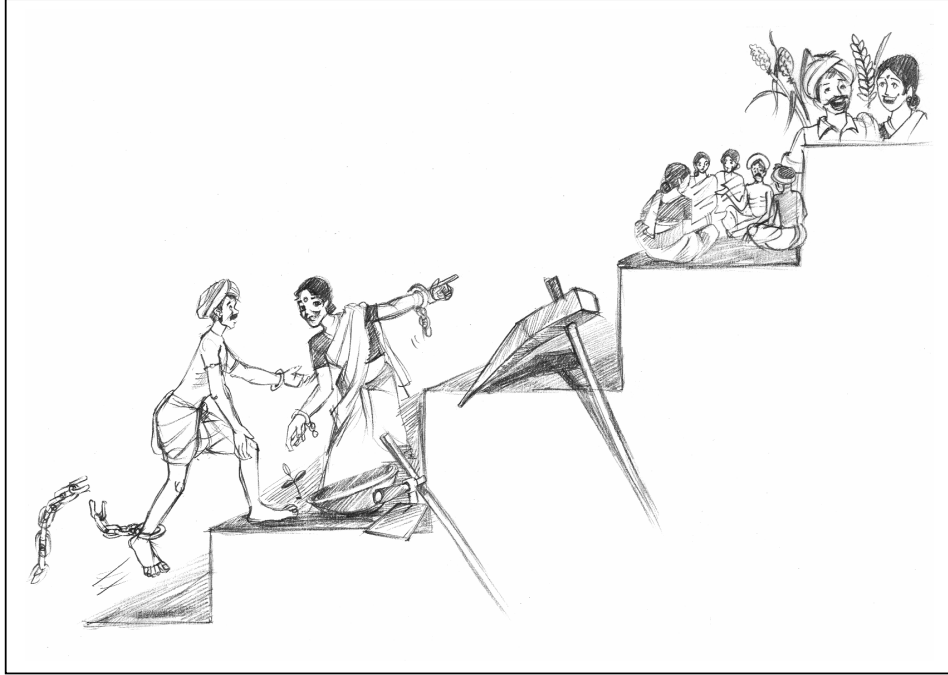


Comprehensive Land Development Project

Process Guidelines



October 2004



Commissionerate of Rural Development
Government of Andhra Pradesh

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**GOVERNMENT OF ANDHRA PRADESH
OFFICE OF THE COMMISSIONER, RURAL DEVELOPMENT,
5th FLOOR, INSURANCE BUILDING, TILAK ROAD, ABIDS, HYDERABAD.
Ph.No.040-24754666, 24760910, Fax.No.040-24754976**

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4. Circular No.CLDP 4 from CRD, dated 08-09-2004.
5. Circular No.CLDP 5 from CRD, dated 23-09-2004.

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In the references cited above, broad guidelines on Comprehensive Land Development Project have been issued. The objectives of the project can be realised only if proper processes are followed diligently by the Project Management Agencies.

This circular covers detailed process guidelines on CLDP. All the officers involved in the programme are requested to go through the guidelines (enclosed) carefully and follow them meticulously.

**Sd/- K. RAJU
Commissioner: R.D**

To
All the District Collectors.
All the Project Directors, D.W.M.A.,
All the Project Directors, VELUGU.
All the Project Officers, I.T.D.A.,
All the Executive Directors, SC Corporation.

K. Raju
Commissioner, Rural Development
Government of Andhra Pradesh

27.10.2004
Hyderabad

FOREWORD

Despite several decades of concerted efforts poverty still haunts our society. Experience has shown that land can be central to tackling the issue of rural poverty. To the poor land is not just a hope but also a yearning, which will give them the social respectability and deliver them out of the clutches of poverty.

The Government has announced 'Comprehensive Land Development Project' which will be launched shortly. It proposes to benefit 2 lakh families of the poor by developing 3.5 lakh acres of land that has been assigned to them. RIDF IX and X funds to the tune of Rs. 500 crores have been allocated for the purpose spread over three years.

Circulars regarding the guidelines of the Project, clarifications have already been issued from this Office. District level meetings for selection of assigned lands for development and for planning are already under progress. Few projects were also taken up on pilot basis in each district for planning exercises.

For a Project of this scale and lofty objectives the processes followed on the ground are critical elements for success. Hence the guidelines are elaborated into detailed Process Guidelines. WASSAN anchored the entire process and had consultative meetings with NGOs and other stakeholders in the field. A Working Group comprising Government Officials and NGO representatives has critically looked into the various issues and finalized the Process Guidelines.

These Process Guidelines are divided into 13 Chapters covering issues from Core Principles to Institutional Arrangements to Implementation and Monitoring. Particular issues such as Gender, Capacity Building, Role of Voluntary Organisations have been dealt with separately. I am sure that this would help not only the District level Administration but also the grassroots level Project Facilitation Teams in successful implementation of the Project.

Let us all contribute our might to develop the lands of the poor and help them in turn to contribute for the progress of the nation.

Yours faithfully,

(K. RAJU)

Chapter 1 INTRODUCTION AND OVERVIEW

INTRODUCTION

1. Land has always been a symbol of dignity and confidence. This is particularly true for poor farmers. To promote an equitable development process Government of Andhra Pradesh had assigned lands to large number of families belonging to weaker sections. The Government has prohibited alienation of the assigned land by enacting "Prohibition of Alienation of Assigned Lands Act, 1977". Unless these lands are developed and made productive they are not of much use for the livelihoods of the poor. Though several initiatives were taken up in this direction by the government over the years, the success seems to be limited. Some of the reasons for this are: sub critical investments on land development and agriculture and weak institutional arrangements.
2. Several experiences from Voluntary Organizations like Andhra Pradesh Mahila Samata Society, APWELL Project, Center for Environment Concerns, Center for World Solidarity & its partners, Deccan Development Society, MV Foundation, PEACE, Praja Abhyudaya Samstha, Rayalaseema Watershed Development Programme, Timbaktu Collective indicate that livelihoods of poor families could be strengthened significantly by developing assigned lands. Intensive field support, appropriate institutional arrangements, technology and comprehensive financial support are found to be the key elements of success. Experiences from large-scale government supported projects like VELUGU and Andhra Pradesh Rural Livelihoods Projects (APRLP) also indicate that it is important to target poor families and work with them to develop their asset base. Ensuring food security by adopting sustainable dry land agricultural practices is the central theme in many of the above experiences. With this background, Government of Andhra Pradesh has conceptualized the "Comprehensive Land Development Project" (CLDP) named as "**Indira Prabha**".

OVERVIEW

Objectives

3. The main objectives of Comprehensive Land Development Project are to:
 - a. Enhance and diversify livelihoods options of the poor centred on comprehensive development of compact blocks of assigned lands and the lands owned by the poor in tribal regions of the state
 - b. Enhance the food, fodder and fuel security of the poor families by improving the productivity of compact blocks of assigned lands and the lands owned by the poor in tribal regions of the state

Expected Results

4. The end results of the project shall be:
 - a. The lands covered under the project are completely treated with good vegetative cover and all measures to enhance productive capacity of the lands are undertaken.
 - b. The lands covered under the project are fully brought into a diversified farming system including livestock rearing – providing for subsistence part of the food, fodder, fuel needs of the households.

Time Frame

5. Each batch of projects would have a time period of maximum three years. The first batch under CLDP is starting from 19th Nov 2004. It is expected that several batches of projects would be implemented under CLDP.

Financial Aspects

6. The Comprehensive Land Development Project is funded by the Rural Infrastructure Development Fund (RIDF) scheme of NABARD. For the first batch of projects under CLDP, Rs.500 Crores of budget is allocated by pooling the funds available under RIDF IX (Rs. 200 crores and RIDF X (Rs. 300 crores).

Expected Coverage in First Batch

7. In the first batch of CLDP, the project would support comprehensive and integrated land development activities in 3.50 lakh acres of assigned lands covering 2.00 lakh poor families.

Selection of Sites and Target Groups

8. Comprehensive Land Development Project aims at developing the poor quality assigned lands. Identification of deserving sites and families is an important part of the project. Preference could be given to those sites and families, which fulfill the following criteria/ conditions.

Priority and Preferences -- Sites

- Blocks of assigned lands located in most backward areas, upland Mandals, agency areas, lanka lands, dry and degraded lands and those exclusively owned by SCs, STs, BCs etc would be given top priority.
 - Preference would be given to the assigned lands, which are either in completed or ongoing watershed projects.
 - Compact blocks of assigned lands proposed by NGO/ Voluntary Organizations could be given priority after ensuring that these NGO/ Voluntary Organizations are willing to provide long-term support to the Common Interest Groups.
 - Instead of selecting individual plots in a scattered manner, preference should be given to compact blocks of lands that belong to poor families.
 - It is suggested that 3 to 4 blocks of lands may be identified in each Mandal in the first batch.
 - The minimum size of such block could be 10 acres, which may extend to 100 acres and above.
 - Land falling within and adjacent to these blocks of assigned lands could also be included in the project, if these lands are of poor quality and they belong to poor families. But the share of such lands should be less than 5% of the total area of the block.
 - Along with the assigned and surplus lands, the government lands (such as tank foreshore areas, tank bunds and any such lands), which have potential to provide sustainable livelihood to the poor can also be taken up. In such instances, DWMA/ PMA has to ensure that the group of families, which could access this land, has a clear entitlement on the usufructs from the concerned government department/ agency/ PRI.
 - As a general principle, only those blocks should be selected where the assignees are residents of the village in consideration.
9. **Priority to lands that do not have any disputes:** Resolving conflicts and legal disputes associated with assigned lands take long time. Given the limited time for the project, it is prudent to focus on the "development" agenda related to assigned lands rather than "access" related issues. Four situations may arise in the field viz.,

lands with clear title and occupation, lands with occupation but no title, lands with clear title but no occupation and lands under litigation/ conflicts. The first types of lands are obvious choice while in the other three cases the titles, occupation or conflicts need to be cleared before taking up those lands under the project. Assigned lands which are sold away to non-poor or under occupation of non-poor should not be taken up under the project.

