separately) which is to be used as a micro-finance fund through the federation of SHGs.

- The amount collected against the WFP food grains during execution of works / measures would be deposited in village development fund account. The account shall be operated by chairperson of VLSC, its secretary and one representative of UG. The amount shall be used for need-based repair and maintenance of community oriented structures / measures. It will be provided as matching loan to the user groups associated with community oriented natural resources.
- Any other cash collected through donation / contribution / recovery of fines, fees for service rendered, etc shall also be deposited in the village development fund.
- The Village Development Committee account (at micro-watershed level) shall be operated jointly by chairperson of VDC, secretary of VDC. The village project account (at village level) shall be operated jointly by chairperson of VLSC, secretary of VLSC and one member of the VDC nominated by its president. The revolving fund account (at village level) shall be operated initially by the above members (identification for operating the village project account) till a federation of SHGs is organized at micro-watershed level. Once the above federation is functional, the revolving fund account shall be operated by the chairperson of the federation, secretary of the federation and one representative from the VDC. The village development fund account (at village level) shall be operated by chairman VLSC, secretary VLSC and one representative from the concerned UGs.
- At micro watershed level, the VDC secretary shall maintain the necessary records of receipt and expenditure as per the formats prescribed by PMU whereas at village level the respective volunteer shall maintain the records as per the above formats.
- The funds shall be released by VDC to VLSC against its quarterly implementation plan (which is to be sent after due approval by the village level general body). After the receipt of funds (by VLSC from VDC), a meeting of village level general body may be organized to announce not only the receipt of the above fund but also to work out modality for implementation of works on monthly basis. The funds so received would be used for the following three major items (i) developmental works (as indicated above); (ii) administrative cost (for CBOs) and (iii) rural financial services. By and large the fund for developmental works will be used as one time grant. The VDC will transfer this fund to VLSC (against the approved action plan for developmental works). Afterwards VLSC shall transfer this fund (through a cheque) to the concerned UGs / SHGs (against the completed works) as and when needed. The fund under administrative cost shall be utilized by VDC at micro-watershed

level. The fund under rural financial services is meant for SHGs to be used as a revolving fund. The VDC will transfer this fund to VLSC (against the approved action plan for developmental of livelihoods). As indicated above, this amount may be operated by VLSC through the separate account for revolving fund. At any point of time, the demand for further funds shall be sent only after utilization of more than 50 percent fund released up to the previous quarter. It shall be supported with up-to-date physical and financial progress as well as details about proposed area and families with whom the investment is to be made during the next quarter.

- The quarterly implementation plan from VLSC may include items pertaining to all the six types of sub-components (as indicated earlier). The fund for 3 items namely (i) land and water management; (ii) participatory forest management; and (iii) community infrastructure will be utilized through direct payment of wages to labourers engaged in construction of a particular structure or through payment to input suppliers as per the design and estimate of the structure. The fund for two items namely (i) development of agriculture and horticulture; and (ii) livestock and aquaculture production will be used for organization of trials and demonstrations on new production technologies. This fund shall be used as a grant towards purchase of only new inputs identified under the respective action plan for enhancing the productivity of about commodities.

Management of funds related to contribution, revolving loan and food for work

- The cost sharing approach has been adopted under the project for collection of beneficiaries' contribution. The percentage of contribution should be fixed by the community depending upon the landholding of the households and the nature of assets, being created. In case of community oriented works / measures, at least 10% contribution must be ensured from SC/ST households and persons identified below poverty line while a minimum of 20% contribution must be ensured from other households. In case of individual oriented works / activities, the VDC must negotiate with the community and facilitate as much contribution as possible but not less than 20%. A general norm should be agreed on contribution prior to starting the planning process.
- A special care should be taken to see that the proposed contribution is collected from actual beneficiaries of the work. Under no circumstance the labourers (who are

engaged as labourers only and are not directly benefiting from the work as a member of the concerned user group) would be asked to pay the contribution. It is desirable to ask direct beneficiaries to pay at least a part of the contribution in advance (say one fourth of the proposed amounts of contribution) which could be paid as cash or in kind or as labour wage. In case direct beneficiaries are also working as labourers for execution of the proposed structures / measures, the contribution can be collected by deducting the amount out of wages of direct beneficiaries.

- Under the project a special provision has been made regarding distribution of WFP food grains (at the rate of 2.5 kgs of rice and 200 gms of pulses for each day of labour). The above food is to be provided to the concerned labourers as part of the wage amounting to Rs 9/- (i.e. Rs. 8 against 2.5 kgs of rice and Rs 1 against 200 gms of pulse) so that it helps in enhancing food security at the family level. The amount collected through sale of above food should be deposited in the village development fund with the VLSC. This amount is to be used for repair and maintenance of community oriented works.
- As discussed earlier revolving fund is to be used for (i) strengthening of micro-enterprises and (ii) up scaling of successful experiences in agriculture, horticulture, livestock and aquaculture production. The required expenditure will be met out of the fund for rural financial services. This amount shall be released by VDC to SHGs, whose demand has been placed by the VLSC along with the necessary approved plan of action for utilization. Afterwards the SHGs will refund the amount (in the revolving fund account) in easy equal installments as would be fixed by the VDC. SHGs shall charge a nominal rate of interest on the above fund from individual members, part of which shall be retained by the concerned SHGs and remaining interest shall be deposited (along with the principle amount) in the above revolving fund account.
- Initially the revolving fund account shall be operated by VDC separately in each micro watershed. Afterwards this account may be maintained by the federation of SHGs (preferably at micro-watershed level).

Management of participatory process at community level

After receiving the funds from PMU (ITDA) the VDC/VLSC shall start assuming primary responsibility for implementation of various works. There are 6 5 specific aspects which require special attention during implementation phase (i)

maintenance of records and accounts;; (ii) recovery of revolving fund; (iii) social and financial auditing by the sub-committee of VDC; (iv) facilitation of group action / conflict resolution; and (v) transparency in all transactions at village level

- **Maintenance of records and accounts:** Records and accounts are to be maintained at FNGO, VDC and VLSC levels as per the modalities evolved basing on a consultative discussion among all FNGOs, ITDAs and PSU. These records shall provide the basis for preparing various progress reports, demand for release of funds, auditing of accounts, etc. Annual auditing of accounts of VDA is required under the society registration act.
- **Adoption of standard registers and reporting formats:** In view of the fact that maintenance of records and preparation of initial progress reports are to be done at village level, it becomes crucial to simplify and standardize various registers / formats. The columns under these formats / registers must correspond with the broad budget heads mentioned in the chapter 16 dealing with financial allocations and fund flow. This will make it easier to consolidate the information at state level as per the required budget heads.
- **Modality for securitization of vouchers:** Regular scrutiny of vouchers from each village must be carried on weekly basis by a representative of FNGO (which could be one of the WDTs) before entering the information in cash book, ledger, etc. Afterwards these vouchers may be certified on monthly basis by a representative of the auditor identified for annual auditing of CBO / FNGO accounts. This shall help in enhancing authenticity of data while preparing monthly progress report besides facilitating annual auditing in time. Wherever possible, voucher based MIS may be adopted at FNGO level so that audited vouchers could be directly entered into computer and monthly reports could be printed out concurrently. This shall minimize the error and reduce workload of CBO at the village level.
- **Facilitation of Group Action and Conflict Resolution:** Facilitation of group action and conflict resolution is another important requirement for sustainable development of watershed resources particularly those which are community oriented in nature. This requires a high degree of sensitivity towards social aspects as well as clear understanding of technological interventions. The required social action for any intervention may be completed before starting its implementation.
- **Transparency in all transactions at village level:** Implementation of works should be started only when the particular user / user group is willing to come forward and

has agreed to pay the required contribution. Identification of labours should be done by a specific labour committee identified by VLSC. The payment should however be made by the watershed secretary in the presence of above sub-committee. This should however be done after receiving a certificate from the concerned user(s) about satisfactory completion of the work. The office bearers of the VDC / VLSC should avoid making advance contacts with labours or giving markings in the fields for implementation of works before collecting the due contribution from users otherwise it will make the programme top down even at village level.

