

OVER VIEW OF THE FIRST SIX MONTHS



**ANDHRA PRADESH RURAL LIVELIHOODS PROJECT
GOVERNMENT OF ANDHRA PRADESH
JUNE,2001**

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FOREWARD

It has been some months since APRLP has become functional. A great deal of work is on in APRLP in giving fillip to ongoing watershed programme of GoAP and to enable maximize the efforts so as to meet strategic and practical livelihood concerns of the poor, women and small and marginal farmers in completed, ongoing and innovative watersheds. APRLP aims to facilitate policies practices and management systems towards exploring multiple livelihood interventions in watershed programmes. To make it possible, the programme invests in cross-learning, drawing wide range of experiences from different sectors, further innovation and broad basing them for large-scale use in Andhra Pradesh. This report covers information on important processes attempted by APRLP in the first six months (November 2000 to May 2001) from its inception.

The report begins by presenting a quick summary of the project as sanctioned and hence discussed in the tripartite MoU between MoRD (GoI), GoAP and DFID, India office. It presents the common understanding about the agreed method of implementation in the inception discussions held between DFID team and the Programme Support Unit. It then goes on to narrate the progress achieved till date in various spheres and hence sums up the current status in relation to the project. Finally, it indicates the direction in which the project will move in the coming six months. The report also covers a section on suggestions by an expert on APRLP path.

This report is a first attempt to appraise the developments on APRLP to different stakeholders: Government departments, NGOs, fellow colleagues, donors and all others who are involved/interested in the programme.

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Project Coordinator

1.INTRODUCTION

This report is aimed at documenting the process that has gone in so far in the implementation of the Andhra Pradesh Rural Livelihoods Project (APRLP) during the period, November 2000 to May 2001. It serves to help partners in Government departments as well as NGO, fellow colleagues, donors and all the interested parties to learn about the basic rationale of the particular implementation mode chosen, its advantages and its compulsions. The report begins by presenting a quick summary of the project as sanctioned and discussed in the tripartite MoU between MoRD (GoI), GoAP and DFID, India office. It presents the common understanding about the agreed method of implementation in the inception discussions held between DFID team and the Programme Support Unit. It then goes on to narrate the progress achieved till date in various spheres and sums up the current status in relation to the project. Finally, it indicates the direction in which the project will move in the coming six months.

(The acronyms NGO, PIA, PD, DCBC, RO etc will be used both in singular and in plural sense, context making the meaning clear.)

1.1 The Background and Setting

APRLP is being implemented in Anantapur, Kurnool, Mahaboobnagar, Nalgonda and Prakasam districts of Andhra Pradesh. These districts are drought prone¹, where the majority of rural poor are subsisting on rain-fed agriculture and wage opportunity arising there-from.

The Rayalaseema districts of Anantapur and Kurnool come under the rain-shadow zone and hence have low and erratic rainfall. These districts have huge tracts of wastelands dotted with prolific rocky outcrops. Land productivity is very low and rain-fed agriculture dominates. Groundnut accounts to 70 per cent of dry land agriculture, followed by pearl millets and Pigeon-pea. The Telangana districts included in APRLP, namely Mahboobnagar and Nalgonda too are dominated by rain-fed agriculture, though they have slightly better rainfall. The major crops include cotton cultivation, sorghum and pigeon-pea. But large evapo-transpiration loss, scanty and erratic rainfall and depleting ground water potential describe the agro-ecology of these districts as well. Prakasam district notionally included in Coastal Andhra Pradesh is actually similar to Telangana in its water availability. Together, about 2500 micro-watersheds were taken up for watershed development in the five districts often achieving substantial progress in improving water status, showing improved productivity in crops and in animal husbandry. Both NGO and Government implemented the projects under the office of Project Directors of Drought Prone Area Programmes in each district. Given the technical and resource conservation orientation of these projects, marginal groups tended to be left out of the projects, women were seen as incidental beneficiaries in these programmes and the impact on productivity of the common pool resources was generally low (Box 1). Thus it was felt that abundant scope existed to further the good

¹ The state has 23 districts, administrative units; out of which 12 are drought prone districts.

beginning made in the watershed development projects and strengthen as well as create livelihoods for the rural poor in general and marginal groups and women in particular. This is the basic rationale for making the whole project a live demonstration of “watershed development plus” approach.

Box 1: Concern, Opportunities, Strengths and Threats (COST)

- **Concerns (Internal):** Building the stakes for the upland farmers, women and resource poor; supply driven approach; and sustainability
- **Opportunities (External):** The state’s mandate to implement Ten-year action plan as a part of Poverty eradication Mission.
- **Strengths (Internal):** Social capital in the form of Group building at grass roots and ongoing initiatives on convergence at Micro & Macro level.
- **Threats (External):** Resource rich ability to reposition to corner the benefits.

1.2 The project in brief

APRLP is aimed at

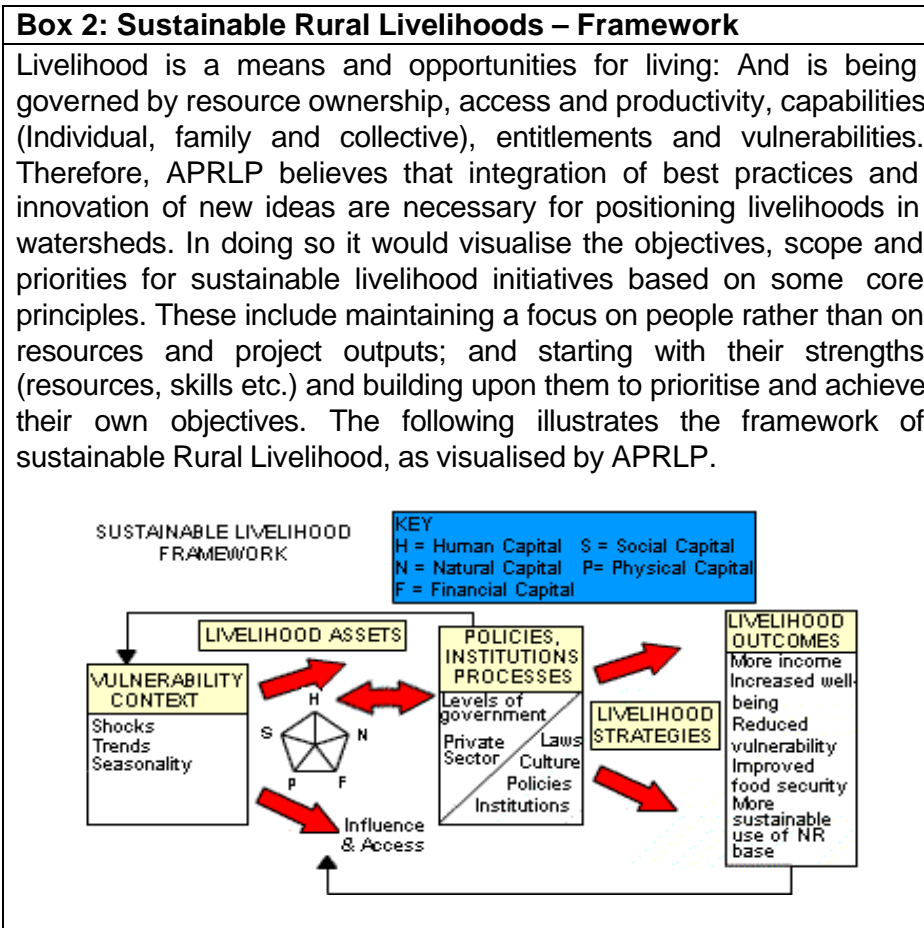
- Joining, for creating sustainable rural livelihoods, on-going 2500 watersheds in five districts of Nalgonda, Mehboobnagar, Ananthpur, Kurnool and Prakasam;
- Innovating (in approaches, technology, mobilisation techniques, involvement of community or in incorporating SRL approach) in 500 new watersheds (roughly 100 in each district);
- Preparing for future 7500 watersheds to ensure that they are technically and socially well balanced and incorporate SRL approach from the start.
- Capacity building for primary and secondary stakeholders,
- Learning of lessons and policy influencing.