Priority and Preferences -- Target Group

10. The project is expected to cover the lands belonging to the poor particularly the poorest belonging to SC, ST and BC families. For ensuring this, a set of clear criteria for prioritization of families is necessary.
11. A minimum of 50% of physical and financial allocations should go to SCs, 10% of physical and financial allocations should go to STs in each Mandal. Wherever ST population is more, the physical and financial allocations can be increased in their favor. In mandals where the percentage of backward classes is higher, the financial allocation should follow the percentage of BC/SC/STs in BPL families in the district. For example, if in a district, 50% of BPL families belong to BC community, the project should provide 50% of physical & financial support for BCs.
12. District as a unit of analysis and prioritization is considered to be more appropriate than Mandal as a unit. Based on the demographic details of each Mandal (details of caste and poverty status), the DWMA could decide the share of different categories of target groups in each district.
13. DWMA has to provide caste, poverty status and land details of all the families in the proposed site in each Mandal to the District Level Steering Committee. Based on such details, the sites could be approved by this Committee.

Need for Process Guidelines

14. Facilitating the process of making the degraded lands of the poor into productive assets is an arduous task. The project has to facilitate a process in which landowners can make informed choices and realize their aspirations. Earlier experiences indicate that such projects have to be necessarily flexible and "process based". It is necessary that all the individuals/ institutions involved in the project understand and appreciate these processes. For developing a common understanding on the intricacies of the project and its processes the need for "Process Guidelines for Comprehensive Land Development Project" is identified.
15. These "Process Guidelines for Comprehensive Land Development Project" evolved through a process of several consultative meetings with representatives of Voluntary Organizations, Line Departments, Academic Institutions, Activists. The consultative process was anchored by WASSAN. Experiences of developing assigned lands from different parts of the state (both successes and failures) were documented for drawing relevant lessons. Similarly, available and relevant technologies for developing assigned lands were compiled with the active participation and contribution from several Voluntary Organizations/ NGOs and research institutes including CRIDA and ANGR Agriculture University. Based on such a thorough analysis of different aspects of developing assigned lands, these Process Guidelines were developed. A list of participants who participated in these deliberations and contributed to the process is given in Annexure No 1.
16. The Process Guidelines provide an over all framework for the project and its various stages. The main users of the process guidelines are District Level Officers

and functionaries at field level. Apart from the Process Guidelines, a set of four books is prepared. These books would be useful in understanding the over all concept of the project and facilitate execution.

- 'A Step-by-Step planning process manual' for CLDP
- 'A Handbook on Technology Options'
- 'A Compendium on Experiences in Assigned Land Development'
- 'Step by Step Process of Implementing CLDP'

Chapter 2 EXPERIENCES, CORE PRINCIPLES AND STRATEGY

BUILDING ON PAST EXPERIENCES

17. Various field experiences of several organisations provided the basis for the process guidelines. A crisp summary of lessons learned from these experiences is presented here. The lessons are categorized into the following themes:

- Accessing Land (Ownership & possession)
- Developing the Land (Treatment)
- Productive Use of Land (Agriculture and allied activities)

Accessing Land – Importance of Revenue Literacy

18. The experiences of accessing land and developing ownership over the same are varied: initiatives from committed government officers to struggle ridden approaches headed by activists. In some cases, NGOs have also facilitated accessing land through legal provisions. Understanding the provisions and procedures of revenue department is a critical need. Critical lessons are:

- Demarcation of Internal and External Boundaries:
 - In majority cases, a group of families were assigned a block of land without demarcation of individual plots. In the absence of such clarity, the farmers are not able to cultivate the land assigned to them. It is important to delineate boundaries of individual holdings.
- Possession and cultivation of Government land by eligible poor:
 - In cases where poor families cultivate government land without legal right it is important to see that these details are properly recorded in the village level records so as to establish their rights.
- Confusion in assigned land and actual cultivation by eligible poor:
 - In some cases the assigned land might be in cultivation by other eligible poor families. The actual assignees may be cultivating other plots without any assignment. In such cases as both the parties are eligible poor the matter has to be sorted out amicably.
- Project implementing functionaries should be well versed with assignment processes, revenue records and terminology along with legal provisions.

Developing the Land (Treatment)

19. Several experiences of developing the land in different parts of the state indicate certain patterns and the following lessons.

- As the assigned lands are far away from the inhabitations, they receive little attention. Experience has shown that provision of housing and other basic infrastructural needs like drinking water, electricity, roads and education near the assigned lands would result in increased interest on these lands by the assignees.
- Sequential and progressive activities: Multiple and diversified activities that build on existing strengths/ assets are critical factors in developing these lands. The stage at which these activities are to be introduced is based on

the local situations and maturity of the local institutions. Some of the examples of sequential activities are:

- During the initial years, provision should be made for wage employment for a minimum duration of 100 days for each household.
 - As the assigned lands are generally far from the inhabitations watch and ward mechanisms for plantations and bio mass regeneration should be worked out, at least for the initial 2 to 3 years. Protecting the assigned lands from grazing is an important requirement. Mechanisms for rotational grazing are critical. While social fencing is a good idea, fencing with appropriate material including live fence yield other benefits like pest control, fruits, biomass, etc.
 - Apart from soil conservation measures efforts should be made on soil fertility improvement with measures like application of tank silt, organic manure, etc.
 - Planning for irrigation should be made only after land development and sufficient ground water recharge measures are taken up. Community bore wells and regulation of water use was found to be effective and sustainable.
- Technical options preferred by local communities should be given priority.
 - Local practices like stone clearing, removal of boulders, thorny bushes would create necessary conditions for farming.
 - In several regions, apart from standard activities like earthen and stone bunding, pebble picking and pebble bunding are also taken up.
- Multiple Outputs and Outcomes:
 - These lands can yield multiple benefits to the family like food, fuel, fodder, biomass, green manure and fruits. However, careful planning is needed to derive these benefits.
- Supportive Infrastructure:
 - Poor farmers do not own bullocks. Thus timely tilling and ploughing the lands becomes a major hurdle. Provision of bullocks is a critical intervention for bringing the land under cultivation. These bullocks can be owned/ shared collectively by a group.
 - Adequate biomass generation provides fodder to livestock, these in turn provide supplemental incomes to the family and valuable organic manure for improving soil fertility. Three tier management of blocks of land for different vegetation for different species - grasses for sheep and cattle and shrubs for goats – is important. Efforts should be made to access livestock through loans (SHG or banks) and convergence.
- Equitable distribution of resources generated/ conserved:
 - The sustainability of the augmented benefits such as increased ground water and biomass depends on equitable sharing among all the members.

Productive Use of Land

20. In successful projects the facilitating organizations made special efforts to provide investments to make these lands productive without stopping with mere soil and water conservation activities. These additional investments include:

- Developing Sensitivity on Food Security:
 - When the poor families were motivated to produce food from their own land this provided food security for a considerable period. With this basic food security these families could gain confidence and were able to bargain for better wages for their labour.
- Sustainable agriculture practices and Internalization of inputs:
 - The sustainable agriculture practices help in reducing the costs, by using local materials and practices. Many of the successful examples have not only diversified cropping patterns but also adopted practices that reduce costs and risk. Thus, practices like vermi composting, green manures, non-chemical pest management, no chemical fertilizers should be promoted.

CORE PRINCIPLES

21. Ensuring a common approach and consistent philosophy are major challenges in any large-scale development project. In a participatory project like CLDP, this issue is particularly relevant. Since several actors are involved in the project at different levels, it is important that all of them share a common vision and concern. The challenge of the project also demands for a consensus on the “core principles” of CLDP. The main purpose of these Core Principles is to guide the project authorities, facilitators and community members in project formulation and implementation. These Core Principles are also useful as “touch stones” for checking the validity of practices, choices and activities in the context of CLDP. Based on the experiences in developing and productive use of assigned lands, the following “Core Principles” are derived.

- Ensuring Food Security and Gender Considerations
- Sequential, Progressive and Diverse Activities
- Family as a unit of planning
- Region/ local specific activities
- Flexibility in investments and costs

Ensuring Food Security and Gender Considerations

22. Successful experiences indicate that food security centric approach makes the revival of assigned lands less risky and ensures minimum returns even in case of droughts. Recognizing women as farmers and strengthening their role as decision makers in agriculture can only make this shift in agriculture possible.

Sequential, Progressive and diverse Activities

23. Sequencing of activities is important as one activity builds on the output of the other. Otherwise, the investments would not be effective. Creating wage opportunities, developing land, water, biomass; improving soil fertility, livestock and irrigation would be an appropriate sequence of activities. The base line situation of a given family and their land needs to be considered while developing a strategy for that family. A smooth progression from one stage to another stage should be facilitated. Facilitators should ensure that the pre-requisites and favorable conditions are established before introducing any new intervention. This

principle also demands that each intervention is built on the existing capacities of the families and groups.

24. Food, fodder and fuel security is integral to livelihoods enhancement of the land owners of the selected block. CLDP consciously creates opportunities for diversified activities like soil & moisture conservation, agriculture, livestock, biomass, productivity enhancement, processing and natural resource based off farm livelihoods, etc. Diversity as a norm indicates the strength in the strategy.
25. The outputs from the assigned lands could be limited in terms of wage opportunities, crop yields, bio mass products. Since the main agenda in CLDP is to develop "attachment" of the farmer with the land, it is important to enhance livelihoods opportunities that are intricately related to their land and/or other natural resources. Activities like producing organic manures, neem seed powder, bio-pesticides, NPV solution, product value addition, etc. would create new livelihood opportunities. Such activities should be encouraged and supported in CLDP. It is important to ensure that such "off farm" supportive livelihoods options should have a strong connection to the natural resource base of the village or the assigned lands. Activities that are not directly related to the natural resource base should not be supported in CLDP.