This step would help in empowering majority of members in the community rather than a few influential people; improving participation of resource-poor families in the programme, etc. The following nine specific steps may be taken for facilitation of transparency in the programme : painting wall posters on important aspects like annual plan, key features of the scheme, Minimum Wage Rate, etc.; organizing several rounds of open meetings with the community in initial stages to orient the members about the project approach, modalities, etc.; introducing formal application system for receiving proposals from the participants; carrying out payment through cheques to respective stake holders particularly for water harvesting structures which involves higher cost; preparing technical estimates for each work in consultation with concerned users; ensuring collection of contribution from concerned users before starting implementation of work; making full payment to labourers as per Minimum Wage Rate; organizing frequent meetings of VDA to review physical and financial progress during implementation phase; and facilitating VDA to become a decision making body while VDC to work as its executive body.

Flexibility during Implementation Phase

- Watershed programme is time bound and hence setting the targets is essential not only to complete it in time but also to provide a mechanism for proper review and monitoring. Under the participatory approach active involvement of large number of stake-holders is to be facilitated in the programme; transparency is to be maintained; and also contribution is to be collected from actual beneficiaries. Hence, completion of the works as per target may not take place in some cases. It is, therefore, essential to introduce certain flexibility in overall management of the programme. The following specific provisions may be considered in order to promote the desired flexibility.

During implementation phase different watersheds show differential rate of progress which may be due to differences in their maturity and response to the participatory approach. Certain degree of differences in progress would not matter as it can be made up subsequently. However, if in some watersheds the overall progress is too slow and if the funds are likely to be underutilized, it would be advisable to shift the funds to adjoining watersheds preferably under the same FNGO rather than attempting to achieve financial targets in the existing watersheds without observing the contributory norms, transparency etc. Such an arrangement would itself bring seriousness among Watershed Committee members and the need for shifting the budget may be minimized particularly if the progress is properly monitored on regular basis.

There is a tendency to prepare detailed plans of the watershed for the entire area and also for all the proposed components in order to achieve a holistic development. It is observed that the available funds are usually inadequate to meet the requirement of the entire watershed area. On the other hand it is also observed that some of the families are not keen to participate in the programme particularly if contribution is to be paid by them. There is hence a need to modify the approach and make the programme demand driven in which implementation would be carried out in only those fields where farmer(s) are keen to pay the required contribution. With this approach, certain families who are not able to come forward as per the financial norms (i.e. contribution, revolving fund, etc.) may not be included in the programme. These families however have a right to join later on as and when they get motivated.

Normally selection of villages and FNGOs is finalized for the entire project period even if their performance is not found to be satisfactory at a later date. It is essential to evolve objective procedures to review the performance periodically so that certain projects may be suspended or dropped in the middle if their performance is poor or mismanagement of fund is observed.

Mechanism for building accountability among different stakeholders

- For smooth operation of funds at the village level, it is essential to evolve a proper mechanism for its accountability. For this purpose, the following specific steps shall be undertaken: Two separate MoUs each between District level PMU (ITDA) and

VDA and also between District level PMU (ITDA) and FNGO shall be signed at the commencement of project, which will contain clauses specifying their roles and responsibilities and accountability; empowering the PMU to carry out surprise check of works; opening a vigilance cell/desk in the office of the PMU to entertain complaints regarding misuse of fund released to VDC or FNGO; empowering the PMU to suspend the programme in watershed, to stop fund release or take any other legal action in case of misappropriation of funds, etc. In grave and proven cases of misuse of funds replacing and black-listing of FNGO and discontinuing programme in the watershed may also take place for which PMU will be a competent deciding authority.

Mechanism for repair and maintenance of community oriented structures / measures

- Under the project, repair and maintenance of above structures / measures would be carried out largely through user charges to be collected on seasonal / annual basis. The above amount may be used not only for repair and maintenance but also for protection from theft through watch and ward system. The users charge may be collected by respective groups (associated with the specific structures / measures) and retained in their own bank account. It may be operated by 2-3 office bearers of the respective group on rotation basis. In situations where the available amount collected through user charges is less than the required amount for repair and maintenance, the remaining amount may be supplemented either by members of respective groups or a loan may be taken by them out of village development fund at VLSC level (which has been created through food for work under the project).
- Success of above concept (user charge based repair and maintenance of CPR) is likely to be high if the stake of users is built in the structures / measures under the project. The following specific steps may be taken to achieve the above objective: (i) formal allocation of usufruct right to the concerned groups, (ii) organization of user groups and their federations into a sustainable institutional setup, (iii) adoption of demand-driven approach during planning phase, (iv) collection of genuine contribution from actual users during implementation phase, (v) due consideration towards equity for resource poor families in sharing the benefit from the CPR, (vi) sustainable utilization of developed natural resource, (vii) formalization of above mechanism for repair and maintenance of CPR.

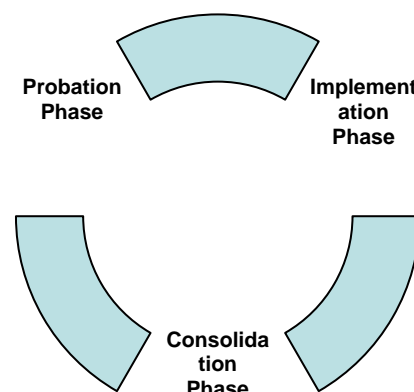
16. Financial allocation and fund flow

The programme design of OTELP as agreed under the Programme Loan Agreement specifies the percentage of funds to be allocated against each programme component. Accordingly the cost norm has been designed to meet the specific programme objectives in a more focused manner. The cost norm as approved in the SLPMC has been presented in the following table:

Component of Activities	Expenditure Head	Proposed Allocation in Rs.as approved for OTELP
Watershed Development & Livelihoods support (Watershed +)	Administrative Overhead (FNGO & VDC)	1611.60
	Community Mobilization	500
	Capacity Building	460
	Works (Land & Water Management, Agriculture & Horticulture, Livestock & Aquaculture, Rural Financial service)	8779
Total		11350.60
Additional Component in OTELP		
	Community Infrastructure Fund	1200
	Development Initiative Fund	1000
	Participatory Forest Management	1120
Total		3320
Grand Total		14670.6
Additional Funds allocation at PSU/ITDA level in Rs. Lakhs		
Programme Components		Allocation in Rs. Lakhs
Studies, Contractual Services & Technical Assistance including Capacity Building of Programme staff of PSU & ITDAs		817.23
Mobility support to ITDAs for augmenting technical support from external Support Agencies (line departments/resource organisations/research institutes etc)		47.04
Support for Policy Initiatives		949.96
Food Handling		428.55
Programme Management (Admn cost of PSU & ITDAs, M&E, Reviews/Meetings/Workshops, Equipments and infrastructure etc.)		4859.83

Duration of Programme Cycle

Looking into the complexities of the livelihoods specific interventions and additional components under OTELP, the total project cycle of five years in a micro watershed has been extended to seven years, where initial two years will be known as the Probation Phase, next three years will be the main Implementation Phase and the last two years will be the Consolidation Phase. The Probation Phase of the cycle will focus organizing communities into



desired institutions and capacitating them to implement the programme activities through participatory and a systematic manner. Besides, this phase will also concentrate on preparing of Village Development & Livelihoods Plan and initiating the implementation process in about 5% of the treatable area as a part of the learning process on the basis of a micro plan addressing immediate needs of the village. The main Implementation Phase will follow in actualizing the activities planned in the VDLP through agreed institutions. The Consolidation Phase will ensure sustainability of the process of institution building and physical interventions resulting in a gradual withdrawal of the programme. The details of the funds allocation in different phases are as follows:

Allocation of funds for NRM and livelihood support systems

The funds which will be directly invested within the micro watershed for development of the natural resources as well as for the livelihoods support of the communities, have been covered as the consolidated work component of the cost structure. The detail allocations under different sub components as the tentative year wise break up are as follows:

Gross allocation of funds per ha under different sub-components for NRM and livelihood support systems

Sl No	Sub Components	Allocation per MWS (Rs. Lakhs)	Rs/Ha	Tentative year wise break up						
				Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
a.	Land & Water Management	40.30	8060.00	0.00	2.02	14.11	14.11	10.08	0.00	0.00
b.	Agriculture & Horticulture Development	0.43	86.00	0.00	0.00	0.17	0.17	0.09	0.00	0.00
c.	Livestock & Aquaculture Production	0.34	68.00	0.00	0.00	0.14	0.14	0.07	0.00	0.00
d.	Rural Financial Services	2.83	565.00	0.28	0.14	1.27	0.57	0.57	0.00	0.00
Sub Total		43.90	8779.00	0.28	2.16	15.69	14.99	10.81	0.00	0.00

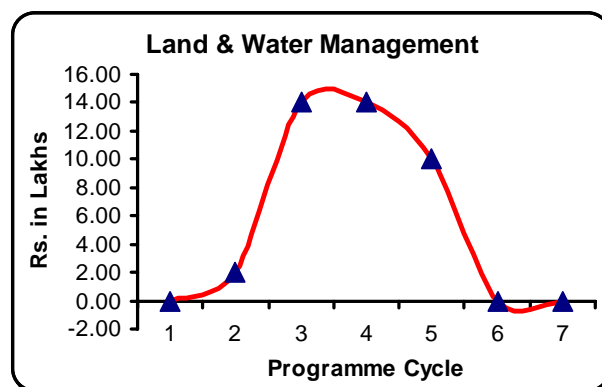
As decided in the 7th meeting of SLPMC, while maintaining the overall ceiling on different components, the actual expenditure should be as per the requirements. In other words, no expenditure would be incurred on the approved components, if it is not essential while more expenditure could take place (within the over all unit cost) on other approved components which are critical to the success of the programme and decision in the regard will be taken by the field unit.

The operational modalities of implementation of programme activities under all the sub components are given below.

As indicated earlier there are 6 sub-components for enhancement of livelihoods under the project namely (i) land and water management, (ii) participatory forest management, (iii) agriculture and horticulture development, (iv) livestock and aquaculture production, (v) rural financial services and (vi) community infrastructure. Critical modalities for implementation of each sub-component are indicated below. The PSU may hire the services of consultants as suggested in the Programme Appraisal Report to develop strategy papers and operation manuals for execution of various components and sub components of activities, envisaged in the programme.

a. Land & Water Management:

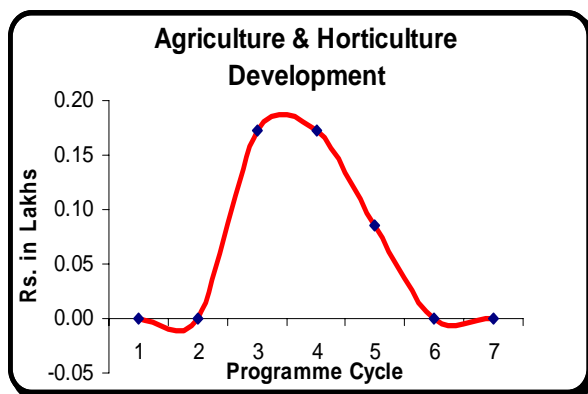
The total cost per ha in this category is Rs. 8060/- which comes Rs. 40.30 lakhs for direct investment in development of land and water resources within the micro watershed. Besides, as per cost table given in the programme appraisal report, the communities have to be mobilized to contribute about Rs.1200/- per ha which brings to a total amount of Rs.9260/- per ha for direct investment. The percentage of contribution should be fixed by the community depending upon the landholding of the households and the nature of assets, being created. At least 10% contribution must be ensured from the SC/ST households and persons identified below poverty line while a minimum of 20% contribution must be ensured from other households in case of activities in community land. In case of private lands, the VDC must negotiate with the concerned user groups and facilitate as much contribution as possible but not less than 20%. A general norm should be agreed on contribution by the VDC prior to starting the activities under this component. This component will cover all activities on mechanical structures and agronomic practices for conservation of soil and water resources such as creation of small irrigation structures like check-dam, Farm pond, WHS etc, development of the agricultural lands (contour bonding, terracing etc.), treatment of the nalas, soil conservation measures (gully control, contour trench, staggered trench, contour plantation etc.), conservation tillage, DCP,



promotion of improved agronomic practices of horticulture and agriculture in highly degraded lands to restore top soil and soil moisture. The funds under this component will be released to the VDCs and the VDCs have to release the funds to the respective VLSCs depending upon the activities proposed in the VDLP. In all the cases, the funds shall be spent through the user groups, common interest groups, or similar institutions. In addition, this component will also include procurement of small equipments/tools required by the villagers for planning, designing of the structures and carrying out the activities at the village level. The allocation towards the equipments/tools is Rs. 60/- per ha which comes Rs.30, 000/- per MWS. The purchase of these equipments/tools is to be made by the respective ITDAs on recommendation of the FNGOs for use as and when required by them and the village communities. The ITDAs should work out the packages of tools / equipments required for the field work envisaged under this component. The packages of tools/ equipments are to be kept at the micro watershed level. The trend of proposed utilization of funds under this component has been demonstrated graphically in the figure above.

b. Agriculture & Horticulture Development:

Agriculture is a major livelihoods option of the tribal families’ in form of settled and shifting cultivation. As has been observed, the people have very limited land holding and they mostly do settled agriculture in the community lands. The output from agriculture has a direct impact on the food security of the tribal. It supplements about half a year’s food requirements for them. They mostly practice traditional varieties of seeds and crop husbandry. The programme activities under this component aim at increasing the

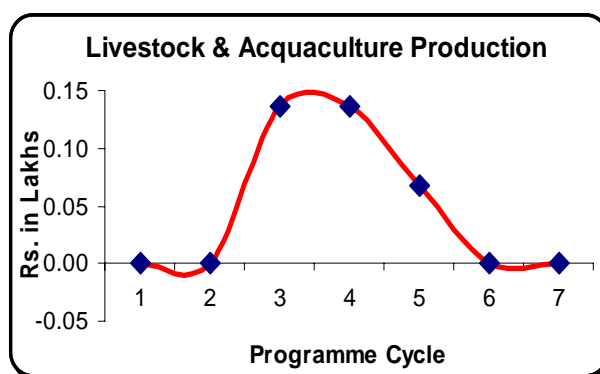


productivity through small but critical interventions on those crops. Introducing new crops, technology, cultural practices etc through successful demonstrations will be the types of interventions under this component. At least five trials in a MWS will be taken up in the initial years of the implementation of the activity thus exposing the farmers in the programme villages to the successful trials and thereafter the farmers be facilitated to take up similar cropping practices extensively in order to enhance the productivity. As regards to horticulture backyard fruit tree plantation, vegetable cultivation, kitchen garden etc. should be promoted in the programme villages. Families having no or less agricultural land should be given priority in

demonstrating this activity. The total funds allocation under this component for the project cycle is Rs.43000/- per MWS. Out of the above, the villagers are to be facilitated to develop agriculture resource centres by procuring improved farm machineries. At least three such resource centres should be promoted in each MWS and the total funds for such resources centres per MWS is Rs.18000/-.Balance. Rs.25,000/- per MWS is meant for agriculture/ horticulture farm demonstration, along with supply of materials such as seeds, fertilizer kit, planting materials etc to be used for farm demonstrations. The utilization of this component will start from the first year of the main implementation phase (third year of programme cycle) and should be completed by the end of main implementation phase.

c. Livestock & Aquaculture Production:

Besides agriculture, the poor tribal also rears domestic animals and birds such as cattle, goats, poultry etc to supplement their livelihood portfolio. At times it is also observed that these resources work as an insurance to meet the immediate financial needs of the poor during period of critical illness, surviving agriculture, festivals etc.