APRLP is to be implemented over a period of seven years with financial support from DFID. The financial support is divided in two parts: the Financial Collaboration (F.C.) component of 40 million UK Pound sterling and a Technical collaboration component of 4.5 million UK pound sterling. The former is to be used for programme implementation and the bulk of it will be given through Government of India directly to PD DPAP as per approved budgets. The Technical Collaboration component is further split

into International costs and National costs. The last is to be handled through Centre of Development Studies, (CDS) a Society created by APARD for this specific purpose.

APRLP Philosophy

APRLP believes that sustainable rural livelihoods (Box 2) can be centred on watersheds by an institution that creates rights to equitable and sustainable usufruct from Common property resources. Watershed initiatives need to be informed by the need to incorporate livelihoods concerns, particularly of women and the marginalised groups of rural society. Watershed development needs to be looked at as an entry point for a transition towards the desired state in which genuine stakes of the poor and marginalised groups are recognised and delineated. APRLP seeks to do this by adopting a “watershed plus” approach in existing as well as new watersheds.



1.3 The discussion during inception mission, action plan evolved for Nov. 2000- May 2001

DFID arranged for an Inception Mission for APRLP during October 30-Nov. 2 with the intention of i) introducing a new DFID team to the APRLP area and implementation procedures etc., ii) familiarise the new team with the scope and nature of the project, iii) meeting key actors from the Government as well as NGOs in the state and iv) preparing an action plan for the first six months of the project.

The action plan for the six months (theoretically till the end of March 2001 but in effect till May 2001), was prepared after detailed formal and informal discussions. The mission also had a half-day workshop clustered all the identified sub-tasks into broad action themes and prioritised these tasks.

The inception mission discussed eight major issues:

- a) Management issues: staffing of the Programme Support Unit and District Capacity Building Centres, inducting the staff, operationalising funding arrangements.
- b) Creating Baseline Information: This is to give a concrete shape to Project Management and Impact Assessment Strategy. Benchmarking of watersheds on qualitative and technical parameters, profiling Programme Implementation agencies (PIA), Multi-disciplinary Teams at PD offices, Watershed Development Teams at PIA levels and Watershed committees and preparing poverty profiles of sample villages were identified as some of the tasks.
- c) Implementation issues: The PSU was to initiate pre-watershed activities in new watershed in coordination with CRD, initiate discussions on identification of innovative watersheds and plan for off-farm activities across watersheds.
- d) Capacity Building: The mission suggested that the PSU needs to identify training and capacity building strategy for all stake holders and identify resource organisations.
- e) The mission also recommended that PSU should evolve a communication strategy for communicating APRLP plan and strategy to all stake holders particularly to correct the ubiquitous impression that APRLP is yet another watershed development agency and hence to stress the SRL agenda inherent in the watershed plus approach followed here.
- f) The mission suggested the need for developing a participatory Monitoring and Evaluation system for APRLP. Using advanced techniques such as the Geographical Management Information System (GMIS) was to be explored.

- g) The mission suggested initiating a process of documenting best/new practices in the field in general and in AP in particular.
- h) Finally, PSU was to conduct exercise to identify the gaps in current policy in AP pertaining to rural development and to prepare a status report on it.

2.ADMINISTRATIVE CHOICES AND BASIC APPROACH FOLLOWED

The Rural Development Department of Government of AP oversees the Drought Prone Areas Programme (DPAP) as well as other Rural Development programmes. The state regards so important for the rural poor that it has created special Project Directorates at district level for the DPAP. The Project Directors of DRDA at district level implement other rural development programmes. The implementation machinery operates in the framework and the ethos of the democratic polity and the specific form of Panchayati Raj Institutions in vogue in AP. Inevitably, the implementation process of all rural development programmes, including watershed development programmes is often subject to pulls and pressures emanating from the political system. Further, the organisation and staffing of the Project Directorates at district levels and the composition of the State PIA often have their own implications for the programme implementation. Staff is often drawn on deputation from parent technical departments (Forestry, Soil Conservation, Agriculture, Animal Husbandry etc.) and has an uncertain tenure in the watershed projects. Quite often the staff carries double task obligation: to the parent department and to the watershed development PIA leading to conflict in their priorities and drop in their interest. Such a ground situation often tempts officers to undertake the expedient tasks rather than strive for the optimal performance. In this ethos, despite best efforts, technical efficiency and more importantly the social sensitivity to marginalised groups can at times assume secondary importance. Quality of the watershed development then may tend to suffer.

Donors and programme designers tend to take several possible positions when considering new programme initiatives. It is tempting to forget the existing structures and design a programme together with an implementation structure outside the existing structures. The new structures are seen as being new creatures, following new rules of the game and implementing the programmes by new method. The programme designer hopes and some times succeeds in obtaining a measure of “independence” and “flexibility” from the “normal government regulations and procedures”. The programme attracts much attention often not because of its superior design but because it has these refreshing elements of freedom from the normal procedures. Such programmes tend to do well just as long as the donor funds last. Some times not even that much. The existing departments tend to view the newly created structures with a bit of envy due to their “special child” status and because of their facilities they themselves lack. Worse, they view the new structures as competitors who compete in an unfair way. This kind of

a programme can never be fully integrated into the mainstream nor become sustainable.

APRLP was designed after incorporating significant experience of managing the normal watershed development programmes in AP under circumstances that can not be wished away. The programme design implicitly believes that despite the shackles and the constraints under which PDs operate, they have performed well and have tremendous potential that needs to be realised for the benefit of the marginal groups. The programme believes (Box3) that scaling up and sustainability can be obtained not by wishing away the real situation or by creating parallel structures but by building capacities, by providing opportunities to innovate and perform and by bringing information and experience of the best practices worldwide and by making those policy changes that could uncork the productive energies of the people, the professionals, the NGO and the Government staff.

Box 3: Strategic Alternatives

- Watershed as entry point and livelihood as a strategy
- Multiple entry points for livelihoods based on practical and strategic needs.
- Learning through breakthrough projects.
- Plans with adequate space for prioritising community interests and stakes for the poor, women and landless
- Enabling processes for alternative livelihoods for resource poor such as CPR Management, savings and credit, micro-enterprises, insurance, etc.
- Sustainable development of villages through suitable agriculture and NRM practices.
- Build processes to enable convergence, Participatory Monitoring and Impact Assessment.

Thus APRLP is being implemented in a manner that the capacities of the staff with the Rural Development and other departments of AP Government are enhanced. This is done by systematically assessing current staffing at PD's offices: the Assistant Project Directors, the Multi-disciplinary teams and the Watershed Development Teams of the State Government PIA. Their strengths are being identified and they will be provided with exposure, training and equipment for enhancing their capacities in this project as elsewhere after its completion. Most importantly, the recruitment of staff from the open market is being kept at the very minimum and such outside staff that is being hired, say at the DCBC level is done by reducing some posts within the government and in any case is likely to be merged with the state personnel.

APRLP avoids creation of a parallel structure. It is true that the programme cannot be implemented with the current machinery structured exactly the way it is. Hence some ad-hoc groups and supplementary formations are necessary. But these are being formed with the staff of the government itself. This way the capacities of the existing staff get

improved and the structure can easily be dismantled at the end of the project period and merged with the government system.