Family as a unit of planning

26. Resource centric approach (in this case assigned land) could lead to identification of a set of activities that are considered to be necessary to the land. While this approach has its own rationale, there is a danger of missing livelihood dimensions in the development of assigned lands. It is important to understand and appreciate that each family is unique and their relationship with and dependence on agricultural land are different. Based on such relationships, each family would have their own set of expectations from the assigned land. Based on these expectations and aspirations the family would make a choice on the activities and investments on the assigned land. This "shift" from "resource centric" approach to "family centric" approach would call for a different set of tools and processes for planning in the context of CLDP. Determining the 'land use' based on the livelihood needs followed by developing land consistent with the desired land use is central to such a shift. Labour availability of households also differs which determines the crop/livestock/livelihood options.

Region/ local specific activities

27. In large-scale development project, there is a danger of too much of standardization. This is detrimental to the spirit of the diversity in the state. The local technologies and practices should be identified and adopted in CLDP.

Flexibility in investments and costs

28. The scale of investments in an acre would be dependent on several factors and is not fixed at the state level. The activities may vary as per the need of the lands and the families. Full investments should be made to make the selected block of land productive so as to provide substantial livelihood opportunities for the concerned families. For the process of developing unit costs of project activities please refer to Chapter on Finances and Costing.

DEVELOPMENT STRATEGY

29. CLDP aims at developing assigned lands with diversified farming systems to enhance the livelihoods options of the poor. This needs a shift from mere soil and moisture conservation to integrating livelihood requirements of a family into the land use. This methodology is termed as 'Livelihood Based Land Use Planning', which contains the following four corner stones:
- Land development to enable the desired land use
 - Biomass intensive mixed farming systems
 - Planned diversification of the livelihoods including natural resource based off farm livelihoods
 - Minimising External dependencies

Land development to enable the desired land use

30. In CLDP the purposes for which the land will be used would be first decided by the men and women members of the family along with the CIG, and then the land development is planned to achieve the desired land use.

Biomass intensive mixed farming systems

31. CLDP promotes biomass intensive mixed farming systems that produce a diverse range of products providing varied opportunities for meeting livelihood and gender needs. The increased biomass would help in developing livestock, provide fuel wood and biomass for manure and generate small income and also reduces risk. This also reduces time spent by women for procuring biomass. Livestock, trees and grasses are important components in these farming systems.

Planned diversification of the livelihoods

32. As families in the selected block are primarily dependent on wage labor for sustenance, the planning process should facilitate a secure growth path for the family. The livelihood diversification includes accessing wage employment, bringing the land into farming to secure food needs, acquiring livestock, getting small income from the trees and enabling natural resource based off farm activities.

Minimizing external dependencies

33. Promoting sustainable agriculture practices would minimize external dependencies, reduce cash needs, reduce vulnerability and also open up several enterprise options within the groups. CLDP would focus on building soil fertility over time and promotes natural soil fertility management practices achieved through livestock enhancement and optimizing crop-livestock interactions and non-chemical methods of pest management. Institutional systems of seed management like seed banks would make the farmers in the selected block self-sufficient in seeds. Knowledge inputs in the lines of Farmer Field Schools would be provided to reduce external dependencies.

Chapter 3 INSTITUTIONAL ARRANGEMENTS

Institutions

34. Ownership and control of the primary stakeholders on the Project is utmost important if any meaningful livelihood benefits are to be achieved. In addition to vest such control in the hands of the community, the institutional arrangements envisaged here also are important for ensuring sustainability of group action in protection, sharing common facilities, sharing benefits, regulated resource use, and maintenance of infrastructure.
35. The village level institutions shall have the primary stake and control over the Project while the external institutions (at Mandal, district and state level) only play a supportive, facilitating and capacity building roles. The institutional arrangements detailed here are meant to achieve the above two objectives viz., greater control over the Project and sustaining group action.

Institutional Arrangements – Part 1

Institutional Arrangements at state level

36. The Commissioner for Rural Development has the overall responsibility for implementing the project by coordinating and developing convergence among different agencies/ departments such as VELUGU, NABARD, SC Corporation, BC Corporation, Government Departments/Agencies, NGOs, CBOs and technical support institutions like Agriculture University, CRIDA, Krishi Vignan Kendras.

State Level Resource Group:

37. A State Level Resource Group is constituted consisting of individuals and representatives from organizations (including NGOs, people's organisations, research institutions, etc.) working on the issues related to land development, to support the Comprehensive Land Development Project in the following ways:
- Share experiences and expertise
 - Provide directions in terms of strategies and policy formulation
 - Evolve capacity building strategies
 - Identify Voluntary Organizations/ NGOs for Innovative Stream of Projects
 - Develop monitoring and feed back systems
 - Any other as per the needs of the project
38. This group meets once a quarter and reviews the project in terms of its progress, processes and achievements. Commissioner Rural Development is the convener for the State Level Resource Group. List of members in the State Level Resource Group is given in Annexure 2.

Institutional Arrangements at district level

39. At district level, the following institutional arrangements are made.

District Nodal Agency

40. DWMA acts as the nodal agency for the project in each district under the Chairpersonship of the District Collector. Project Director, DWMA has to coordinate with different agencies to ensure smooth implementation of the project. DWMA would have a full time Additional Project Director (APD) who would be exclusively responsible for monitoring and supporting CLDP. The APD could be nominated

from among the existing staff of DWMA or deputed from any relevant department. The main responsibilities of the nodal agency are:

- Identify the Project Management Agencies (PMA)
- Support the PMAs in the process of identification of project sites and target groups
- Constitute District Level Steering Committee for over all coordination and convergence of activities
- Identify and formulate the Project Facilitation Teams (PFT)
- Orient different actors involved in the project including members of PMA, Village Organization, District Level Steering Committee, Project Facilitation Teams, target group and others.
- Channel funds to PMAs and Village Organizations/ Other Community Based Organizations
- Follow-up on the activities identified for convergence
- Monitor the physical and financial progress of the activities and processes
- Report progress to CRD and NABARD

District Level Steering Committee

41. The District Collector is the Chair Person and the Project Director, DWMA is the convener of the District Level Steering Committee. The DWMA will constitute this Committee with representatives from all relevant government departments and agencies, reputed voluntary organizations, CBOs, people's organisations and academic institutions. At least five representatives from voluntary organizations, CBOs or people's organisations should be identified as members of this committee. Resource Organization(s) engaged in process monitoring of the CLDP would also be member(s) of the District Level Steering Committee. Representatives of agriculture labor unions and activists associated with land issues should be invited to the meetings as special invitees. This committee would function as a common platform for sharing, coordination and convergence. The committee should meet once in a quarter to review the project and its progress (Please refer to Chapter on Monitoring). This committee will act as "think tank" for the program. Some of the key functions that this committee has to perform are:

- Provide direction to the project in strategies and policies
- Support the process of site selection and prioritization
- Supporting the nodal agency in project review and process monitoring
- Support the capacity building inputs and strategies
- Deployment of the services of Project Facilitating Teams to CIGs
- Trouble Shooting based on the needs of CIG and follow-up on the convergence activities.

42. In addition to the District Level Steering Committee, Functional sub-committees on Training, Technical, Financial and Human Resources may be formed by involving the persons who have the necessary expertise along with the members of District Level Steering Committee. Project Director, DWMA shall play a critical role of an effective coordinator in putting together these committees and provide necessary support for the effective implementation of the project.

Project Management Agencies (PMA)

43. Each district would be divided into several zones (consisting of few Mandals) and for each zone a Project Management Agency (PMA) should be identified from among the government departments and agencies like VELUGU, SC Corporation B.C.

Corporation, I.T.D.A, Forest and other line departments. If any Voluntary Organization is willing to provide hand holding support to the CIG through out the project period, such Voluntary Organizations could also be identified as PMA, after verifying the credentials of such organization (Please refer to Chapter on Role of Voluntary Organization/ NGOs). The main functions of the PMA are:

- Over all responsibility of the projects in their zone
- Support the project planning, implementation and monitoring
- Coordinate with DWMA for fund releases to Village Organization/ CBO
- Report progress to DWMA
- Deploy staff to Project Facilitating Teams.
- Engage the services of Project Facilitating Teams

Mandal Mahila Samakhya as PMA

44. Mandal Mahila Samakhya wherever they are mature as credible institutions of the poor, have great potential to become platforms for development of the poor. South Asian Poverty Alleviation Program (SAPAP) supported by UNDP has worked earlier in 20 Mandals in Anantapur, Kurnool and Mahabubnagar districts. The Samakhya formed and nurtured under this program have over years matured as independent institutions capable of handling large development programs. In these 20 Mandals these Mandal Mahila Samakhya shall become the Project Management Agencies for CLDP. This will also open a separate stream for similar mature institutions elsewhere to become PMAs. The District Nodal Agency will take pro active initiatives to identify such mature Mandal Mahila Samakhya and select them as PMAs. When Mandal Mahila Samakhya are selected as PMAs their jurisdiction would be limited to their respective Mandals.

Project Facilitation Teams (PFT)

45. The success of Comprehensive Land Development Project entirely depends on the intensity of facilitation at community level. To provide this support, Project Facilitation Teams with Mandal as its jurisdiction would be constituted by the District Nodal Agency. The PFTs should have experience and expertise in promoting process oriented, community driven participatory development. The members of this team should have right attitude and orientation in facilitating community participation and help the community in formulating the project. The number of members in PFT can vary with the expertise of the chosen members. The members of PFTs can be drawn from:

- Line Departments
- Government Agencies like VELUGU, ITDA, SC Corporation, BC Corporation, etc.
- Community Coordinators/ Members of Watershed Development Teams
- Voluntary Organizations
- Community Based Organizations
- Individuals/ Resource Persons/ Experts associated with Cluster Level Livelihoods Resource Centers

46. DWMA should fulfill the capacity building needs of the PFT, which could cover the following themes: Basic orientation on CLDP, institutional arrangements, planning for comprehensive development of assigned lands, process monitoring and

technology application. The PMA, CIG/ VO have to seek the inputs of PFT members as per the needs of the CIG/ Para Worker.