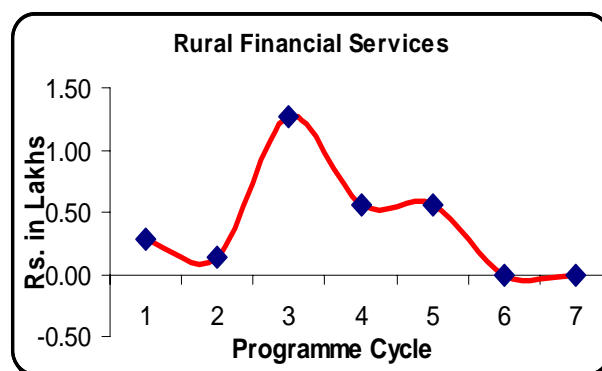


They use the cattle for ploughing their agricultural fields. A positive shift of income from these resources will be targeted through the programme by taking up smaller activities such as providing the basic infrastructure facilities, rearing techniques, vaccination etc. For delivery of these services, each MWS will be equipped with minimum equipments such as veterinary kit, vaccination kit, deep freeze, thermos flask, sterilization equipments etc. with an allocation of Rs.16000/- per MWS. The women and the land poor families should be given priority while providing the services. Aquaculture can be taken as an innovation in the programme areas of OTELP although people do fishing in a very limited scale, not taken as an input to their livelihood portfolio. Since the programme is going to develop the water resources in the shape of ponds, farm ponds, percolation tanks, water harvesting structures etc, aquaculture will be promoted by utilizing these assets. Although the above assets will be used by the concerned user groups, the women organized in Self Help Groups will be given preference in using these assets to have a collective approach in aquaculture to increase their group as well as family income. The allocation under this is Rs.18000/- per MWS, meant for demonstrating the best practices as well as new concepts on livestock management. The specific activities under this could be livestock

and aquaculture demonstration and extension along with supply of materials such as bucks for breeding, extension materials, livestock shades etc.

d. Rural Financial Services:

Rural Financial Services is an important sub component of the programme, which can supplement all the sub components under Production System Enhancement. It is meant to directly meet the credit gap of the poor tribal households. In general people do not get the services like saving and credit from formal financial institutions due to several reasons and are compelled to fetch the money lenders to meet the credit requirements. No institutional facilities for savings except some hand savings or savings in the form of



livestock or gold (very negligible) is an issue of concern in connection with the livelihood portfolio of the communities. The production system requires some kind of investment in terms of seeds, fertilizers, technology, raw materials, labour etc. Except home saved inputs and his family labour, the poor tribal is not able to invest anything more because of non availability of financial resources which results in low yield/ production and low income. Sometimes in critical situations, where the poor predicts the failure of assured income, he/she requires credit to protect his production and to secure the food availability round the year. Besides, the poor also needs credit on the occasion of festivals and critical illness. The programme, through the component of RFS would facilitate the poor households to meet the critical credit needs either for production and/or consumption. The component has been reflected in all categories of livelihoods option adopted by the poor. The resources under this component will be routed through the VDC to the SHGs. As an initial promoting incentives, each SHG (old as well as the existing SHGs) in the programme areas will receive a small kit of pre-designed non negotiable registers, formats, stationeries etc. not exceeding Rs.500/- per SHG. This grant will be given to the SHG after the formation of the SHG. In case of the existing SHGs the existing practice of the maintenance of records to be evaluated by the FNGOs and accordingly the preliminary support will be given, wherever required. The funds in this regard will be released to the VDCs and the VDCs will make purchase of the items to be given to the SHGs.

As a beginning of the facilitation process, Seed capital will be given as an incentive to the SHGs promoted or strengthened in the programme. Rs. 50000.00 allocation per MWS has been

fixed to meet the immediate credit needs of the newly promoted groups or the very vulnerable groups strengthened by the programme. The funding should differ from group to group ranging from Rs.2000/- to Rs.5000/- per group depending upon its capacity and requirement. It is a grant component to the SHGs and should not be refunded by them to the VDC. But the members within the group will have access to the seed capital as credit and the members who will take loan from the seed money have to repay it to the group. Thus it will facilitate the internal lending within the group and will also increase the financial base of the group, which will facilitate linkages with financial institutions. The group as a whole can also take credit from this fund for small income generating activity.

Leaving aside the seed capital and initial start up grant, the major share under this component is the revolving fund. The total amount under revolving fund is Rs. 2.25 lakhs per micro watersheds, which will be given to the VDC in phases. The VDC will release the funds to the respective SHGs depending upon their livelihood plan. This will foster the community to take credit and invest it in the livelihood options as capital investment or working capital investment. The groups will take loan from the VDC and will refund the loan with interest to the VDC. Thus the revolving fund with the VDCs will increase day by day as the SHGs will pay the interest for the loans taken by them. The SHGs will have to utilize the loan taken against the revolving funds for taking up group activities. The individual members of the group may also take the funds as per their requirement and pursue independent activities. Effort would be made to encourage more and more group activities. It is assumed that each micro watershed will have at least 15 SHGs with an average credit of Rs.15000/- per group.

Proper recovery of revolving fund under rural financial services is very crucial which is expected to take place at two levels (i) from members within the SHGs and (ii) from SHGs to the VDC. It has been extensively observed that recovery of fund within the SHGs take place only where (i) the SHGs are given matching grant from outside against the savings, (ii) the group has at least 3-6 months of successful internal lending experience with the help of their own savings. Undue hurry to give first installment of external grant (even if it is Rs. 2000 to 5000 per group) does not prove worthwhile in the long run. A lot of capacity building inputs should be provided (in monthly / fortnightly meetings) by a separate trained book writer (after supplying the standard registers, etc)

Only those SHGs may be given the second installment of external grant (i.e. Rs 15000) which are mature (grade-A) as evidenced by not only regular savings but also successful internal lending of their own saving as well as first installment of external grant given to them earlier.

The SHG shall provide the above amount to concerned members (as individual loans) against a specific action plan for improving the income / productivity of concerned enterprises. The individual members shall however receive the loan amount depending upon the extent of their own savings, type of action plan, cost of required inputs etc. The members shall repay this amount to their groups within 6 months (preferably through 6 installments) along with the normal rate of interest being charged earlier by the group from its members under their own credit and thrift activity. Afterwards, the groups shall retain a part of the interest portion with them and refund the principal amount and the remaining part of interest to the VDC account for revolving it to other mature groups under the watershed.

The fund under this sub-component is to be used for strengthening of micro-enterprises as well as for upscaling of successful experiences with regard to agriculture, horticulture, livestock and aquaculture. The entire amount is to be used as seed money through mature SHGs. Hence major emphasis may be laid on building the capacity of SHGs for managing regular savings as well as internal lending with their own funds for a period of at least 6 months. Grading of above SHGs must be done at least on quarterly basis with respect to at least 5 critical parameters namely, regularity in meeting, proper maintenance of records, regularity in savings, full recovery of dues, fine for defaulters, etc.

It is essential that the revolving fund released to SHGs is returned by them to VDC or to federation of SHGs (at micro-watershed level) as per the agreed installments. This will ensure sustainability of funds which could afterwards be re-circulated to other SHGs which have later on become mature / functional. It is crucial that a commonly agreed methodology is adopted for grading of SHGs as well as handling of seed money by all FNGOs.

It is also important to assess whether the identified SHGs are getting similar financial support from other sources so that undue duplication is avoided. Under the project high priority may therefore be given on building the capacity of weak SHGs or organizing leftover families in new SHGs so that project benefit could go to those who could not avail such benefits earlier. Hence a thorough analysis of existing SHGs must be done before providing capacity building inputs. It may be desirable if a federation of SHG is also organized (at micro-watershed level) to carry out above analysis as well as to manage the fund.

It is also essential that revolving fund is given against the approved action plan for development of livelihoods namely micro-enterprises, purchase of livestock, enhancing the productivity of different commodities, collective marketing of produce, etc. SHGs may also be encouraged to access fund not only from the project but also from formal credit institutions so that their larger requirements are met in a sustainable manner.