Often programme design and decision making on specific issues of implementation is done by donors or by outside consultants. The analytical skill, the experience of working with specific problems and the expertise all thus remain outside the system. This contributes towards a lack of identification and ownership by the state administration. APRLP has avoided this by ensuring that diverse state agencies are involved in implementation and decision making on critical issues that fall within their core competences. Three specific institutions are being involved for implementation of very important aspects of the programme. The AP Academy of Rural Development will be in charge of capacity building efforts. MANAGE will look after programme monitoring and impact assessment aspects. Sri Ramtirtha Institute will be associated with micro-enterprise promotion and marketing. The core strengths of these institutions are being augmented by capacity building and close association of outside expertise wherever called for.

To stress some of the important points

- It is crucial to note that unlike a dominant majority of similar externally supported projects, the Programme Support Unit in case of APRLP is a transient entity that will avoid acquisition of big staff or assets and will merge into the mainstream GoAP systems in the course of two years.
- APRLP is all about building on the existing GoAP watershed development programmes, not about ignoring them and starting some new programmes.
- It is all about strengthening the mainstream machinery (mainly the Project Directors of the Drought Prone Area Programmes, the multi-disciplinary teams with them and their regular supporting staff, more of this in the section on organisational issues.) for watershed development programmes in AP, not about creating a parallel structure that would uncomfortably hang when the project nears completion.
- APRLP is all about refocusing the watershed development efforts on accomplishing SRL based on increased productivity of land, increased access to water and increased productivity as well as access to common pool resources.
- It is hence all about building capacities (in technical matters, in management matters and in matters pertaining to involving communities for ensuring that all relevant stakeholders and particularly the marginalised groups meaningfully participate and gain from watershed development.) at all levels: the grass root level CBO, of the level of the PIA whether government PIA or the NGO, the PD-DPAP and their staff and at the overall state level.
- APRLP is all about bringing to this state the best practices and innovations that have been tried out within the state or elsewhere and about adapting them widely across the whole state's watershed development programmes.

- Finally, APRLP is all about enabling the implementers to constantly analyse from their own implementation processes, improve on it and refocus it on one hand and to distil its lessons for macro-policy influencing on the other.

3.GETTING STARTED

The Coordinator of PSU assumed office on October 20, 2001. That may be taken as the date on which work on APRLP formally began. A detailed visit was made earlier to study the existing watersheds in these five districts as elsewhere. The set of observations was supplemented by those of the GTZ team that toured four districts. Of the 1588 watersheds that existed in February 2000, 532 were classified as “A” category, 860 as B category and the rest as C category. This categorisation was done on the basis of the stage of completion, quality of technical achievements and more importantly the extent to which marginalised groups were involved in the process.

3.1 The missing links in current watershed programmes

As noted earlier, AP is the only state that has a separate post of PD for DPAP in districts. Further, a large number of all NGO working as PIA on watershed development work in AP. In the five districts, it was found that about 60% watersheds were being handled by Government teams functioning as PIA while the remaining were implemented by NGO PIA. Some common observations are recorded below.

- Quite a systematic method was followed for choosing watersheds. The parameters used were evapo-transpiration loss, extent of wastelands, absence of water sources etc. But these criteria did not cover some critical aspects of social reality such as inequality in land distribution, prevalence of landlessness or migration. Thus while the watersheds selected till date were selected properly on resource poverty, fine tuning to further focus on socially disadvantaged groups seems to be indicated. .
- The multi-disciplinary teams with the PD offices usually were weak on the social mobilisation side. They were sound on technical matters such as soil conservation, water conservation structures and forestry work, but did not have enough expertise on mobilising and enabling women, SC/ST and landless people to participate. Social mobilisation skills need to be inducted in the MDT as an additional help.

The Government PIA could be divided in two categories. Some of them were staffed by “full timers” while others by “part timers”. In the latter category, staff from technical departments such as animal husbandry or agriculture was persuaded by the PD to take up a second, part time role as a member of the PIA. This created much tension and

conflict of priorities for the concerned individuals. Work on watershed development tended to suffer in such instances.

- There was a tendency to create harvesting structures in the valley part of the watersheds. While technically this often might make sense, the access to the benefits there-from was inevitably limited to the better off farmers who possessed lands in the vicinity.
- Quite often, fuel-wood fodder and drinking water issues, so close to women, tended to assume low priority. This clearly indicated relatively weak role-played by women in the communities in decision making at the grass roots level.
- There appeared to be scope for improving targeted efforts to regenerate the common pool resources, to focus on gender issues and to strive to make the watershed development programmes more equitable, particularly in terms of including SC/ST, landless and other marginalised groups.

3.2 The changes and improvements needed

It was clear to the team that the most important thing was to carry out a detailed assessment of the organisations carrying out the tasks of watershed development and identify existing lacunae in each district. The action needed would vary by the district. For instance, in one district one might find a “part timer” who is both keen and attitudinally interested and appropriate for the programme, but is constrained by demands of his parent department. What needs to be done in this case would differ in another case where the basic competence and ability for social mobilisation was weak. This task of identifying organisational development needs was a crucial task. It was also clear that the technical criteria for choosing watersheds needed to be supplemented with social criteria so that the investment under APRLP would obtain greater returns in terms of reaching out to the more needy.

Box 4: Challenges ahead

- Changes in Macro Policy: Supply driven to need specific watersheds where Watershed plus approach is emphasised.
- Working with ongoing and future watersheds to improve livelihood opportunities by positioning livelihood concerns strategically in watersheds
- Institutional/Policy Strengthening: Develop suitable institutional framework, decision support system and PPME.
- Building community cantered processes.
- Poverty reduction and improved quality of life through productive use of skills, resources and opportunities; and improving opportunities in farm/off-farm/non-farm activities.
- Better water Management leading to optimum per capita availability and utilization.

The typical approach in government machinery is to ensure timely and appropriately made expenditures so that financial and physical targets are achieved. This approach had to be fine tuned to include greater concern about the outputs and the social impacts in thinking of the officers and the staff.

It is known that however necessary though these may be, meaningful inclusion of the marginalised groups in the programme (and not merely as “beneficiaries of wage earnings”) and action for enriching the common pool resources were not easy tasks. It is not just a question of attitudes, but of rethinking technically, recasting the watershed development plans, learning methodology of participatory planning, of learning to understand and appreciate the stakes of poor rural women and to respond to them etc. These skills are not easy to spot or foster in the “target oriented” approach of the government systems. Yet, APRLP had decided to operate through existing systems by strengthening them. Hence these skills need to be cultivated in the staff.

4. JOINT EXPLORATIONS OF PROBLEMS AND SOLUTIONS: THE WORK DONE TILL DATE

Overall governance and financing of APRLP: The programme is overseen by the Steering Committee. Principal Secretary, Rural Development of AP Chairs the Committee. Commissioner, Rural Development, Commissioner, APARD, Chairperson of SRT Rural Institute and Coordinator PSU are the other members of this Committee. The organisational arrangements for APRLP may be summed up as below.

The programme will be implemented using the Financial Contribution component through the machinery of Project Directors of DPAP in Kurnool, Ananthpur, Mehboobnagar, Nalgonda and Prakasam working under the control of Commissioner, RD.

All capacity building activities will be at the first instance the responsibility of APARD, while PSU coordinates in facilitating professional approach and systems (Box 4) to develop a suitable model for meeting specific needs of watershed in general, APRLP in particular.