47. PFT would function from Mandal level and be responsible for facilitating inputs at village level. There would be a Coordinator for PFT selected from the team. This Coordinator would be responsible for all projects under CLDP under his/ her jurisdiction. PMA may have several PFTs under its jurisdiction.

Organizing Inputs from PFT

48. As already indicated, the facilitation support to VO/CIG in the CLDP is a critical need. The members of PFT have to provide this critical input to the project, as per the needs expressed by PMA/ CIG. Their services/ inputs would be available on demand and nature of their support is advisory. The support needs of the VO/ CIG would be thoroughly analyzed by Coordinator of PFT from time to time. Based on these needs, the Coordinator would seek the inputs of PFT members or empanelled members at Cluster Level Livelihoods Resource Center.

**Cluster Level Livelihoods
Resource Centers**

For up scaling the positive experiences of Andhra Pradesh Rural Livelihoods Project, a Cluster Level Livelihoods Resource Center is being established for every 50 to 70 watershed projects. These Centers would provide various capacity building related support services within their jurisdiction. These centers would access the services of different resource persons, experts and facilitators for providing services.

49. While there is no need for compensating for the services provided by the employees of government agencies/ departments as members of Project Facilitation Teams, the services provided by others, particularly the representatives of Voluntary Organizations, Community Based Organizations/ Individuals/ Resource Persons/ Experts should be compensated. Fund earmarked for survey and investigation, facilitation, monitoring and evaluation, capacity building can be utilized for this purpose.
50. Successful experiences indicate that continuous hand holding and capacity building support is necessary for the Common Interest Groups (CIG). It is important that this support is institutionalized and available to the CIG. The Cluster Level Livelihoods Resource Centers (CLRC) would perform this function. The Village Organization/ CIG could access the services of the facilitators at the cluster level resource centres during and after the project period. The budget for capacity building purpose could be utilized for this purpose.

Institutional Arrangements – Part II

At Village Level

51. Several community based organisations like Self-help Groups, Village Organisations, Cooperative Joint Farming Societies, Rythu Mitra Groups, para-workers like Gopal Mitras may already exist in the villages. The institutional arrangements in CLDP can be built upon such functional institutions capitalizing on the capacity building investments already made.

Self-Help Groups

52. Once the block of land to be developed in the program and their owners are identified, the facilitators should first look at their institutional membership. In most of the cases the poor are already organized into SHGs, which are federated at the village level into Village Organisations under Velugu program.

53. If the land owners are not organized into SHGs the first task is to organize them into SHGs and link them to Village Organisations. As the activities under livelihood enhancement and off-farm activities in the project are supported under the revolving fund, a sound institutional membership with thrift and credit base is necessary. All the loans to individuals shall be advanced through mature Self-Help Groups.

54. The SHGs after deliberating on the repayment prospects for the loans advanced to individuals shall take a decision on advancing the amount to the applicants. The SHGs will receive loans from the VOs for the approved action plans from the revolving fund. SHGs are also responsible for recovery of the loans from the CIG members and repayment to the VO.

Common Interest Groups

55. Group action is a pre-requisite for development of assigned lands owing to the complexity of the situation. Collective action is required for protection from grazing, sharing of common facilities, sharing of benefits, regulating resources use and maintenance of infrastructure created. Without such effort development will be restricted.

56. To promote such collective action the land owners need to be organized into Common Interest Groups (CIGs). As the formation of Self-Help Groups is not based on contiguity of area owned by the farmers, the land owners in the block selected for development may have dispersed membership in several SHGs or Rythu Mitra Groups. To ensure that a common platform, the land owners in the selected block of land may be organized into Common Interest Groups. If the land owners are unorganized, organising them into a separate SHG will serve both the purposes.

57. If they are already organized into SHGs, the land owners in the selected block (on whose name the land is assigned) would be primary members of CIG, their spouses would be considered as secondary members of the same CIG. In this way, female and male members of each family would be represented in the CIG. If the members of the CIG are already saving in SHGs, separate savings in CIG should not be insisted.

58. It is important to front-end women in the CIGs both as members and as leaders. This is necessary not only to address their strategic needs but also, in ensuring their role in decision making.
59. The Common Interest Groups may be organised on the basis of contiguity of area (sub-watersheds for example) or common interest. Depending on the size of land and number of farmers, the size of this group would vary. A small group of about 20 members would be more effective in transacting the group functions. If there are more members, they can be organized into more than one CIGs.

Cooperative Joint Farming Societies

60. In several parts of the state, Cooperative Joint Farming Societies (CJFS) were established for developing the assigned lands. Where the CJFS is functional and their lands selected under the project, the CJFS can be considered as CIG for all project purposes. In such cases, there is a need to meet the following pre-conditions:

- Ensure enrollment of women farmers from each family
- Establishing the functioning of the CJFS as an institution through capacity building inputs.

Functions of CIG

61. The main functions of CIG are:

- Meet regularly to review the progress of work
- Maintain required records
- Helping VO in identifying the para-workers
- Planning with help from para-workers
- Establish collective group norms and enforcement mechanisms in protection from grazing, sharing of resources, regulated resource use and maintenance of infrastructure created
- Share responsibilities in implementation of plan at individual and collective level
- Ensure collection of contribution
- Recommend specific loan proposals for livelihoods to the VO
- Maintain the infrastructure created
- Contribute to the grazing protection mechanisms
- Organize finances and other inputs
- Take the support of Village Organization to keep records and books of account if they are into savings and credit
- Coordinate with Village Organization and other government departments
- Supervise the works of Para Workers

Para Workers

62. The agenda of CLDP requires intensive field level facilitation in organising CIGs, planning, technology facilitation and implementation. Support on such aspects should be locally available and the roles of these service providers need to be institutionalized. Two Para Workers (man and woman) would be identified for an area of about 100 acres.

Selection Process of Para Workers

63. The Village Organisation would nominate the para workers in consultation with the group members. These Para Workers should be at least matriculate and preferably

with previous experience in social mobilization or natural resources related programs. It is important that the para-workers identified are acceptable to the CIG and preferably from their own communities.

Remuneration for the Services of Para Worker

64. The payment shall be on the basis of specific tasks performed and outputs but not in terms of monthly salary. The remuneration to the para-workers will be included in the project works components i.e. out of the 74% budget. The proposed budget for para-workers' payment and terms of payment should be clearly indicated in the project proposal. The budget will be released to the Village Organisation along with the works budget.
65. Since the Village Organisation is responsible for program implementation involving several tasks like compiling proposals, monitoring para-workers, record keeping etc., a nominal amount not exceeding 1% of the total budget should be paid to VO for providing these services. This amount shall be released along with the budget releases to the village organisation. All the facilitation costs of VO excluding payments to the para-workers will be borne from this budget.
66. An indicative list of tasks and their nature is given below:

S No	Type of Tasks	Who will do the task?	Source of Remuneration	Nature
1	SHGs their book keeping etc		None	
2	Formation of CIGs & institutional strengthening	VO	1% facilitation budget	
3	Maintaining records of CIGs	Para-workers	Initially from Project Interventions Components (From 74%). In due course of time, by CIG members	Part Time Work
4	Facilitating planning meetings, data collection, surveys, supervision of activities	Para-workers	From Project Intervention Component (From 74%).	As and when required
5	Compilation of action plans & submission	Para-workers & VO	From Project intervention component & VO budget	
6	Measurement & payment	Para-workers	From Project Intervention Component (From 74%).	
7	Health Services to animals, advising and supporting pest control and other sustainable agriculture practices		Capacity Building Inputs from Project Support Components (6% of the total budget). Compensation for actual services provided to be paid by CIG members.	Based on the services provided by the para workers.

Village Organization as Project Implementation Agency (PIA)

67. In several villages, Village Organizations (VOs) are already established as a platform for convergence and development action. The VO represents the

interest and aspirations of the women and poor families in the village. The VO will be the Project Implementation Agency at village level and supports the CLDP by taking up following specific functions:

- Organise the land owners in the selected block who are not yet organized into SHGs
- Revive the SHGs where the assignees are members, if they are non-functional
- Open a separate bank account to receive CLDP funds and maintain related records
- Help CIGs in their records, if required
- Identify and nominate para-workers
- Monitor the para-workers and payment for their work
- Send project proposals from CIG to PMA
- Follow up with PMA for fund releases
- Receive grants from PMA/ DWMA for project activities
- Arrange payments for the works
- Monitor and review the progress and provide supervision
- Appraise the loan proposals from the CIG (for the Revolving Fund components)
- Release of loans to SHGs for onward lending to the CIG members.
- Ensure repayments from the SHGs and maintain the project revolving fund.

68. In the absence of Village Organization, efforts must be made to form the village organisation from the functioning SHGs. In cases where it is not possible, the nodal agency may decide to work directly with the CIGs. Institutional strengthening should receive greater importance in this case. However, the project should be open to innovations in the institutional arrangements.

Chapter 4 PROJECT COMPONENTS AND FUNDS

PROJECT COMPONENTS

69. The project activities are classified into two broad categories: Project Activities Component and Project Support Component.

A. Project Activities Component

70. The Project activities are the investments made on developing selected lands and making them productive. The types of activities fall under two categories:

- Development of Lands and other natural resources (Grant component – 74%)
- Productivity Enhancement and Natural Resource Based Off Farm Livelihoods Promotion (Loan Component - 20% - which forms Community Livelihoods Infrastructure Fund)

71. This component will also include support for Village Organisation for implementing the project (1%) and payment for the para-workers for the tasks they perform according to the norms set at the district level.