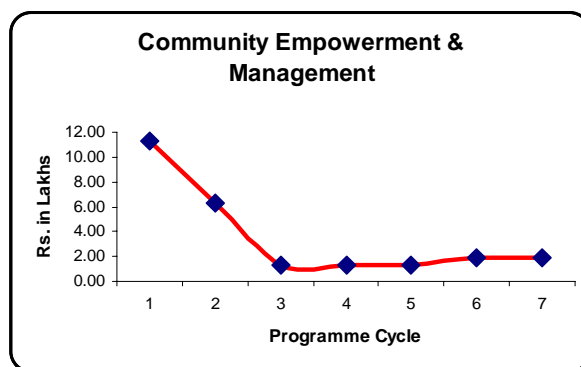
Community Mobilization & Capacity Building

The basic delivery mechanism of the programme completely depends on the community based organizations, as more than 80% of the total programme funds are to be spent by the community organizations. The programme should therefore facilitate in promoting the required community based organizations and also capacitate them in terms of managing the programme as well as enhancing their skill base to take up the programme implementation. The major component of Capacity Building is meant to develop the capacity of the implementers, facilitators and primary stakeholders in order to enable them for a better implementation of the programme activities. The details of the cost allocation through out the programme cycle are as follows:

Sl. No	Sub Components	Allocation for 10 MWS (Rs. Lakhs)	Unit Cost per Ha	Tentative Year Wise Breakup						
				Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
a	Community Empowerment & Management	25.00	500.00	11.25	6.25	1.25	1.25	1.25	1.88	1.88
b	Capacity Building for staffs of FNGO & other Support Agencies	5.00	100.00	1.25	1.75	1.25	0.50	0.25	0.00	0.00
c	Skill Development of Primary Stake Holders	18.00	360.00	0.90	2.70	6.30	4.50	2.70	0.90	0.00
Sub Total		48.00	960.00	13.40	10.70	8.80	6.25	4.20	2.78	1.88

a. Community Empowerment & Management:

As the whole process of implementation of the programme activities solely lies on the community institutions, the primary activity of this component is “Institution building”. Special care should be taken for organizing the communities into



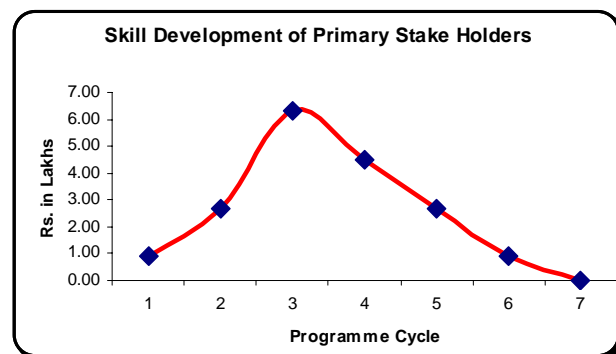
groups and to familiarize them with the concept of the programme activities. As per the programme design, the basic community level organizations at the village level are the Self Help Groups, the Village Level Sub Committees at the village level and the Village Development Committees at the micro watershed level. Besides, community organizations like Village Social & Financial Audit sub committee, Vana Sangrakhana Samiti, Common Interest Groups, User Groups etc. will also be promoted during the programme implementation. It is essential that the FNGOs are to establish a good working relationship with the community members through frequent visit to the villages and conducting general as well as focused group discussion and disseminating the information pertaining to their roles and responsibilities in implementing the programme.

Entry point activity is a major activity which brings community's ownership to the programme and establishes mutual trust. The fund allocation for this is Rs.100/- per ha which comes to Rs.50000/- per MWS. During this activity, the FNGO will facilitate the community to take up low cost (small investment) but critical activity at the villages so as to address the immediate need of people. As the name envisages, this really gives an entry for the FNGO staff to the community. Broadly, the EPA activities include improvement of drinking water, facility, village road repair, bathing place, community meeting centers etc. The approach of the programme is to plan as well as implement the activities through the communities in a participatory mode. So entry point activity gives the community a platform to take decisions on their own development and also boost their confidence to take up larger responsibilities. The community mobilization at the villages within the micro watershed will start with frequent field visits, night halts inside the villages and winning the confidence of the people by conducting small mobilization camps such as human & animal health camps, school admission drives, enrolling children into Anganwadis, facilitating several Govt. run programmes in the village, conducting street play for disseminating information about the programme etc. During these initial activities, the FNGO staff has to identify the potential community members to be promoted as village level volunteers. These volunteers will be trained on the concept of the programme and its methodology of implementation. They will work as link persons between the communities and the FNGO staff. Once the community achieves a minimum level of understanding on the programme concept and design, the Village Development & Livelihoods Plan (VDLP), for their village will be prepared in a participatory method by conducting household survey, baseline survey, PRA etc. After the VDLPs are prepared for each village within the MWS, it will be consolidated at the VDC level. The VDLPs should be reflect a holistic plan for over all development of the villages under all sectors. At the same time the

FNGO staff has to promote the village organizations and simultaneously capacitate them in order to take up responsibilities for implementing the programme. Different trainings for the beneficiaries would include the trainings of the SHG and CBO leaders on gender sensitization, leadership, maintenance of village infrastructure, PRI, rights of tribal, communications, self evaluation, group dynamics, grass root organization management, funds management and accounts etc. Besides, the members of the SHGs and other CBOs will also be exposed to the successful community based organizations implementing similar programmes outside their village. The total fund allocation apart from the EPA is Rs. 2.00 lakhs per MWS, which will be spent by the FNGOs against approved yearly plans.

b. Capacity Building of Communities (Skill Development):

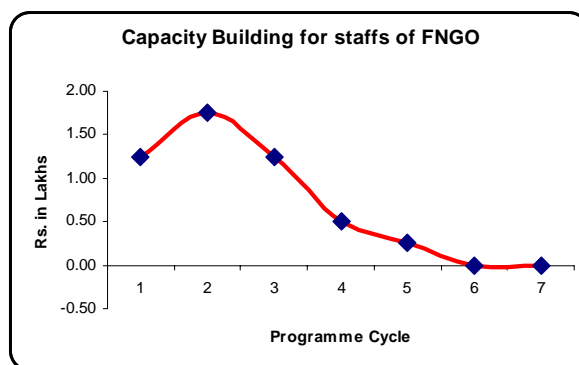
The basic livelihood of a poor household is based on his own as well as family labour, which they invest to earn daily wage and food. The communities mainly indulge in unskilled labour oriented activities. Wherever need arises for specific skill, the community hires the skill from outside thus resulting in an out flow of resources from the village. In general, the supply of unskilled labour is more than adequate against the demand which again results in reduced wage rate so as to accommodate the whole community to provide employment. Looking into these complexities, the programme aims to support the communities in enhancing their skill set to meet the skill demand at the village level through activity trainings for strengthening their livelihood and developing a potential human capital, which can be utilized by the communities as support services thus resulting in a livelihood option for the individuals who acquire the skill. This Capacity Building of communities will fill the gaps between the existing skill base and the required skill base for taking up the activities selected by the communities in order to enhance their livelihood. These trainings and exposures will cover components such as land & water management, agriculture & horticulture development, livestock & aquaculture development, participatory forest management, development of community infrastructure etc. Besides, specific skill development training for non farm activities will be provided to the SHGs and other groups. Each sub sector (Livelihood Enhancement Component) will have its own strategy of implementation indicating the capacity building needs. The above sub sector strategies will again be triangulated with the Training Need & Strength Assessment (TNSA) to be conducted for the



communities which will identify the specific skill gaps and training needs depending upon the livelihood plan of the village. The total allocation under this sub component is Rs. 1.80 lakhs per MWS spread over the entire programme cycle. The training or exposure under this will have to be conducted before the intended activity is taken up at the village level.

c. Capacity Building for staff of FNGOs & other Support Agencies:

The implementation of the programme will be facilitated by the FNGOs at the village level. Accordingly the staffing at FNGOs has been designed to meet the sector wise requirement as well as field level coordination. Each FNGO will have six Watershed Development Team (WDT) Members comprising the sectors Engineering, Agriculture, Livestock, Forestry, Social Mobilization and Micro Finance & Micro Enterprise. Besides, ten Community Mobilizers will be positioned at the MWS level for overall coordination at the village level for providing handholding in implementation of the activities and mobilizing people for a better sustainability. As the whole programme will be facilitated by the staff of the FNGOs they are required to be adequately aware on the specific role they have to play and also on the subject matter in relation to the respective field. Therefore the programme envisages the capacity building of the FNGO staff so as to enable them to effectively carry the programme with its actual context and approach. As the programme also focuses on mainstreaming the tribal to the regular Govt. schemes and programmes, the Govt. line departments have also to be sensitized and capacitated in order to provide the benefits meant for the people. In this regard this component will also try to capacitate the staff of the line departments or other organizations working in the area in order to develop their skill base at the local level. The allocation under this component is Rs.5.00/- lakhs per FNGO, which includes the training to the FNGO staff, training for support agencies such as Govt. line departments, other resource agencies working in the area and provision of computer system for the FNGO. The training plan again will base on the TNSA conducted for the support agencies and accordingly the expenditure to be made by the ITDA or PSU. The FNGO representatives are also required to propose the need based trainings for their staff.



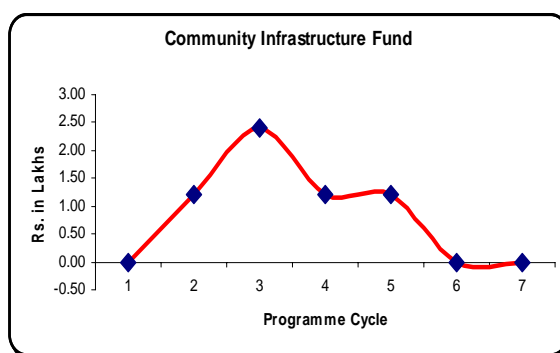
Additional Components under OTELP

Apart from the general watershed treatment and livelihood based approach, the programme also facilitates additional components like Community Infrastructure Funds, Participatory Forest Management and Development Initiatives Fund to be implemented in order to strengthen the interventions under livelihoods support activities. The detail of the cost allocations are presented below:

Sl. No	Sub Components	Allocation for 10 MWS (Rs. Lakhs)	Unit Cost per Ha	Tentative Year Wise Breakup						
				Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
A	Community Infrastructure Fund	6.00	1200.00	0.00	1.20	2.40	1.20	1.20	0.00	0.00
b	Participatory Forest Management	5.60	7000.00	0.00	0.00	4.03	1.01	0.56	0.00	0.00
C	Development Initiative Fund	5.00	1000.00	0.00	0.00	0.50	1.50	2.00	1.00	0.00
Sub Total		16.60		0.00	1.20	6.93	3.71	3.76	1.00	1.20

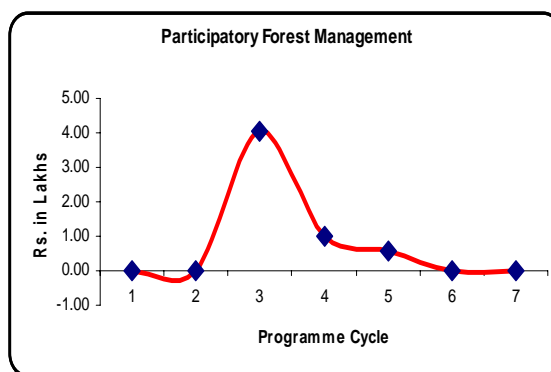
a. Community Infrastructure Fund (CIF):

It is the funds allocated at the community level in order to finance community infrastructure needs identified by the communities. The objective would be to fill the critical gaps for small and remote communities which may not be covered in under other rural infrastructure development programmes. Access to the CIF should be through a demand driven approach with communities identifying critical infrastructure constraints. The priority activities under this component should include i) improving the linkages to market for those communities which are producing significant surplus, particularly during the monsoon season ii) reducing the workload of women by ensuring supply of safe drinking water close to the habitations, iii) improving the access to food supply through PDS iv) child care v) health care, vi) supplementing educational infrastructure etc. Besides, activities like creating work sheds for the communities for income generating activities like NTFP processing unit, storage centers, mills etc. may also be covered. These facilities will be used by the communities and may be managed by the VDCs through the common user groups. The activities such as major village road development should not be completely funded form this component. In case the community identifies such needs, the community should be mobilized to provide contribution in terms of unskilled labour as much as possible (to be decided by the communities) and government contribution must be augmented through convergence. Emphasis must be given on community responsibility for maintenance of the infrastructures so developed and women should be encouraged to take up this responsibility. The total fund allocated under this component is Rs. 2.00 lakhs per village but not exceeding Rs. 6.00 lakhs per MWS and will be released in phased manners starting from the second year of the programme cycle.



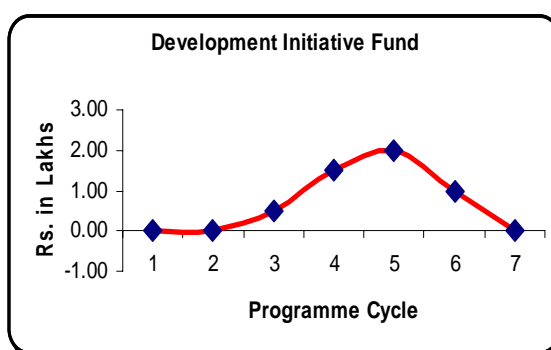
b. Participatory Forest Management:

This component will be implemented in the micro watersheds having adjoining forest patches and the inhabitants of the MWS having dependencies on those patches. Each MWS will be allocated at least 200 hectares of forest area for protection in a Participatory Forest Management approach. The forest dwellers will be organized into the *Vana Sangrakshana Samities* (VSS) and the VSS will implement the activities to develop the allocated forest patch as per the



JFM guideline of Forest & Environment Department. Out of the total 200 ha of allocated forest area, about 80 ha will be effectively treated @ Rs.7000/- per ha as per the existing cost norm followed by the Forest & Environment Department for rehabilitation of Degraded Forests (RDF) and balance 120 ha will be protected by the communities for natural regeneration. The contribution of communities is also to be ensured under this component of activity. The organization of VSS and identification of forest area to be developed will start from the second year of the programme cycle and investment will start from the third year of the programme cycle.

c. Development Initiatives Fund (DIF): This is a provision of an additional funding to provide the flexibility to address to areas of demand as expressed by communities through the participatory processes and also to supplement those components / interventions of the programme yielding very good results. It will also enable the communities to implement activities which are not accommodated in other available components within the programme.



This fund will also ensure better targeting of the households which are traditionally left out, including landless, destitute, disables and those who are unable to be part of the SHG or other income generating activities. The allocation under this component is Rs. 5.00 lakhs per MWS. It may so happen that some activities having direct impact on the rural livelihood will spread across villages and micro watersheds. In those cases the FNGO has to identify such critical needs in consultation with the communities in a participatory method across the area and accordingly

community organizations to be promoted to implement as well as maintain the activity for sustainability.

Administrative Overheads at Field Level

The basic institution for the programme implementation at the field level is the Village Development Committee (VDC) at the MWS level and the Facilitating NGOs (FNGO) at a cluster of about 10 to 12 MWSs covering about 5000 ha of treatable area. The VDC directly executes the programme activities at the field level and the FNGO facilitates the community based organizations through community mobilization and capacity building activities as envisaged under the programme. Keeping in view the various roles to be played by different stakeholders, the administrative overhead has been redesigned in order to meet the actual requirements at different level.

a. Administrative Cost to the FNGO:

As per the implementation strategy envisaged in the Appraisal Report the programme adopts watershed development as the vehicle to implement the livelihood support activities. Further, the additional components which are implemented along with the traditional watershed programme, the complexities of the programme implementation in a participatory method and the time schedule of completion of the programme have been duly considered and it has been decided to strengthen the FNGOs with two more WDT members covering faculties of forestry and micro finance & micro enterprise in addition to the 4 WDT members as per guidelines of MoRD, GoI (approved in the sixth meeting of SLPMC). Besides, each FNGO has to engage 10 Community Mobilizers to be positioned at the MWS level to provide day to day handholding and coordination of the programme activities. The community mobilizers, while focusing institution building processes, will also work as a resource station at the MWS to provide immediate solutions until the backup reaches the villagers. The details of the cost structure per month for such arrangements are described in the following table.