Box 5: Institutional Processes

- Functional support to Principal Secretary by coordinating CRD, APARD and SRTRI.
- Establishing committees at State and district levels towards decision support systems.
- Well-designed institutional mechanism and delineated roles for PDs/ MDTs/ PIAs/ WDTs/WDCs/ WSAs.
- Role clarity between District Capacity Building Center and Watershed management (state and non-state) structures.

SRT Rural Institute will be involved mainly in livelihood promotion through micro-enterprises and marketing. Again their efforts will be supplemented by hiring outside help where felt necessary.

4.1 Identifying PSU members

Selection of the 5 staff members PSU was done in a transparent and commonly agreed manner. The selection Committee included Commissioner and Additional commissioner of APARD, Coordinator of the PSU, representatives of DFID and representatives of WASSAN and under the Chairmanship of the Principal Secretary. All the core staff members have been selected, keeping in view the requirement of professional-mix, for PSU from open market and government departments; out of which two persons has joined till date and others are yet to be released from their parent departments. This inevitably slows down the implementation process, but since PSU would be manned by PDs or professionals of high calibre, it ensures much greater possibility of the programme ideas becoming institutionalised within the development administration of the staff. That is the cherished goal and some delay is worth the trouble.

4.2 Staffing of DCBC and MDT

Staffing of District Capacity Building Centres was done again through a transparent process and candidates were hired from the open market. These staff members were hired through the agency of Centre for Development Studies. Fifteen candidates out of over 500 applicants were selected for the DCBC positions in the five districts. Five persons were hired for social mobilisation tasks for the MDT. The staff were hired in January 2001. After an initial orientation in APARD/CDS, they were provided intensive exposure and training. They spent several weeks in villages, with NGO and with the watershed programmes completed or under different stages of completion. While the staff in DCBC were appointed by CDS, their Reporting authority is the PD DPAP in the concerned district and their performance is to be evaluated by the District Collector/Chairman DPAP along with the PD. Thus it is made structurally imperative for them to work cohesively with the team of staff members of the PD DPAP. The following Table shows the DCBC as grounded now.

Table1

Status of DCBC

District	Members in place		Begun operating on
	DCBC	MDT	
Mahboobnagar	4	6	April 2001
Kurnool	4	5	May 2001
Nalgonda	3	2	June 2001
Prakasam	2	3	June 2001
Anantapur	3	-	June 2001

4.3 Giving exposure to DCBC and integrating the sub-tasks

While they are sound professionals hired on the basis of merit from the open market, the DCBC staff need to be given orientation to working through the government, to the specific grass roots level circumstances, to the best practices and technical innovations in watershed development observed in the country and to methods of capacity building adopted by others. Hence the DCBC staff were put on an intensive training cum exposure programme. This was done in such a manner that they contributed even as they learnt and acquired skills and exposure. Dr. Janet Seeley noted in her observations at the end of her consulting assignment during which she toured around the project areas and interacted with the new DCBC staff that “DCBC are a well motivated, diverse group of people. An excellent team is being built!” She further noted that the intensive process of training and exposure would pay rich dividends in ensuring that the teams have a shared understanding of their future roles and of “livelihoods”. Among other things, the DCBC members are conducting participatory situation analysis for gathering data at village level and its graphic presentation so as to prepare a strategic plan for livelihood enhancement in the village. **See Annexure-1 for a sample of the results.** The formats for these presentations have been well developed and will be powerful tools for future micro plans. As an indirect consequence, some PDs have expressed a need for “revisiting” the micro plans already under implementation in existing watersheds. Clearly the capacities of DCBC staff are enhancing and the exercise is having a desirable result.

Box 6: Learning about situation analysis

Narendra joined the DCBC in March. He worked earlier with AFPRO, an NGO. He described the exercise of situation analysis thus. “This technique evolved through joint discussions among all the DCBC members and the PSU. We wanted to learn about what was the ground reality at villages. We decided to adopt an intensive, multi-disciplinary approach. Diverse backgrounds of the DCBC staff helped in this. We evolved and continue to evolve formats for data at village level. Some of the bits of data come from secondary sources and some come from primary sources. We involved the MDT and WDT members. Further, we trained fifty volunteers. These were taken from water user associations, NGOs and other places. The local NGOs also pitched in. We collected data from two hundred villages. Focus was on issues concerning women and the poor: drinking water, fuel-wood, state of the natural resources around the villages, health problems and facilities etc.. We used computers for presentation with access at the backend and Visual Basics for generation of reports. Data can be presented so beautifully with that. The PD was very happy with the output and wanted to look at the micro-plans again.”

4.4 The working groups set up and a summary of their work

4.4.1 Why working groups?

As stated earlier, APRLP aims to involve expertise outside the government in such a manner that the machinery of the government itself develops its capacity to implement the programmes better. Unless the capacity of state institutions develops, scaling up of the programmes in future would be difficult. Thus participation of the implementers in evolving various parameters is as much necessary as the expertise of those who know. This also ensures that the innovations and the ideas are owned within the government. With these objectives in mind and the fact that APRLP will work through a network of existing institutions, a mechanism of working groups was evolved.

As noted earlier, the Steering Committee headed by the Principal Secretary is the final authority for APRLP. An informally constituted “Core Group” of individuals representing some select state agencies, NGO and resource organisations assists the Steering Committee in its functions. A side from the PSU, MANAGE, SRTRI and WASSAN, APARD are members of the Core Group. Mr. Uday Bhaskar Spl. Commissioner, RD is also a member. This Core group acts as a think tank for the APRLP. It meets as and when needed. For detailed understanding and analysis of specific issues on a particular theme, the Core Group devised a mechanism of “Working Groups” of individuals and agencies from AP as well as from neighbouring states. The Commissioner Rural Development and Commissioner APARD have also participated in the meetings whenever required.

4.4.2 The themes:

During the last six months, group work on six thematic areas has been in progress. These are

- Macro-policy
- Livelihoods, equity and gender (LEG)
- Decision support system
- Participatory process monitoring and information system
- Micro-enterprise, technology and Marketing
- Communication and information

Working groups on four broad themes were decided. These are about macro-policy, livelihoods strategy, human and institution development and information and communication. Each group defines its scope and perhaps may make further sub-groups to focus on an issue if warranted (Box 7). It may be noted that APRLP places greater emphasis on effectiveness and consensus based working rather than rigid and formal structure and hence if necessary and found convenient, more sub-groups within these working groups could be formed in future.

Box 7: Present focus of Working Groups and sub-groups

- Macro policies: Revisit Macro policies based on learning and current experience.
- Strategy on convergence across production systems, livestock, water, health and social sectors
- Project management tools: Participatory project monitoring and MIS systems (which includes in GIS Centre)
- Capacity Building: Assess, plan and implement training needs with appropriate feedback and follow-up strategies.
- Networking of CBOs, SHGs, UGs, NGOs, PIAs, etc.
- Production linked technologies on farm, off farm and non-farm sectors

4.4.3 Administrative arrangements:

Current thinking is to combine accountability for results and progress along with flexibility in the functioning of these working groups. Administratively, the groups are anchored by a member of the PSU. The relevant line department of the government would be actively involved in it and is represented by an appropriate officer designated for the purpose. The relevant line department will eventually incorporate the functioning of the group within itself. Each group is supported by one or more of the state agencies or institutions, which has the maximum relevant resident expertise. Support is also sought from non-government organisations and networks such as WASSAN. This ensures involvement of expert agencies and institutionalisation within the government while the PSU member simultaneously ensures that the groups keep progressing. The following Table sums up the groups and their scope. The process of composition of groups, the themes they have taken up, division of work among them and their external linkages etc. is evolving. A process of evolving Terms of Reference for the Working Groups and their roles and responsibilities, etc. is under way. Draft TOR for the working groups would be ready by end July 2001.