B. Project Support Component

72. Project Support component (6%) budget is intended for the following support activities:

- Capacity Building, Monitoring and Evaluation (4.5%)
- Field Surveys and investigation (1.5%)

S NO	Components	% of Total Budget
1	Grant Component: Development of Lands and other natural resources	74.00%
a	Removing Key Constraints	
b	Development of Lands and other natural resources	
c	Group based water resources and irrigation development	
2	Revolving Fund: Community Livelihoods Infrastructure Fund	20.00%
a	Productivity Enhancement	
b	Natural Resource Based Off Farm Livelihoods Promotion	
A	Project activities Component Sub Total 1	94.00%
3	Capacity Building, Monitoring and Evaluation	4.50%
4	Survey and Investigation	1.50%
B	Project Support Component Sub Total 2	6.00%
	Total	100.00%

73. There is no support for overheads/ administration of the project, as per the guidelines of NABARD.

Details of Project Activities Component

Removing Key Constraints

74. These activities are meant for addressing the key constraints that are major hindrance for the poor to bring their lands into cultivation and to effect their transition to farming. These activities are in the nature of entry-point to assigned land development.

Development of Lands and Natural Resources

75. The assigned lands are generally degraded with poor quality/ problematic soils. Considerable investments are necessary to treat the lands and make them productive. The following activities can be taken up under this budgetary provision:

- Soil and moisture conservation
- Soil fertility enhancement
- Water harvesting
- Biomass Improvement

Group Based Water Resources and Irrigation Development

76. These activities include investments on water harvesting structures and group based irrigation development i.e. wells or borewells. Efforts must be made to ensure convergence of different programs for this purpose and this provision must be used to make the critical group based investments. Individual activities in accessing ground water should not be entertained.

Details of Revolving Fund: Community Livelihoods Infrastructure Fund

77. Several productivity enhancement and livelihood infrastructural needs arise, which would help in the best use of the investments on land treatment. The infrastructure needs could be at family level or at community/ group level. The infrastructure at family and community level, in certain cases, would be supplementary and complimentary to one another. It is often difficult to foresee these livelihood infrastructure needs. The provision of a 'Community Livelihoods Infrastructure Fund' is envisaged to fill these gaps in livelihood infrastructure. It will be a revolving fund. The CIG members can take individual or group loans from this fund for specific purposes.

78. 20% of the total project budget is allocated to create this Community Livelihoods Infrastructure Fund. This fund would be released to the VO in two installments: half in the first year and rest in the second year. In addition to this 20%, the 10% contribution of CIG members towards activities from grant component would also be deposited in this fund.

79. This fund would be kept at Village Organization and CIG members can only access this fund as loan with appropriate plans and cost norms. The fund would be exclusively used for promoting infrastructure for productivity enhancement, livelihoods promotion and any other needs as per the action plans at community and family level, as and when the lands and the community require such interventions.

Productivity Enhancement

80. Farming systems approach requires a thorough analysis of different factors that influence the use and productivity of land. Based on this analysis, the critical gaps in productivity should be identified. Providing necessary investments to fill these gaps is the main purpose of productivity enhancement related activities. Some of the potential activities are: soil fertility enhancement measures, enrichment of soils with organic manures (Farmyard compost), vermi compost, tank silt application, seed production, supply of breeder / foundation seeds of high yielding varieties, Pest Management through non-chemical methods, critical and community Irrigation, plough animals and farm equipment.

Natural Resource Based Off Farm Livelihoods Options

81. The quality and extent of assigned lands decide the potential of the livelihoods opportunities. It is unrealistic to think that entire needs of the family would be met from the same piece of land. It is important to generate other livelihood options for the family that are not necessarily linked only to the assigned land. Such options are also generally called "Off Farm" activities. Since CLDP intends to develop a strong relationship between the family and their assigned land/ other natural resources of the village, the "off farm" livelihood options should be strongly related to natural resource base of the village. These activities are expected to generate additional income and assets to the family in the long run. The possible activities are: providing services such as hiring services for ploughing, health services to livestock, Services related to micro irrigation, vermi compost as individual/ collective enterprise, production and supply of breeder / foundation seeds of improved varieties, livelihood enterprises related to Integrated pest management such as neem seed/ powder, NPV solution, pheromone traps, livestock (Milch Cattle, Small Ruminants, Backyard poultry), Kitchen Gardens, Processing and value addition to the farm produce.

Details of Project Support Components

Capacity Building & Monitoring & Evaluation

82. Success of the project depends on the synergies between capacity building inputs and the project management cycle. Project Monitoring and evaluation are important for enhancing effectiveness of the project. 4.5% of the total budget is reserved for these purposes.

83. This component may be pooled at the district level and utilized for capacity building, monitoring and evaluation. The District Nodal Agency will evolve an effective capacity building strategy and develop long-term partnerships with resource organizations at local/ state level for providing continuous capacity building inputs, monitoring and evaluation.

84. District/ Cluster level Livelihoods Resource Centers are being established in several parts of the state to up scale lessons learned from APRLP. District Nodal Agency could evolve partnerships with these CLRC and CIG/ VO. The empanelled resource persons and facilitators at CLRC could offer a long-term support to CIG/ VO. The budgetary support available can be effectively used as per a calendar of capacity building events developed along with the CLRC. (Please refer Chapters on Capacity Building and Monitoring for further details.)

Survey and Investigation

85. The selection of potential sites and action planning processes require several surveys by the facilitators and para - workers. Indicative action plans that are prepared initially need to be further elaborated into detailed micro-plans using participatory tools and other methods. A budgetary provision of 1.5% is made for this purpose. The detailed analysis has to cover the following themes:

- Constraint Analysis
- Survey of the assigned lands and establishing internal and external boundaries
- Understanding Family Profiles and Their Needs and Aspirations
- Understanding Land and its potential

86. The Community Coordinator who is facilitating the process, has to organize series of professional inputs from members of PFT and other facilitators at CLRC/ resource organizations/ independent surveyors. The services of these independent individuals/

institutions could also be reimbursed from this budget (1.5% of total budget). As already indicated, the services of representatives of line departments/ government agencies need not be compensated for.

PROJECT FINANCES AND COSTING

Fund Flows

87. Based on the indicative action plans proposed from each district, funds are allocated district wise. Within these available budgets the detailed micro action plans would be prepared at district and Mandal levels.
88. After the Village Organisation officially communicates nomination of the para-workers DWMA will release the survey and investigation component of 1.5% of the total budget to the VO. This will enable the VO to prepare a detailed micro-action plan.
89. Action Plans submitted by CIG through VO will be the basis for fund releases. PMA would consolidate all plans from the CIGs within their jurisdiction. Project Director, DWMA will release funds to the Project Management Agencies based on the consolidated action plans. PMA will route the funds to Village Organizations as per the CIG action plans.
90. Fund releases should not hinder the progress and process of the project. For ensuring this, two installments would be released every year to VO/ CIG from PMA. In case of deviation from this norm, the CIG/ VO could approach DWMA/ District Level Steering Committee for necessary action.

Cost Norms

No Per Acre Unit Costs

91. Flexibility is one of the core principles of CLDP. In the true spirit of this principle, CLDP does not prescribe any unit cost per acre at state level. Assigned lands vary in terms of their quality and situation. When the family needs are superimposed on land, the diversity of activities further increase. In such a condition, it is very unrealistic to decide per acre unit costs, which may hinder the active involvement of communities in action planning process.

Arriving at Cost Norms for Project activities at local level

92. For the project facilitators to have a basis for budgeting for different activities, the DWMA would evolve a cost system at District level for Project activities that is rational and supportive to the cause of developing lands of poor. Wherever necessary, specific cost norms would be notified at mandal level. There are mainly two situations regarding cost norms.
 - Cost Items that are available in SSR
 - Cost Items that are not available in SSR.

For Cost Items that are available in SSR

93. The latest SSR should be followed for all activities for which SSR is applicable. The availability of material and labor (to work in assigned lands that are far from habitat) and other incidental expenses should be considered while applying these SSR.

For Cost Items that are not available in SSR

94. In CLDP, many activities may not have comparable expenditure items in SSR. The process of arriving at appropriate unit costs for such activities needs to be facilitated in a participatory manner. This exercise should be seen as supportive processes for planning and budgeting, rather than as a controlling process. These

unit costs have to be estimated at Mandal level. For this purpose the farmers who are practicing such activities and technologies should be identified and involved in calculating the unit costs. All relevant items such as availability and collection of material, facilitation, scale of operation, management and incidental costs should be included in this process.

95. After working out the unit costs for such activities at the Mandal/ CIG level, these should be approved by the District Nodal Agency. While the unit costs may vary the units for any particular activity or intervention should be same across the district (e.g. for bio-fencing, units may be either per running meter or per acre).

Framework of Financial Support in CLDP

96. In a project like CLDP, where the investment needs are very high and the economic condition of the CIG members is relatively poor, the challenge is to establish appropriate institutional norms for different modes of financing for different components of the project.
97. There are four ways of resource mobilization – project grant, loan, people's contribution and convergence. The mode of financing is important to maximize effectiveness of the scarce resources and balance between these modes need to be carefully crafted. The following rationale is applied for project financing in the context of natural resources based development projects.
98. **Grant:** Grants can also be called subsidies. Grants are given as an incentive to users for creating new infrastructure and introducing new practices. Creating safety net, providing subsidies for production processes also need grants.
99. **Loan:** When a particular technology/ practice is already standardized and established, the adoption of the same is expected to be individual's responsibility. Though individuals have necessary willingness and capacity to repay the loans they might not be able to mobilise such investments from their own sources. In such situations, loans are provided from the project itself or through banks to facilitate and trigger development process. Loans are given for those activities, for which there is no provision in a rigidly structured project. Experiences indicate that effective loan based development/ investments require cohesive group action and peer pressure. Many successful experiences indicate that when institutional capacities are created the external grants were used as loans/ revolving funds internally. This process not only enhanced the output per unit of investment but also helped the self-reliance of the group.
100. **Contribution:** One of the important ways to enhance the role of primary stakeholders is to increase their stake in the project by making them share the cost of the project activities. This cost sharing would lead to creating maintenance fund, developing sense of ownership and promoting collective action. The acceptability of choices proposed by external facilitator could also be tested, if the primary stakeholder genuinely shares the cost. The cost sharing also helps to develop greater say of the primary stakeholder in terms of decision making on project activities, mode of working. While 10% is the minimum cost sharing, primary stakeholders may decide about the norms and methods of contribution (cash, labour, material). Genuine contribution is possible only when there is appropriate capacity building input/ orientation on the project and its options.
101. **Convergence:** When different projects operate in a given area and target the same community, it is appropriate to develop synergies between such projects. This process helps to strengthen a particular project and enhances the scope of the projects. Care should be taken to see that agenda for convergence between these projects is real and not artificially generated.