Sl. No.	Cost Particulars	Unit	No. of Unit	Unit Cost (in Rs.)	Total (in Rs.)
1	Honorarium to the WDT Members	WDT	6	5000	30000
2	Honorarium to the Community Mobilizer	CM	10	2000	20000
3	Travelling Allowance to the WDT Members	WDT	6	1250	7500
4	Vehicle Allowance to the WDT Members	WDT	6	750	4500
5	Office Running Cost	FNGO	1	3000	3000
6	One time Cycle Grant for Community Mobilizer	No	10	2000	20000

The honorarium of the WDT members and the Community Mobilizers are fixed @ Rs.5000/- and Rs.2000/- per month respectively. Apart from the above, the WDT members will be provided with a traveling allowance @ Rs.1250/- per member per month for field visits in the programme area covered by the FNGO. The WDT members will also be provided with a vehicle allowance @ Rs.750/- per member per month subject to submission of details of the vehicles (Two Wheeler) along with the driving license to the ITDA. The FNGO will also be provided with Rs.3000/- office running cost per month for meeting the day to day office running expenditures. To enable the visit of the FNGO representatives to the programme villages the programme allocates Rs.2000/- per month per FNGO as an addition to the above administrative allocation for enabling the FNGO representative to visit in the programme area at least 10 days in a month for better coordination and supervision of the activities. The FNGOs are to provide a bicycle to each Community Mobilizer @ Rs.2000.00 per bicycle for 10 Community Mobilizers, which will be a one time allocation to the FNGO.

b. Administrative Cost to the Village Development Committees: The VDC at the MWS level will implement the programme activities through the CBOs. In this regard the structure of the VDC is designed in a manner so that the office bearers of the VDC can facilitate the implementation of the programme activities. The VDA will have an executive committee of about 20 members called as VDC and the leader of the committee will be the President. The committee will nominate one of its member as the Secretary who will look into the day to day operational and financial management of the programme implementation and will be paid a monthly honorarium not exceeding Rs. 750/- per month. Besides, the committee will also engage at least five Village Volunteers (progressive youths) from the villages within the MWS to work as the master trainers as well as the facilitators at the village level. The VVs will be responsible for sector/ sub-sector wise activities such as land & water, agriculture, livestock, SHG mobilization, health/social sector etc. These VVs will be paid an amount not exceeding Rs.300/- each per month by the VDC depending upon their work done in the month. These VVs will also be responsible in managing the VLSCs in their respective villages within the MWS. One of the major activities of the VDC will be to receive funds from the ITDAs under different components as per the VDLP and to disburse the funds again to the respective VLSC/ UGs depending upon the activity proposals. The staff of FNGO/ITDA will ensure necessary capacity building of VVs for maintaining the accounts at the VDC level as well as at the VLSC level and also to execute and supervise field activities.

The VDC will also be provided with five cycles @ Rs.2000/- per cycle once in the entire programme period, preferably just after the formation of the VDC and the cycles will be used by the VDC office bearers and Village Volunteers while traveling for the programme purposes. The maintenance of the cycle has to be met from the office overheads of the VDCs. This office overhead will also meet the expenses for day to day contingents and the traveling cost of the VDC President and Secretary to the bank if the bank is not accessed by the cycles provided to the VDC. The details of the cost calculations under this are as follows:

Sl. No.	Cost Particulars	Unit	No. of Unit	Unit Cost (in Rs.)	Total (in Rs.)
1	Honorarium to the VDC Secretary	VDC Secy.	1	750	750
2	Honorarium to the Village Volunteers	VV	5	300	1500
3	Office Overheads at the VDC	VDC	1	500	500
4	Cycle Grant (One time)	VDC	5	2000	10000

Technical Assistance under OTELP

The Programme envisages provisions for technical assistance through studies and consultancies to develop sector wise implementation strategies, capacity building of programme staff for fine tuning the design as well as the strategy and approach of the programme planning and implementation. The details of the provisions made under this are as follows:

Sl. No.	Programme Sub Components	Total Allocation (Rs. Lakhs)
a	Capacity Building (including training of project staff of PSU & ITDAs)	405.00
b	Technical support/ Consultancy for Land & Water Management	125.00
c	Technical support/ Consultancy for Technical support/ Consultancy for Participatory Forest Management	107.23
d	Technical support/ Consultancy for Agriculture & Horticulture Development	150.00
e	Technical support/ Consultancy for Livestock and Aquaculture Production	30.00
Total		817.23

The above funds will be utilized in order to engage professional consulting agencies or consultants during the programme implementation for designing sector and activity specific operational guidelines and capacity building modules. For example an engineering manual may be developed out of this fund which will be used by the communities and other facilitators during implementing the engineering activities. The funds under each category will be spent by the PSU depending upon the requirement of development of such materials discussed earlier. The FNGO or ITDA are also to identify the resource organizations for developing such materials and the PSU can examine the proposal and procure such services as per the procurement procedure envisaged under Programme Loan Agreement.

Specific Components at ITDA & PSU

The programme has allocated funds to specific components at the project level for ensuring the convergence of other development activities in the programme area. The programme will facilitate augmentation of the technical support from the external support agencies such as Govt. line departments, resource organizations, research institutes etc to the programme areas by providing **mobility support** to them. Each ITDA will be provided with Rs.8000/- per month to facilitate the mobility of the resource persons/ agencies to the programme villages to meet the specific technical requirements under land & water management, agriculture & horticulture, livestock & aquaculture etc.

WFP food assistance is a major component under the programme which provides a unit of food comprising of 2.5 kg of rice and .2 kg of pulses for one wage day to the poor workers at a subsidized rate of Rs.9/- per unit. This not only secures the food availability but also meets the nutritional requirement for the family. The expenditures incurred to transport the food grains from the source to the destinations will be made from the **Food Handling** component of the programme. The funds available under the component is Rs.428 lakhs for the entire programme period, which will be utilized by the ITDA as and when required to transport the food grains to the workplaces for distribution and storage. The cost norm to be followed under this is as per the guidelines prescribed by the PR Department, Govt. of Orissa and may be modified if necessary at the ITDA level with approval of the DPMC.

Support for Policy Initiatives: Under this component, the programme will take steps to address some of the key policy issues which impact the development of the tribal communities, particularly in relation to access to land and natural resources. The programme will support the operationalisation of these initiatives through providing legal defense fund to assist tribal in pursuit of land alienation/ restoration cases, supporting operational costs involved in establishing mobile squads for the detection of land alienation cases and enforcement of land restoration. Apart from the above initiatives the programme will also provide a survey and settlement unit at each ITDA to resurvey the programme areas and settle the claims in favour of the tribals. This survey team will also survey the lands between the 10⁰ to 30⁰ slopes and settle it with the eligible land less families within the villages as per the priority fixed by the community in a participatory method. The allocation under this component is a lumpsum amount of Rs. 949.96 lakhs for the entire programme period.

The details of the cost allocations are elaborated in the following table:

Sl. No.	Components	Allocation in Rs. Lakhs
a	Mobility support to ITDAs for augmenting technical support from external Support Agencies (line departments/resource organisations/research institutes etc)	47.04
b	Food Handling	428.55
c	Support for Policy Initiatives	949.96

Programme Management at ITDA & PSU

The programme management component for the ITDA and PSU covers the details of the infrastructure development at the ITDAs and the PSU. Each ITDA has been provided with a office building along with necessary office equipments such as furniture, computers, LCD projectors, laptops etc. The salaries, allowances and other administrative overheads at both the units will be booked under this component. The traveling and daily allowances paid to the FNGO representatives while attending meeting at the ITDA and/or PSU and attending training programmes will also be paid from this component. Apart from the above administrative categories, this component will also meet the requirements for developing the Computerized Monitoring and Evaluation package, developing IEC materials, conducting reviews, meeting, workshops etc. on the basis of unit costs of expenditure as has been elaborated in the Programme Implementation Manual (PIM) of OTELP. The allocation under this component is a lumpsum amount of Rs.4859.83 lakhs for the entire programme period.