TABLE 2**WORKING GROUPS**

Working Group	Themes Covered	PSU Member	Department	Support Organisation
Macro-policy	Organisation development Decision support system Participatory processes Convergence	Ms. Sridevi TK	CRD Sarvashri Uday Bhaskar and Mash-Hady	WASSAN MANAGE

Livelihoods strategy	Improved delivery systems Strategy Natural resource based livelihoods Non-NR based livelihoods	Mr. Janardan Reddy Ms. Sudha	as above	SRTRI WASSAN MANAGE
Human and Institutional Development	Team Building Institutional Strengthening Capacity Building Lateral Learning Networking Breakthroughs	Ms. Sudha Mr. Thirupathiah of CDS	APARD Mr. Krishnand	APARD
Information and Communication	Communication Strategy Documentation	Mr. Hari Krishna De. Thirupathiah	Mr. Krishnand	APARD

4.4.4 Sub-group on Livelihoods

An informal meeting among PSU and DFID along with some support organisations discussed the centrality of the livelihoods issues in December-January 2000. The meeting discussed how the issues of livelihoods, equity and gender are intertwined. Several small informal meetings refined this understandings. This process culminated with the formation of a working group on the LEG (livelihood, equity and gender) issues. WASSAN agreed to anchor the group. The meeting on February 6 and 7 was attended by NGO, practitioners, WASSAN representatives as well as by few other Government Departments. The participants felt that the programme ought to recognise that livelihoods of people are based on use as Natural Resources as well as on catering to needs of local or urban markets, that there are caste or kinship based livelihoods, that there are livelihoods generated in individual or group activities etc. and that the programme must have an articulate strategy to effectively enhance them.

Following this, an internal group took the matter further for evolving methods of addressing these issues, and strategies for ensuring that these are adequately addressed in watershed development programmes. The group therefore decided to start with a thorough livelihood analysis and conducted a detailed study in Nalgonda districts. The study used participatory methods. The study profiled disadvantaged groups and their livelihoods in relation to the local resource base and markets and by

implication underscored the vulnerability of these groups. This study was shared with DCBC and PSU members. A three stage process was decided wherein *tools* for livelihood analysis were to be sharpened with involvement of DCBC members, *DCBC members were to be trained* in them and a *training manual* for capacity building of the WDT. It is expected that when sensitised and enabled to undertake systematic livelihood analysis, WDT would re-visit their micro-plans and incorporate strategies for addressing the livelihood needs of the poor in their micro-plans. This fits well with and supplements the task of situation analysis and together enables preparation of sound strategic watershed plans, the work on which is being done by a group headed by MANAGE.

4.4.5 Sub-group on Process Monitoring and Impact Assessment Systems (PMIAS).

MANAGE has taken up the responsibility for evolving the appropriate methods for carrying out PMIAS. This theme involves decision support systems, GIS, process monitoring and strategic planning at watershed level. MANAGE is involved in two sub-themes: strategic planning at watershed level using participatory processes and in process monitoring. The work on the theme of process monitoring started with induction of Ms. Newale as a consultant to work on this theme. Her work was further supported by a ex-patriot consultant Mr. Mike Felton.

The first phase of the work was to understand the current processes that are under way in existing watershed. for this purpose, a group comprised of Ms. Newale, Dr. Sanghi. Prof. Kochar, Mr. Krishna Reddy (Outreach) and members of MDT/WDT undertook a detailed field visit in Mahabubnagar. They tried to understand what and how people understand by a good watershed. They discovered that the people placed much premium on group level cohesiveness transparency, accountability. Some process monitoring indicators were evolved out of this visit. Thus developed preliminary tool was further tested in Bhadrachalam by Outreach. Feedback from this was used for further sharpening the tool and it was presented at the time of a workshop on March 30 and 31 for consolidation of learning.

Mike Felton and this group jointly evolved a framework covering self-monitoring at the community level with internal process monitoring, outcome and process monitoring and other ongoing monitoring exercises. This framework is summarised in the Table 3 below. The group exercise with Mike Felton tried to evolve the monitoring process keeping in view the logical framework for APRLP as jointly decided by DFID and GoAP.

The work of the subgroup has thus been focused on identifying parameters that are important to monitor the community processes, evolving a method for monitoring them,

ensuring that the mainstream system agrees with this method and building capacity in the DCBC members for using these methods. In a meeting organised by MANAGE on June 27-28 and attended by DCBC members the framework was presented and discussed threadbare. The procedures and kits designed are proposed to be tested by DCBC members in their respective districts. Inputs from organisations having experience in process monitoring will be sought about the kits and methods before their wide adoption. The group aims to complete its tasks by September 2001. APRLP intended to prepare baseline data, strategic livelihood plans and action plans following the above for all the watersheds.

Table 3
Framework of PME for APRLP

Type of monitoring	Periodicity	Methodology	Who will do it	Coverage
Self-monitoring by CBO	monthly	Using visuals	CBO initially, facilitator by WDT	100% of watersheds and CBO
Internal process monitoring	quarterly	WDT to collect process information through a topic guide (to be developed) analysis of MIS data	subsequently by para-professional PIA	100%
	quarterly	PIA Extension network review meeting for analysis and experience sharing	MDT/PD	100%
Outcome and process monitoring	annually	household survey, PRA exercises, focus groups etc. to understand impact of initiatives on livelihoods	jointly with outside experts	sample basis 50 watersheds or 1 per PIA maximum 200
External ongoing evaluation	annually	traditional and participatory methods	external agency to be identified	statistically significant sample size
Issue/theme based studies	occasional (2 themes per year)	qualitative, quantitative methods	jointly with outside experts	sample basis

Longitudinal study	half-yearly	in-depth qualitative and quantitative data	M&E specialists at district level	small sample
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A Workshop was conducted on June 27-29 in MANAGE. DCBC members participated. Led by Dr. Sanghi, the workshop focused on evolution of a methodology for participatory process management and strategic analysis at watershed level. This built on the skills of situation analysis of the DCBC members. The Workshop has finalised a format with active participation of DCBC members for collating and recording data at watershed level. This format covers the following issues about the watershed:

- Sustainable institutions
- Capacity for watershed management,
- Natural resource capital
- Human resource capital,
- Type of families,
- Community preparedness

Parameters for assessing the ground situation at the watershed level were jointly evolved by the participants of the workshops. This methodology is proposed to be applied for testing in Nalgonda district and will be finalised after assessing the results.

4.4.6 Decision Support System (DSS)

WOTR in Maharashtra has been advising the NABARD in implementing the KFW supported Indo-German watershed development programme in Maharashtra. From their experience in Maharashtra, they have evolved a system of assisting decision making in relation to watershed. Under this system, pre-requisites and conditions as they prevail on the ground in a watershed are identified and detailed out and simultaneously, a sequence of activities worked out. For each activity, the necessary conditions are thus known. A management information system that throws up actual conditions, matches it with the expected conditions for an activity and therefore assists in flagging it on or halting it while ensuring that the favourable conditions are first created is called the decision support system for watershed plus programmes. WOTR has been commissioned the task of evolving such a system for APRLP. Once the system has been evolved, it will be presented and after due feedback, implemented. PD, MDT and DCBC would then have to be trained in using the system. Most importantly, the PMIAS as well as the routine financial and physical monitoring systems would have to be modified to become compatible with the DSS. The decision support system will be evolved and decentralised in the context of specific roles and tasks assigned to different stakeholders. Therefore, decision support system is an important part of DPAP organisational development initiatives (Box 8).