Chapter 5 PROJECT MANAGEMENT CYCLE

102. Since the processes involved in transition of agriculture laborer into a farmer are arduous and situation specific, there should be a clear time bound plan of action for facilitating the process. A detailed Project Management Cycle is envisaged to support this process. This Project Management Cycle helps in developing clarity among different actors involved in the project. This chapter describes the various stages of the projects and related activities.

Stage	Stage & Time frame	Main Activities	Expected Outputs
1	Preparing Grounds and Indicative Plans (3 Months)		
Main Actors	District Collector PD, DWMA	<ul style="list-style-type: none"> • Institutional Arrangements at state and district levels • Identification of PMAs and PFTs • Capacity building/ orientation of PFTs • District Level Data Base and Inventory • Inventory of potential sites and indicative project sites • Preparation of Indicative Action Plans at district level 	<ul style="list-style-type: none"> • Project Sites are identified • Indicative action plans prepared • Proposals submitted to NABARD • District level fund allocations finalised
Support Actors	<ul style="list-style-type: none"> • CRD • State Resource Group 		
2	Institution Development and Capacity Building (3 Months)		
Main Actors	<ul style="list-style-type: none"> • Community coordinator • PFT • Coordinator of PFT • PMA • DWMA 	<ul style="list-style-type: none"> • Entrusting responsibility to the community coordinators to facilitate the Project. • Initial meetings with VO and potential members of Common Interest Groups • Expression of Interest and agreements on non-negotiables. • Identification and Training of Para Workers and Community Coordinators • Group formation - Common Interest Group • Orientation Programs for CIG members • Bench Marking and Survey • Entry Point Activities (Removing Constraints) 	<ul style="list-style-type: none"> • Community coordinators taken charge of the project • VOs are oriented • CIG is formed and adequately oriented • SHGs strengthened • Para-workers trained • Constraint analysis completed and related action plans prepared & submitted • VO opens a separate bank account for the Project
Support Actors	<ul style="list-style-type: none"> • Para Workers • CIG • VO 		
3	Micro Planning (3 Months)		
Main Actors	<ul style="list-style-type: none"> • Para Workers • CIG • VO • Community coordinator • PFT & CLRC 	<ul style="list-style-type: none"> • Series of meetings with members of CIG • Situation Analysis and exploring options • Family and group based action plans 	<ul style="list-style-type: none"> • Micro-planning exercise completed on land and water resources development and approved

Stage	Stage & Time frame	Main Activities	Expected Outputs
Support Actors	<ul style="list-style-type: none"> • PFT • PMA • DWMA 		<ul style="list-style-type: none"> • Implementation of activities identified for removing constraints are initiated.
4	Consolidation of action plans and Implementation (spread over a maximum of 27 Months)		
	Phase I: Land development (6 months)		
Main Actors	<ul style="list-style-type: none"> • Para Worker • CIG • VO • CLRC 	<ul style="list-style-type: none"> • Fund releases to CIG through VO • Execution of plans 	<ul style="list-style-type: none"> • Land development including water harvesting activities completed • Group plans for productivity enhancement and NRM based off-farm livelihoods promotion submitted for approval • Group plans for irrigation development submitted for approval
Support Actors	<ul style="list-style-type: none"> • Coordinator of PFT • PMA 		
	Phase 2:	Livelihood diversification & Group irrigation Plans (spread over a maximum of 21 months)	
			<ul style="list-style-type: none"> • Completion planned activities under productivity enhancement and off-farm livelihoods development • Completion of group based irrigation development plans

103. This indicative Project Management Cycle should be elaborated by the nodal agencies to provide a common road map for the program in the district. Flexibility in terms of time frames and appropriate sequencing of activities is at the heart of this approach. If the outputs at the end of each stage are clearly defined, it can be used for planning capacity building inputs and project monitoring. The Project Management Cycle helps in arriving at a delicate balance between the processes and the targets.

104. Project and Processes monitoring is a continuous task throughout the Project Cycle and is dealt separately (see Chapter on Monitoring).

Chapter 6 PREPARING GROUNDS AND INDICATIVE PLANS

Institutional Arrangements at State Level

105. Commissioner, Rural Development constituted a State Level Resource Group for providing over all direction to the project in terms of policy framework, strategy development for capacity building, monitoring and convergence. The Resource Group meets once in three months to share the progress and decide on future course of action.

Constitution of District Committees and Orientation of Government Staff

106. District Nodal Agency, with approval from the District Collector, would constitute the District Level Steering Committee, identify Project Management Agencies and members of Project Facilitation Teams. DWMA would organize series of meetings, workshops and field visits to orient the members and PFT on the objectives and processes of the project.

Main Activities in Preparing Grounds and Indicative Plans Time Period: 3 months

- Institutional Arrangements at state and district levels
- Identification of PMA and PFT
- Capacity building/ orientation of government staff and PFT
- Inventory of potential sites/ target families and indicative project sites
- Preparation of Indicative Action Plans at district level
- Clearance from NABARD based on preliminary data/ analysis of the project contents

District Level Data Base and Inventory

107. Developing compact blocks of assigned land in a clear targeted manner is a long term agenda of the Government of Andhra Pradesh. The first few batches have to establish and stabilize the strategies at district/ Mandal and village level. Thus, it is important to develop a strong data base at district level. DWMA would anchor this process and act like a "hub" of data on potential sites for CLDP in future. In this process DWMA would seek support from voluntary organizations/ NGOs, apart from government departments/ agencies like revenue, forest, VELUGU, etc.

Inventory of Potential Sites

108. DWMA would adopt the following process for developing the inventory of potential sites for CLDP:
- For each Mandal, the RDO/ MRO would develop an inventory of sites that have the potential and are suitable for the project.
 - Similarly, NGO/ Voluntary Organizations/ CBO could also collect details of compact blocks of assigned lands in their field area.
 - Other line departments/ government agencies could also provide/ suggest the potential sites for CLDP.
 - All the above lists of potential sites and related information would be compiled by DWMA. The revenue officials would then indicate the suitability of these compact blocks by verifying records and/or conducting surveys (if needed). This process should ensure that the short listed blocks are free from any legal disputes and the real owners are in possession of the assigned lands.
 - The District Level Steering Committee should approve such inventory along with necessary details. Based upon this compact blocks for the project would be selected.

Data Generation and Bench Marking

109. The Para workers and Community Coordinators would be trained on bench marking of the selected sites and families. This exercise would be extremely useful in the planning process also. This bench marking would be useful for monitoring the changes induced by the project.

Process of Preparing Indicative Action Plans at District Level

110. An indicative action plan for CLDP would be prepared for every district. This indicative action plan would be sent for the approval of NABARD. Within the budgets mentioned in this indicative action plan, PFT members would prepare detailed action plan. This generates quantifiable action plans in which district wise budgets, compact blocks are indicated. The process of preparing this indicative action plan is mentioned below.

Surveys to Establish Ownership and Boundaries

Marking internal and external boundaries of assigned lands is a major step in establishing possession, after the pattas are assigned. In the absence of this, many farmers hesitate to make any concrete investments/ interventions on their land. Conducting surveys is an important step in resolving this problem. The funds available under CLDP could be utilized for conducting these surveys in each district. In case there is any scarcity of qualified surveyors, unemployed youth could be trained and their services could be used for this purpose.

- PFT would go to any one of the selected sites/ compact block of assigned lands as a team and interact with the families that are associated with the identified land.
- This team would spend sufficient time with these families and visit the identified site. During their interactions, the team would explain about the main features of the CLDP.
- Based on these discussions, an indicative list of activities and tentative budgets would be identified by the PFT along with the families. Along with this data, socio economic features of the project families should also be collected to prepare an "Indicative Action Plan" for that identified block.
- After this, the PFT would divide itself into smaller teams and visit all blocks that were selected for the CLDP. Following the same process, the members of PFT could prepare "Indicative Action Plans" for each and every selected compact block.
- All these block wise indicative action plans would be consolidated by DWMA to make an "Indicative Action Plan for the District for CLDP".
- This district indicative action plan would be submitted to NABARD for approval. Based on this approval, Mandal wise budget allocation and number of blocks per each Mandal would be finalized. As the name suggests, these Plans are only indicative.
- Once this approval is obtained from NABARD, the detailed action planning process would be initiated to produce "Micro Plans for Compact Blocks of Assigned Lands" along with the communities (for details see 'A Step by Step planning process manual).

Active and Supportive Roles

111. In the initial stages of the project, the district level teams like PFT/ DWMA would be more active in taking the project to the field level. Indicative Action Plan for each district is a major output at the end of this stage. The database helps in defining the future course of CLDP. The Commissioner, Rural Development and State level

Resource Organisations would play supportive role in orienting about the objectives and critical elements of the Project. Defining the project outline and its process is the major role of Commissionerate, Rural Development at this stage.