17. Participatory monitoring and evaluation

- **Critical elements:** PM&E is a crucial component of project management, which helps in improving the efficiency and effectiveness of project interventions. It helps in steering and tracking the outputs, outcomes and impacts; and ensures that the right processes are followed. This in turn helps in ensuring sustainability of interventions and formation of social capital at local level. It provides feedback and learning for concurrent corrections and decision-making at various levels. An efficient PM&E system encompassing all aspects (outputs, quality of products, processes, outcomes, impacts, etc) with clearly defined responsibilities at different levels is a prerequisite for efficient project management. However, it is noticed that monitoring is presently limited to physical and financial progress with very little attention towards processes and impacts. It is also not designed as a framework for learning and decision support system for actors involved in project implementation.

- The following specific steps may be taken to improve the efficiency of monitoring and evaluation system:
 - Action plans may be prepared as per ‘log-frame’ at district and watershed levels
 - Set of indicators and baselines may be established on processes and products to facilitate comparison
 - Due emphasis may be laid on capacity building regarding Participatory Monitoring and Evaluation (PM&E) for CBOs and project staff
 - Specific funds may be allocated for monitoring at different levels
 - A timeline may be prepared for monitoring and evaluation of activities as a part of the district level action plan (to be implemented by internal as well as external resource persons)
 - Besides involving existing government institutions, a panel of resource organizations may be identified to carry out reviews and studies
 - Financial provision may be made for carrying out studies on emerging issues and concerns
 - Self-monitoring system may be facilitated through CBOs
 - Voucher based GMIS may be developed for data analysis and it may be linked with decision support system at district and state levels
 - Flexibility may be provided in project design to incorporate learning and for making mid-course corrections
- **Monitoring of Progress at District Level:** At the district level it is essential to review the progress of each Project Implementing Agency on a monthly basis. Likewise, Project Implementing Agency will review the progress of each watershed before participating in the district level meeting. During implementation phase it is advisable to prepare a monthly plan for achieving required financial and physical progress of each watershed. Watershed Associations may also undertake monthly meetings to review progress. This approach would help in achieving a steady progress and also timely resolution of bottlenecks in implementation.
- **Monitoring of Physical & Financial Progress:** Periodic review of progress during implementation phase at the district, state and national level will be undertaken regularly and suitable standard formats will be used so that a uniform system is in operation for various levels.
- **Concurrent Evaluation by Internal as well as External Agencies:** A system of Concurrent Evaluation would be evolved through internal as well as external agencies

based on reliable performance indicators. In this evaluation, a critical assessment will be made of the relevance of technological content, involvement of people in the programme, equity for poor and women, facilitation of group action in addition to physical and financial progress. Requisite budgetary provision will be made for the purpose from the project budget. On completion of project an Impact Evaluation will be undertaken. Use will be made of remote sensing, satellite imagery and other modern techniques for evaluation of watershed project. “Terminal Evaluation” and ‘Saturation Indexing’ exercise will also be carried out which will help in translating the lessons learnt to be used for preparation of future project proposals.

- **Application of Information Technology in Watershed Programme:** At present some of the organizations are successfully applying the Information Technology (IT) under the watershed programme. A number of GIS based soft-wares / application programmes are now available which can improve the efficiency of planning, implementation, documentation, reporting of watershed progress, etc. It would be appropriate if efforts are made to provide the required IT support at FNGO level so that it may help in streamlining of data collection and improving the transparency in the transactions.
- **Evaluation of the Project and Documentation of the Process:** Internal as well as external agencies may be appointed to carry out concurrent as well as post-project evaluations of the watershed programme. The impact criteria laid down in the programme guidelines will be the basis for such evaluations. At the same time, independent consultants may be asked to undertake action research projects to document the actual process of project implementation in a representative sample of watersheds. The results of these evaluations and process documentations may be submitted to the State and Central Level Implementation and Review Committees with suggestions on policy issues as well as improvement of working procedures.

18. New instruments for convergence with interrelated schemes and projects

- At present different departments, which have similar objectives, are implementing a number of inter-related schemes / projects. It includes schemes, which deal with development of natural resource e.g. National Rural Employment Guarantee Scheme (Ministry of Rural Development); Rural Infrastructure Development Fund (by NABARD); etc. It also includes other schemes, which deal with development of

livelihoods namely SGRY (by Ministry of Rural Development); development of Horticulture and Agriculture (by Ministry of Agriculture); development of livestock including fisheries (by Ministry of Agriculture), etc.

- In addition to this, there are number of watershed development projects which are funded by different agencies: (i) foreign agency (namely World Bank, DFID, DANIDA, Indo-German, SDC-IC), (ii) CAPART, (iii) NABARD, (iv) NGOs, etc.
- Convergence of inter-related schemes / projects is very crucial under watershed programme as it helps in filling the gaps in development. This approach is also expected to help in improving the efficiency of inter-related schemes since these schemes (after convergence) would be implemented in situations where sufficient investment on natural resource development and community organization has already taken place under watershed programme.
- However, at the ground level the convergence concept did not show successful results due to the following reasons:
 - The development departments, local legislators, district level PRIs, etc do not prefer to integrate several schemes at one place as it deprives other villages of adequate share of funds / opportunities
 - The inter-related schemes (even if converged in the same village) become a burden on the watershed staff (FNGO and WC) since there is no provision for hiring additional staff or paying extra remuneration even to the existing staff under the watershed programme
 - The guidelines of the inter-related schemes are usually not based on participatory processes (such as direct funding to the CBO, contributory approach, bottom-up planning, ITK, etc.) Hence inclusion of such schemes creates confusion among the CBOs and eventually leads to deterioration in the quality of even the watershed project. The watershed projects funded by other sources are not expected to be implemented in one place in order to avoid duplication
- It is therefore essential to adopt the following strategy for facilitating proper convergence of inter-related schemes:
 - The inter-related schemes may be converged with the ongoing watershed programme only if required provision under administrative component is made and if implementation of works is to be carried out as per the participatory mechanisms under the watershed guidelines

- The foreign funding agencies (dealing with the watershed programme) may be involved to fill the gaps in the mainstream programme either by associating themselves with the missing components or by implementing separate phases of the project like probation phase, consolidation phase, etc.
- The guidelines of the watershed programme funded by three ministries need to be integrated so that the programme can operate within a common framework not only with respect to financial allocation but also with regard to institutions at community level, developmental components, etc. Keeping in view the complexity of the programme and likely enhancement in its scope during the next generation watershed programme, it may be desirable to implement it through a series of autonomous organizations at different levels (national level, state level, district level, project level, village level). The respective funding organizations may work through the above setup so that greater professionalism can be provided under the project around commonly agreed framework
- Experience at field level has shown that convergence of schemes from different departments can be relatively easily done if it happens around a sustainable CBO (rather than around one or the other developmental department). Since watershed project is to be managed through CBOs, it may be useful if these organizations are facilitated to take the initiative (or respond to the initiative) for achieving the desired convergence
- It is also essential to recognize that a proper accountability has to be maintained whenever two interrelated schemes are converged at one place. In such cases the action plan document (after approval) can be used as an instrument for integrating different sources of funding
- For this purpose a comprehensive action plan may be prepared for each village to meet the requirement of the community even if it is beyond the financial provision under OTELP. While doing prioritization of work, the items which are likely to be considered under NREG (earthwork, etc) may be separately indicated so that there is clarity about which items are to be implemented through which source of funding. Afterwards the VLSC and VDC may put up the matter in Palli Sabha / Gram Sabha meetings for approval as well as allocation of funds.