Box 8: Decision Support Systems

- Constant feeding of learning through documentation of best practices, failures, networking, breakthrough projects, etc.
- Establishing Community based management and Decision Support Systems
- Establishing transparent financial systems, participatory monitoring system and strategic livelihoods planning.
- Providing feedback on policy (informal and formal) decisions *vis-à-vis* concepts, methods, strategies and approaches related to Livelihoods; and strategies and approaches to build the stakes for the poor, women and small and marginal farmers.

4.4.7 GIS Centre:

The Geographical Information System using satellite imagery has become now possible using 10 meter square resolution. APRLP has taken steps to acquire the necessary equipment and staff and install the GIS centre in APARD. The GIS will be combined with management parameters necessary to evolve a unique Geographic Management Information System (GMIS). This will be used for identifying and selecting new watersheds as well as for optimal choice of locations for some of the structures to be created combining technical as well as social parameters. GIS will be housed at APARD and coordinate the outputs of M&E strategy and decision support system. This will be fed to a district level centre to be developed at DPAP/DCBC.

4.4.8 Working Group on Macro-Policy

WASSAN was to coordinate two sub-groups. A working group was formed by WASSAN for work on macro-policy. The group comprised of Sarvashri PAV Uday Bhaskar (CRD), K Tirupataiah (APARD,) Dr.N.K Sanghi (MANAGE), Malla Reddy (RDT), Sanjay Srivastava (GoI), G.Chandrasekhara Reddy (PD, DPAP, Mahaboobnagar), Rajendra Singh (Tarun Bharat Sangh) and representatives of DFID, PSU, and NIRD. This group is to work for supporting APRLP in creating a favourable macro policy environment that promotes watershed based NRM as well as rural development. The Working Group prepared an Action Plan following a workshop held by them in February 2001 at MANAGE. The workshop identified a list of issues for consideration while formulating policy on watershed development as well as came up with supplementary guidelines for Watershed Plus Programmes under APRLP.

The issues identified for policy consideration include:

- A change in pattern of allocation of funds for watershed projects in which the component for Administration was sought to be increased.
- Selection and de-selection of PIA
- Democratisation in decision making process at District and Watershed level,
- Improving the strategy for capacity building (please see details below)
- Flexibility in watershed planning including scope for demand driven approach etc.

The Supplementary Guidelines focus on how to make watershed projects more sensitive to women, landless people and the poor in general who depend on common pool resources. Macro-policy working group also suggested new selection criteria for watersheds, adding social parameters of inclusion of disadvantaged groups, proportion of common lands to private lands, proportion of small and marginal farmers in the total, to the earlier criteria that looked at wastelands, extent of resource degradation etc. as given by remote sensing imagery. These new criteria are being tested in Mahboobnagar, Nalgonda and Prakasam through the work of the DCBC.

4.4.9 Working Group on Micro-enterprises and Marketing

SRTRI anchors the Working Group on micro-enterprises and marketing. Shri Pradeep Kahyap, a noted consultant on rural Marketing is a member of the Working Group. The group met on February 8 and regularly thereafter. It had the benefit of the inputs given by Shri Sukhwinder Arora of DFID. He suggested that the group should start with the methodology of MART to identify local skills, resources and market opportunities, identify a few key resource persons or institutions on each of the promising product group on which enterprise promotion was to be done, etc. This meeting on 16th discussed these inputs and also assessed various models as known to them. An Action Plan was prepared wherein a plan of action was proposed. This covers Techno-Economic Market study and subsequent to it the training of potential rural entrepreneurs in technical, managerial and behavioural issues for running their enterprises. Producers of various categories met with in early May by SRTRI for assessing the volume and scope of micro-enterprises and marketing efforts. A follow up meeting took place on May 28 at Kamala Nehru Polytechnic. Groups coordinated by Mrs. Sajeda Badri (producer), Ms. Sujatha, Mrs. Vijayalakshi and Mr. Varaprasad Rao made their presentations. Three product groups, namely handicrafts, clothing and textiles and food products were identified for intensive production and marketing. Twenty nine handicrafts items, ten cloth items and eleven food products were specifically identified. Concerned Group coordinators identified the problems in finance, marketing and training for skill up-gradation. Specific action points were identified and assigned to various individuals in the meeting.

The working group aims to facilitate a process of linking the producers with

- Services of professionals in product design and technology
- Suppliers of key materials where necessary and
- Market agencies, including export agencies.

Non-formal technical colleges for promoting practical training in appropriate technology were proposed. As a specific instance and a district technology PSU and the PD are supporting a Centre in Mahabubnagar. Adarsha Welfare Society runs it.

The micro-enterprise activity is in the main coordinated by SRTRI. Simultaneously, PSU has recognised that farm and allied micro-enterprises are best developed through convergence programmes and hence has initiated consultation process for Agriculture and Animal Husbandry departments towards this end.

4.4.10 Working Group on Communication

APARD anchors the Working Group on communications. APARD has three roles in the APRLP. It acts as a logistic hub for APRLP, and has been the agency that has worked for hiring DCBC staff members as well as PSU staff etc.. Within APARD the society CDS has been formed to route resources for technical collaboration purpose and Dr. Tirupatiah, Additional Commissioner APARD is its Ex-Officio Secretary. Thirdly APARD anchors the work both on communications and convergence. In the sphere of communications, APARD has formulated a strategy for deploying the electronic media, print media and the media of folk art etc. for communicating messages about watershed and SRL agenda to the potential target populations as well as the whole universe of stake holders. In a training programme that was in progress on June 29 at APARD nearly 30 participants from the five districts of APRLP were present. These participants came from DCBC, implementing groups as well as the Government Publicity and Information wing at district level. Participants were encouraged to identify success stories and were being groomed into presenting them in the most effective manner using visuals. Audio visual media as well as folk art media such as the Bharatiya Jan Vigyan Vedika were being tapped for the purpose. APARD deals with over 100 training programmes for PRI and other functionaries from all over the state and while participating in helping APRLP in its communications functions, APARD will be in a position to transfer the same messages through its programmes to non-APRLP districts as well. Thus the institution is really being strengthened.

Convergence: Another area on which APARD is beginning to work is that of convergence. There is a need for inputs from several departments such as agriculture, animal husbandry, forestry etc. to be given in time to make the watershed plus approach successful and for it to yield optimal results in terms of impacts on livelihoods. The convergence model works through three ingredients: an active community that seeks to improve its situation by using the inputs potentially available from state resources, an Inter-Sectoral Facilitation Team that can think across departmental boundaries and provide departmental inputs where needed and a CBO that provides sustained and continuous community contact. This model has been tried out in Adilabad in case of different thematic programmes but the Dr. Tirupatiah has hands on experience on the effort and the model is proposed to be attempted on a pilot basis in a selected group of watersheds. The learning from the pilot are proposed to be consolidated and converted into a full fledged departmental convergence programme for making watershed plus an

effective programme. Simultaneously, PSU is encouraging facilitative meetings between department heads at State and district levels to make the above happen. APRLP is intending to draw experiences of UNICEF in convergence, which has developed this approach all over the country.

Efforts in this direction would be greatly supported by the assistance proposed to be provided by Dr. John Young, an expert in Improved Delivery Management in livestock sector based on his rich experience in Indonesia and Kenya.

4.11 Water Resources Audit

Water Resource Audit refers to study of the extant ground and surface water resources in a region to understand the pressure on the resource and the progression of changes that occur in it over time. A proposal to undertake Water Resource audit in two *mandals* (Dhone in Kurnool and Kalyandurg in Ananthpur) has been incorporated as an activity supported by APRLP. The first

The objectives of the Water Resource Audit include:

- Building capacity of NGO and DPAP staff in APRLP districts to undertake and update resource audits,
- Assessing the status of water and other natural resources at scales ranging from a micro-watershed to macro-watershed to inform policy making in APRLP and watershed development programmes in AP
- Assessing pressures on ground water and surface water resources and current trends in use and demand,
- Identifying resource management practices and policies that are viable, sustainable and equitable.