Chapter 7 INSTITUTION DEVELOPMENT AND CAPACITY BUILDING

Transferring the responsibility to the Community Coordinator

112. The community coordinator of Velugu is the anchor facilitator for the program. The Project Facilitation Team actively involved so far in the formulation of indicative action plans should identify the community coordinator and entrust the person with project facilitation responsibilities. All the indicative plans and communication shall also be handed over. The Project Facilitation Team should also formally introduce the Community Coordinator to the community as the project facilitator. The community coordinator facilitates the project and will liaison with the Project Facilitation Team for any technical guidance.
113. The PFT should ensure that the community coordinators are properly oriented on the objectives of the CLDP and is adequately trained.
114. The community coordinator should properly introduce the project in the village and to the families associated with assigned lands. She/he has to make several efforts to orient and reorient the families dependent on assigned lands regarding the philosophy and components of CLDP. At the end of this stage, the community should have awareness regarding the nature and potential of assigned lands and able to plan for sequential and diverse activities that would provide sustained livelihoods.

Initial meetings with VO and potential members of Common Interest Groups

115. The CC would organize series of meetings with members of Village Organization on this agenda and the families of identified assigned land block. During these discussions, the CC would visit individual families and their lands. CC would orient these families on the broad objectives of the CLDP. Women members of these families must be included in these discussions and their point of view clearly understood by the facilitator at the very outset.

Initial orientation to the land-owners

116. Exposure visits to successful cases and interaction with communities or individuals that have succeeded in similar situations will help in internalising the project strategy. The CC should organize at least one formal one-day orientation program at this stage. Successful farmers (both men and women), from neighboring villages who have developed assigned lands could also be invited as resource persons.

Main Activities of Institution Development and Capacity Building

Time Period: 3 Months

- Entrusting responsibility to the community coordinators to facilitate the project
- Initial meetings with VO and potential members of Common Interest Groups
- Expression of Interest and Agreement on Non-Negotiables
- Identification and Training of Para Workers
- Formation of Common Interest Group
- Orientation Programs for CIG members and Community Coordinators
- Bench Marking and Survey
- Plans to remove key constraints

Expression of Interest by Community – Agreement on Non Negotiables

117. It is important to ensure that the community is genuinely interested in developing their assigned lands and commit their time and energies towards this agenda in a concrete manner. Initial inputs would trigger thinking among these families so as to

make them willing partners in the process. As part of this, the facilitator would discuss the following themes:

- Ways of developing/ enhancing food security from assigned lands
 - Means of improving the soil conditions/ fertility
 - Practices that reduce the cost of cultivation
 - Methods for collective action on resource management/ establishing common facilities or common assets
118. The commitment of CIG members in the form of agreement for certain conditions that enhance their collective action and sustainability of activities should be taken. While these conditions and non-negotiables could vary from project to project, some of the possible issues are:
- Agreeing for practices that enhance soil fertility/ organic matter in the soil.
 - Agreeing for considering resources augmented, particularly ground water, as common property and agreeing to evolve norms for collective use/ management of the same.
 - Agreeing for ensuring gender equity in resource/ benefit sharing and institutional membership
 - Commitment to establishing group norms in protection and Project implementation
 - Agreeing to pay contribution of at least 10%

Identification and Training of Para Workers and Community Coordinators

119. The Village Organisation would identify and nominate the Para-Workers in consultation with the land-owners in the selected block. The selected Para Workers should preferably be young, literate, willing to work for others and are able to spare time. Community Coordinators of the Velugu project would be identified as the facilitators for the selected projects within their operational area. These Para Workers and Community Coordinators would undergo orientation program organized in the district on the following themes:

- Basic orientation on CLDP
- Role of VO/CIG
- Process of Planning
- Technology in CLDP
- Implementation of CLDP
- Group formation processes in CLDP
- Books and Records in CLDP

Identifying the Self-Help Groups

120. The para-workers will make a list of the selected land owners of the block who are already members of existing SHGs. They would analyse the status and of functioning of these SHGs. Based on the analysis, if necessary, efforts would be made to strengthen/ revive these SHGs.

Formation of Common Interest Group

121. After the orientation to Para Workers they would facilitate formation of Common Interest Group(s) from among the families associated with assigned lands. Depending on the need, these groups could engage with savings and credit. During this process itself, the CIG has to develop active collaboration with Village Organization.

Orientation Programs for CIG members

122. The capacity building inputs should lead to community mobilization around common themes of interest, institution development, action planning and effective implementation by CIG members. PFT has to conduct orientation programs along with Para Worker on the over all concept of CLDP. In this process, visiting successful farms/ farmers who developed similar type of lands in neighboring villages/ district could be encouraged. The following themes and processes are proposed for building capacities of the CIG members.

Resource Literacy

123. Resource literacy could be the first step of internalizing the potential of the assigned lands and other natural resources. This understanding should further be enhanced within the consciousness of class, caste and gender. It includes:

- Land literacy
- Mapping assigned lands and other associated natural resources, their status, causes of degradation and potential options
- Understanding family needs and linking them with potential of land
- Mapping natural resource flows and livelihoods
- An orientation on concepts of dry land farming systems, importance of crop-livestock interactions and food security
- Institution Development and different models/ designs
- Successful models and best practices

124. Resource Literacy would build awareness and sensitivity to the issues related to assigned land development and food security. This exercise can be taken up as a series of participatory exercises carried out along with the groups of poor in the preparatory stage. Successful farmers should act as facilitators and role models in this process.

Reflection on Socio Economic Context of Families

125. This stream of capacity building helps the members of CIG to critically reflect on their socio economic context and arrive at potential options for enhancing their livelihoods and the role of reviving assigned lands in that process. Some of the issues for analysis and discussion are:

- Family Profile and their engagements
- Experiences of the family in agriculture practices
- Assets
- Occupations/ income sources
- Migration
- Seasonality
- Vulnerability
- Experiences of previous interventions by other/ government program.

Micro planning would be based on these two streams of analysis.

Bench Marking and Survey

126. The Para worker(s) should conduct several interactive meetings with each family and profile their conditions in terms of food security, asset base, fodder/ fuel needs, and livelihoods inflows from other assets / this land and so on. The Para workers would be oriented on survey and participatory methodologies for data collection. Community Coordinator would support Para Worker to compile this information and develop family profiles.

127. During this stage Community Coordinator would conduct a “Constraints Analysis” and understand the reasons for the current status of assigned lands. The discussions on the theme should lead to identification of potential activities in easing these constraints. Such activities should become part of the over all budget of the project. The CIG members have to identify appropriate ways and means of mobilizing finances for such activities, in consultation with Village Organization.

Active and Supportive Roles

128. At this stage, Community Coordinator and DWMA would play an active role in building the capacities of CIG and Para Workers. The role of CIG and Para Workers is that of learners. By the end of this stage, it is expected that the CIG is formed and Para Workers have reasonable abilities to support the functions of CIG. Para Workers should be able to perform tasks like profiling of families, needs analysis of families and lands, constraint analysis along with Community Coordinator.

Chapter 8 MICRO PLANNING

Planning Process

129. The development strategy is indicated in the Chapter 2 'Experiences, Core Principles and Strategy'. The planning process would result in two detailed action plans viz.,

1. Land and community water resources development plans (Grant Component). These plans consists of:
 - a. Removing key constraints
 - b. Land development and soil fertility improvement
 - c. Community water resources development
2. Livelihood diversification and productivity enhancement plans (Loan Component). These plans include integration of livestock (milch cattle and small ruminants) and other off-farm activities and plans for enhancing productivity of the lands already under cultivation or to be cultivated.

**Livelihood Based
Land Use Planning**

It is a participatory process of planning where 'usage of the land' is first decided and then, conservation and land development efforts are made.

The starting point is identifying gaps in the basic household needs of food, fodder, manure and fuel wood. The process involves integrating these needs in land use and development planning. It builds on the net-planning process.

130. Participatory micro planning is an intensive process. The Para workers and Community Coordinators chosen to facilitate the process should be thoroughly trained. The Village Organisation should be adequately oriented on their role and decision making process.

Constitution of Planning Team

131. After few initial rounds of discussions, the Project Facilitation Team should constitute a 'planning team' with representatives from the CIG and the Village Organisation. The Para workers and Community Coordinators will facilitate the planning team. An orientation program on the planning process to such planning teams would be organised with a good exposure visit.

Analysis of Livelihoods and Key Constraints

132. The starting point of the participatory micro-planning exercise is identification of the block of land and the households owning it. The planning team should first transect the lands along with the land owners. A copy of the cadastral map of the village, the topography map and the details taken from revenue records (Pahani or Adangal) would be useful for the exercise. During the transect walk, the team has to see if the lands are properly demarcated on ground and are in possession of the assignee. If the individual boundaries are not demarcated this process has to be initiated with Revenue Officials.

133. After completion of the transect, Resource mapping exercise will help in consolidating the discussion and database. The Community Coordinators should help the planning team in identifying various features of the land – soil types, local names of the land type, slopes, ridge points, drainage courses, existing infrastructure like roads, wells/borewells, water harvesting structures, fallow plots and grazing tracts. The Community Coordinator should transfer these details onto a copy of the cadastral map for record.