For the purpose of supporting the Water Resource Audit, a full time research person is recruited and some equipment and support is to be given through respective PD offices. The Water Resource Audit work will involve use of GIS and ground-truthing for corroboration of the satellite imagery data. The process is expected to lead to preparation of action plans for the implementation thereafter. This process will be further strengthened with proposed collaboration with South Africa based programme and Bayesian belief network through Dr. Johan Butterwoth (NRI) and Dr. Jeremy Cains.

4.5 Strategy for Capacity Building

Given the geographic sweep of the state and the importance of the capacity building of those who implement the programme, the task of capacity building is mammoth and critical (Box 9). One single agency cannot undertake entire task. Capacity building programmes are deemed important as they expand the information and knowledge base of the implementers and trainers on situations, concepts, processes and practices pertaining to watershed development and SRL.

Box 9: Capacity Building - Framework	
Aimed at	
<ul style="list-style-type: none"> ➤ Building perspectives and management skills. ➤ Expanding information and knowledge base on situations, concepts, processes and practices. ➤ Capacitating institutions and human resources at different levels 	
Intended processes	
<ul style="list-style-type: none"> ➤ Facilitating effective communication: Downward, upward and lateral ➤ Learning and sharing: cross learning and experience sharing through Participating and organizing. ➤ Information dissemination based on the evolution of programme needs. ➤ Training on specific needs such as information, management skill and experience ➤ Identifying resourcefulness from among institutions/communities to feed into APRLP 	

Among its various and valuable contributions, MANAGE organised a workshop of all the potential resource agencies that could be relied upon for the purpose of capacity building. This was held in April 5 and 7 2001. A meeting of the network of NGO at district level was also organised. This network would be of much help in the current ongoing process of enlisting resource agencies that could be used for building capacity at various level of implementers. Currently, the three key resource agencies, namely MANAGE, APARD and WASSAN have evolved a division of responsibility for capacity building programmes as given in the following Table.

Table 4: Types of Courses and Resource Organisations for conducting them (proposed)

SN	Type of Course	NRM Related			Livelihood Related		
		Management	Social	Technical	Management	Social	Technical
A	Orientation Managers & Others	APARD	APARD	to be identified	WASSAN	WASSAN	to be identified
B	Skill building Implementers & trainers	MANAGE	MANAGE	to be identified	WASSAN	WASSAN	to be identified

The resource organisations for technical issues are not yet identified. A discussion is under way with CRIDA, ICRISAT and other technical institutions to explore the possibility of their involvement in capacity building programmes.

4.6 Mobilising the NGO world through Networking.

When NGOs working in the field of watershed development in a district come together by forming networks, they gain strength and become collectively more effective as they share experience and learn from each other. This advantage of networking has been recognised by APRLP and formation of networks encouraged. In Nalgonda, a network named Deccan Natural Resource Network had earlier been formed by the NGO there and has associated with APRLP now. Similar association has been achieved with Anantpur Paryavaran Samrakshana Samithi, VANA (from Ananthpur), Prakasam NGO Net (Prakasam), Lepakshi and other forums. Meetings with these forums have been held in December 2000 and January 2001. The NGO Network in Mehboobnagar has been provided with training inputs by MART during February 2001. Some of the network meetings have also been attended by the district PD such as the one on Feb. 13 in Bhongir (Nalgonda District). APRLP has proposed to attempt both support and monitoring of watershed development programme through these networks. Thus these become in some sense "extended MDT" for a district. The representatives of all the NGO networks in five districts attended a meeting with APRLP and addressed issues of strengthening networks on May 29 2001. DCBC members attended this meeting. The possible role of the network to better implement APRLP and the ways of strengthening the networks were the major issues addressed during this meeting. Documentation of Anantapur networks for better appreciating the networking process, cross-district exposure visits and district level consultations among NGOs were some of the follow up actions decided. DCBC members were assigned the responsibility of following up the district level consultations.

Similarly DCBC members are involved in networking CBO in completed watersheds. To this end DCBC in Mahaboobnagar has brought together 150 CBOs and organised a one-day meeting, while in Kurnool 6 CBOs were brought together for initiating a livelihoods based strategy in the watersheds.

4.7 Breakthrough Projects

Innovative ideas and creative attempts to implement the watershed programmes in a manner that particularly furthers the SRL agenda are sought to be captured, nurtured and propagated on a wider scale through this unique component. Ideas and experiences that have breakthrough potential are proactively sought by the APRLP in the form of proposals. Districts have been encouraged to invite proposals under this scheme. Districts may shortlist these schemes and with the approval of the Steering Committee support the proposals. At the state level, PSU invites proposals and examines the possibility of taking these ideas further. Twenty-eight different themes were proposed for consideration under this provision. A meeting of all organisations suggesting and making proposals was held on May 31 for a consultation about the way to proceed further.

Some ideas supported:

- CESS-LEEDS project supported by DFID (and through APRLP in its second phase) is working towards an action research project watershed based

livelihood approach in Ananthpur district. The researchers will collaborate with Rayalseema Development Trust (RDT) in Ananthpur and will also link with water audit as well as other initiatives in the district. Phase 1 of the project that has already been completed has looked at two good watershed projects and has derived a range of insights and learnt lessons that are sought to be taken elsewhere. The research will take four villages with four differing scenarios: one with an established watershed project, another as a model for comprehensive poverty eradication programme, the third to serve as a place where new procedures for evolving watershed planning based on livelihoods agenda etc.

- Adarsha Welfare Society's District Technology Centre referred on the para 4.4.9 above is another break through project being supported in the scheme. The Centre will provide training inputs to further a range of enterprise ideas.
- Dr. Shymala Abheyyarathne (Winrock Foundation) has taken up a project for Non-conventional Energy and Energy Management Project with APRLP support. There will be one sub-project in each project district. APRLP will provide local support.
- ODI and Dr. John Young have agreed to collaborate with APRLP on improved delivery systems, convergence and livelihoods.

5. LOOKING AHEAD

5.1 Plan for the next six months

Progress in APRLP will continue keeping in view the main guiding principle, namely, building a mutually supportive and collectively strengthened and high performing network of institutions within the mainstream of government. To give a firm shape to the activities planned for the next six months, Mr. Roger Fernando, a consultant of DFID, has facilitated a two-day consultation in Hyderabad on June 22 and 23. This was attended among others by CRD, PSU Coordinator, Commissioner and Additional Commissioner of APARD, PDs (DPAP), DCBC members. The consultation meeting addressed issues of concern raised by participants and also decided on the course of future action. Course of action in regard to DCBC Capacitating, Team building, role clarification, networking, management systems, breakthroughs, convergence centres, planning, SHG, micro-planning using situation analysis and livelihood analysis, participatory monitoring etc. etc. Specific responsibilities were assigned and dates of review for achievements were also decided. Some of the highlights of the proposed action plan (**see Annexure 2 for details**) and budget details (table 5) are:

- Development of communication and facilitation skills in DCBC members
- Conduct of two PRA and two modernization events in each district,

- Establishing effective linkages with RO at district level Evolving clear cut strategy for convergence,
- Evolving strategy for integrating women SHG with watersheds,

Table 5

BUDGET FOR 2001 – 2002 (Rs in Lakhs) (Details are given in Annexure-3)

Technical Cooperation Funds Rs. 195.85	Financial Aid Funds Rs. 2933.89
PSU Cost Rs. 70.35	State/district fund & APARD Cost Rs. 928.81
CDS Management Rs. 25.50	IWDP Route Rs. 2005.08
Total Budget: Rs. 3129.74	
The Budget – Technical Consultancy (For the year 2001-2002)	
Participatory Technology Development	- -
Research Studies	- 56.00 TC
Training for DCBC Teams	- 11.50 TC
Exposure	- 28.00 TC
Monitoring and Evaluation	- 30.00 TC
P.S.U Costs	- 70.35 TC
GIS, MIS, hardware, networks etc.	- 107.00 FC
District Fund Component	- 2005.08 FC
State Fund Component	- 190.00 FC
APARD Cost	- 631.81 FC

- Consolidating consensus about supplementary Guidelines,
- Wide experimentation and training in use of situation analysis as well as livelihood analysis,
- Finalisation of the methodology of participatory planning process for watershed level strategic plans,
- Field-testing and finalisation of the participatory monitoring methodology.

5.2 Optimising Organisational and Administrative Arrangements for APRLP

Large-scale watershed programmes already in progress have so far nowhere been modified to include SRL criteria. To an extent, there is a paradigm shift involved in moving a purely resource conservation oriented programme to one that focuses on livelihoods of the marginalised and hitherto neglected communities. The process is by no means a simple one. Further, APRLP attempts several substantive and procedural innovations in management of this newly emerging watershed plus programme. Hence, it is but natural that attention will continue to have to be paid to fine tuning organisational and administrative arrangements for effective programme implementation. Roles need to be defined and redefined. This process will also cause a flux in matters regarding flow of resources, information and instructions. This process was kicked off in a

meeting of the PD on issues related to programme management in districts. Some important points discussed included:

- Organisational arrangements for the next six months, communications strategy and resource and fund flow mechanisms;
- Evolution of selection criteria combining resource related information with socio-economic information for choosing new watersheds;
- Evolving mechanisms to encourage and administratively facilitate experimentation by districts in an area and a manner they deem optimal so as to learn by innovating;
- Initiating processes to infuse functionally collaboration and team spirit between DCBC members and APD for better collective performance.

6. EXPERTS OPINION ON APRLP (SANJEEV J. PHANSALKAR)

6.1 Some Ideas About APRLP For Consideration

I write this note to offer an appraisal and give suggestions for implementation of APRLP. I do so but with a sense of humility. I have but read the documents produced on various aspects of the programme. I have met a few people associated with some Working Groups and have interacted with a few members of the DCBC teams. But I have had no field exposure to the APRLP districts nor had any discussions with implementers. Also I must state that I am not familiar with the administrative complexities and compulsions that make the development administration so obviously fragmented. Should a sense of finality mistakenly be created in my comments and suggestions, it may hence be attributed to writing style rather than to firmness of conclusion. My comments and suggestions are given below:

6.1.1 The action in APRLP I have seen so far is far more of “three or four-off” type than direct

This needs explanation. In a factory, the worker who works on an assembly line, is engaged in direct action. The engineer who supervises him is doing a “one-off “ activity. The manager who manages a platoon of engineers is engaged in twice-off activity. The HR man who does team building in his training sessions is engaged in a three-off activity. The external consultant who advises the HR man on better Team building approaches is engaged in an four-off activity and so on. Stating that some thing is four-off does not imply it is superfluous or wasteful, but that it is just several stages away form direct action. The impact on direct action of a four –off activity is through fairly indirect and through a course of logical chains that can be questioned and also involve several assumptions the validity of can not be guaranteed.

To take a concrete example, say we identify weakness in social mobilisation in the MDT/PAI as an area that needs to be corrected for superior SRL impacts. We devise a mechanism of DCBC, then engage in training and capacitating the DCBC. We need to figure out whether

- we have controlled for the processes that will govern the influence of the DCBC on the MDT/PIA,
- whether we have controlled for the processes (political interference, historical expectations, social issues) that govern the interaction between people and the PIA
- whether we have taken any steps to change the fundamental orientation and motivation of the staff in PIA/MDT.

Else it may be that our action on DCBC front would be of exceptionally high quality but with little practical impact on the quality of the implementation. The same could perhaps hold good for many other things that are being done through Working Groups etc.

Some analysis as to causes of inadequate performance has been done but may be it needs elaboration. Relative contribution of the three factors:

- inappropriate social mobilisation,
- motivation and orientation of the PIA staff and
- collateral but influential processes of the type referred above

perhaps needs to be looked at and solutions offered to causes other than weak social mobilisation.

I wonder whether the solution offered is completely in line with the identified problems. DCBC can be effective only if PIA ask to have their capacities built. Who is to guarantee that unless complete concurrence and active participation of the CRD and all the staff under him becomes a reality. At the moment it appears to be “PSU”'s baby!

6.1.2 Does Broad basing of action result in dilution of personal involvement?

Problems associated with action in public system are common knowledge. These are:

- A debilitating degree of distrustful procedures caused by pressure of public accountability reducing initiative and proactive behaviour,
- Quite often compliance and procedural adherence is preferred to achievement of intended results since that is safer from the point of individual career.
- Frequent recourse to either escalating matters through political echelons or recourse to court to rectify alleged injustice reduces the motivation further in experimenting with methods of implementation.

It is widely believed that in several situations in India, there is the additional problem of deliberate misstatement of costs for private benefits to wrongdoers.

Implementation ethos is thus coloured by these unhappy facets of public systems. If programmes get implemented despite all these shackles, it happens because some one sticks his neck out and puts in a tremendous amount of individual energy perhaps because he sees in the success of the programme a sense of personal fulfilment.

When one deliberately attempts to involve a wide range of actors coming from different backgrounds: some from departments, some from para-statal agencies, others from NGO background etc., the question is who will put in such degree of energy in the programme for it to click? While broadbasing is sound in principle in that it makes for easier institutionalisation, it has a flip side in the personal identification with the programme becoming weaker for each one of the persons concerned.

Are there ways to enhancing level of personal involvement in the programme for as many implementers as possible? Can one create institutional mechanisms of healthy competition among say PIA if not PDs

6.1.3 Involving the SHG AP today boasts of a vibrant SHG movement all over the state. It is not clear to me how the presence of this movement in the project district has been used for furthering the APRLP. This very critical. Far too often, it is assumed that issues of women in watershed development are addressed merely by floating SHG. When appraisers visit watersheds, platoons of SHG members are paraded all pushing their pass books under his nose. Does existence of SHG necessarily lead to involvement of women? Normally it does not because the SHG follows rather than precedes community mobilisation in watersheds. In AP one has a presence of fairly strong SHG and hence their cohesiveness must be used as a source of strength in making WDA. Also, if micro-plans still don't seem to reflect concerns of women (at least drinking water, fuel wood and bathing/washing spaces), one can safely conclude both about faulty planning process and about the calibre of the SHG. APRLP needs to be proactive and use the SHG for three purposes:

- assisting in community mobilisation
- ensuring that micro-plans for the watersheds are women-friendly and
- initiating micro-enterprises for women from marginalized groups in particular.

6.1.4 Critical importance of convergence in plus approach

It appears to me that convergence, particularly as it pertains to use of land, water and tree resources, is of critical importance in a watershed plus approach. Departments of animal husbandry, forestry, agriculture, agricultural marketing have to come together for enabling the watershed plus approach work. The question is whether enough is happening on that front? Clearly not. The two arms of the CRD in districts, namely PD DPAP and PD DRDA have perhaps not yet converged and that has to be the beginning.

Some suggestions:

If one looks at the institutional arrangements for development administration pertaining to the four comments above, one notices how fragmented they are in most states, and for our relevance, in AP. AP has a new Commissionerate looking after Women and SHG movement, and at the district level there are two PD offices, one looking after