134. Several factors constrain cultivation of land owned by the poor, particularly the assigned lands. Need for wage earnings for sustenance, distance of lands from the habitation, unclear internal boundaries, lack of draft power, lack of working male members in the family, migration, heavy grazing pressure on the land, low productivity, problem soils, shortage of working capital, attached labour contracts or debt bondage and heavy indebtedness are some of the factors.
135. Many of the factors for not cultivating the lands or low productivity are located within the families. Without addressing these constraints, investments on lands may not be productive. The exercise on livelihoods analysis should capture all the above key constraints. This analysis can be done in a workshop mode with the CIG. All CIG members (both female and male) should participate in the workshop. The planning team should anchor the process facilitated by the para workers and Community Coordinator. The objectives of the program, the non-negotiables and the processes involved in the comprehensive land development project should be reiterated in this workshop. Sharing of experiences/ best practices will set an appropriate tone for discussion. The outputs of resource mapping and transect walk will be useful material to generate discussion in the workshop.
136. The participatory exercises in the workshop should focus on the following aspects:
- i. Profile the asset base of the family – family members, their work patterns, livestock assets, land, group membership, savings, indebtedness etc.
 - ii. Analyze the key constraints for production at individual and group levels.
 - iii. Analysis of past public investments on the land and livelihoods of the households, which will provide greater insights into the constraints
137. During the analysis quality time should be given to understanding the specific constraints of women headed and single women households. The livelihood profiles of individual households, key constraints (at individual and group level) and commonly agreed norms emerging from the analysis of past investments are the outputs at this stage. The constraints of draft power also need to be focused.
138. Once the analysis is complete and the key constraints are identified, the planning team should facilitate arriving at options and specific action points to remove the constraints. The planning team should develop a detailed action plan on removing key constraints emerging from this workshop and present it to the group in the next session.
139. ***Institutional Strengthening:*** A good foundation for the CIG can be laid during the workshop as the need for collective action on several matters related to common problems evolves during the process. Various functions that the CIG has to perform should be identified in the group exercise. Institutional aspects that need to be strengthened for better functioning of the groups would be identified based on the membership of the households in SHGs and an analysis of the functioning of SHGs. The institutional options for implementing the project like SHG/ CIG/ VO can be formalized in this workshop. Action Plan for strengthening institutional aspects should be evolved with the Community Coordinator providing support services to the Project.

Planning Workshop

Evolving Strategic Options for Land and Water Resources Development

140. The Community Coordinator and the planning team should prepare the agenda for the planning workshop based on the earlier discussions. The action plan for easing key constraints arrived at in the earlier workshop should be consolidated and shared by the planning team for approval by CIG.
141. The planning workshop should focus on evolving strategic options for various project activities. This workshop would broadly achieve the following:
 - i. Decide on the strategic options for development of cultivated and fallow lands, drainage line development and development of biomass
 - ii. Decide the works to be taken up collectively in the common lands including location ; like water harvesting structures, plantations, bio fencing etc.
 - iii. Group norms – for protection from grazing, sharing of water, crop-pattern norms etc.
 - iv. Decide the group action plan to overcome the identified critical constraints with a specific reference to women headed and single women families in the group.
142. The group should commonly agree on these strategic options. The individual choices in the action planning process will be within these commonly agreed norms. These commonly arrived norms should be recorded in a register of the group as common reference point. Experience shows that intensive investments without proper group control and regulation will not sustain. The required mechanisms of enforcing the norms should also be discussed in the workshop; which should be operationalised in the course of time. The para workers should internalize the importance of the group norms and become the key players in ensuring their operationalisation.
143. The planning workshop would be followed by field visits. The planning team and the group members should finalise the location of common activities. The para workers would work out a schedule of preparing individual action plans in small groups. The para workers and the Project Facilitation Team should give inputs to the group on the individual action planning process.

Participatory Land Use Planning

144. Once the CIG is clear on the strategic options, the para workers visit each plot, along with male and female members of the family owning the land as per the schedule decided. The methodology of participatory land use planning incorporates livelihood dimensions in the 'net-planning' process followed in the watershed planning.
145. The action planning process involves first identifying the purpose(s) for which the family would like the land to be used. The household food, fodder and fuel security will form a basis for discussion. Once the land use is decided, then land development activities for soil and moisture conservation, developing small water harvesting structures, manure pits, plantation of grasses and trees will be decided by the owners in the joint analysis.
146. The components typically include soil and moisture conservation, gully control works, removal of scrub vegetation/ large stones/ boulders, diversion drains, drainage line development, water harvesting (especially small farm ponds and other water bodies), deep ploughing in fallow lands, compost pits, raising nurseries, intensive plantation of grasses and tree species on - bunds, plots allotted within the field, along drainage courses and as live fencing.

147. The farmers' preferences, successful local technology practices or indigenous knowledge should be followed with support from Project Facilitation Team. Plans for improving soil fertility should get special attention. Various ways of improving soil fertility are detailed in the '*Handbook on Technology Options*'. Drainage line development will also be part of this exercise.
148. The plan emerging with each family should at least indicatively satisfy the objectives of food security, diversification of livelihoods and complete vegetative treatment. All such individual plans will be compiled and aggregated by the para workers with the help of the Community Coordinator.
149. The compiled action plan should to be placed before the CIG for finalization and approval.

Community Irrigation Development Plans

150. Accessing secure irrigation will make a major difference in the livelihoods development of the land owners in the selected block. Considering the small size land holdings individually accessing ground water will be prohibitively expensive and is not desirable. CLDP would encourage sustainable way of managing ground water through group borewells or wells. The pre-requisites for investing on accessing ground water include:
 - All the land treatment activities should be completed and land should be ready to receive irrigation.
 - The land must be under cultivation at least for a minimum of one season
 - The land owner in whose land the borewell/ well is dug should vest the ownership of the borewell/ well with the group and also agree for sharing water with others as per the group norms.
 - The Common Interest Group is functional with clear institutional processes
 - Group norms for contribution, maintenance and water sharing are established
 - Norms like restricting cultivation of water intensive crops are agreed upon
 - At least one person volunteers to be trained in repair and maintenance of the motors and borewells
 - Several bottlenecks like lack of a transformer, distribution lines should be cleared through convergence before such investments are made
 - Plans should comply with the provisions of the Water, Land and Trees Act.
151. To the extent physically feasible, it must be ensured that all the households receive critical irrigation at least for a small patch of their land i.e. the irrigation benefits must be spread across households. Critical irrigation to a larger crop area should be a priority over irrigation per se.
152. Considering the pre-requisites for irrigation, the group irrigation plans need to be sequenced appropriately. However, in exceptional and deserving cases this planning exercise may be taken up simultaneously but, after fulfilling all the pre-conditions mentioned above.
153. The above action plans (Removing key constraints, Land development and soil-fertility enhancement plans and Community irrigation development plans) must detail the components that will be taken up by the farmers on their own, as grant from the project (with at least 10% contribution from the household), as loan from Community Livelihood Infrastructure Fund and bank, and through convergence. (see Chapter 4 'Project Components and Funds').

Community Livelihoods Infrastructure Development Plans

(Livelihood Diversification and productivity enhancement plans)

154. The community livelihoods infrastructure development fund is created as a revolving fund to enable the group to make the best use of the physical infrastructure created for enhancing and diversifying their livelihoods. The VO and the CIG should commonly agree upon the repayment schedules and rates of interest with facilitation from the para workers. Two sets of plans viz Productivity enhancement plans, Natural resource based off-farm livelihood promotion plans should be prepared to access this Fund. The sequence and timing of preparation of these plans are important.

Productivity enhancement Plans

155. Planning process should ensure that the lands are brought into cultivation after the lands are developed. The plan should address the key constraints like lack of plough bullocks, grazing control etc. When the land starts yielding biomass, livelihoods based on it (such as livestock) should be introduced. Natural resources based off farm livelihoods plans may be taken up as per the opportunities arising.

156. For the lands already under cultivation and also for the lands newly brought under cultivation, the productivity enhancement plans need to be prepared. These plans typically consist of crop diversification, accessing improved seeds, reducing costs of pest management, measures to improve soil fertility on a continuing basis, etc.

157. The emphasis would be on food crops as they not only provide food security but also make available crop residues for livestock development.

158. The para workers and the group members would be adequately oriented by the district resource agencies on the sustainable agriculture options. The productivity enhancement plans would be prepared in the following steps:

- Identifying the successes and successful farmers on specific production technology/ constraints
- Interacting with the successful farmers
- Generating productivity enhancement proposals from land owners in the selected block

Livelihood Diversification Plans through off-farm livelihood options

159. When the land starts yielding food, fodder and other biomass from crop residues, grasses and tree loppings, the necessary fodder base is established. Livestock should be integrated into the farming systems at this stage. Earning from livestock generates cash income flows in critical periods and especially small ruminants and poultry are liquid assets. Several other services in the areas of pest management, livestock health services, soil fertility enhancement etc., may open up as all the land is brought into production. Draft animals may also be a good source of earning. Processing and other value addition opportunities may also be explored. The livelihood diversification plans should build upon such opportunities for group or individual enterprises.

160. The para-workers should facilitate these action plans at the right time. A systematic analysis of existing livelihoods and the potential new options should be the basis for such action plans. As per requirement these plans may also integrate marketing options.

Peoples Estimates

161. The planning process should be demystified so that the community can actively participate and own up the programme. Technological facilitation should also help in demystifying the choice of options and give due importance to peoples choices and knowledge. While the unit costs (either in SSR or fixed by District Nodal Agency) are followed in preparing the budgets the estimation process should be in the language of the community and in terms understandable to them. This will help in not only in transparency but also in effective supervision and quality of works. In the name of Peoples Estimates lower wages than SSR should not be permitted.

Approval of Plans by Village Organisation

162. The para workers will present the plans prepared under the Community Livelihood Infrastructure Development Fund in the Village Organisation meeting for discussion and approval. The approved action plans will be submitted to PMA for necessary follow up and release of budgets.
163. Planning in CLDP is not a one-time affair. To facilitate sequential planning of activities '**A Step-by-Step planning process manual**' elaborates the methodology. Similarly, '**A Handbook on Technology Options**' will help as a ready-reckoner in facilitating the appropriate technological options.

Wage Planning

164. Many of the activities involved are labour oriented. Wages within the program activities are an important source of providing gainful employment to the households on their own lands/ within the block. This develops the attachment of the assignee to the land. The Wage Planning exercise is an important instrument to achieve this objective.
165. The para-workers should phase the activities over the year and allocate work to the workers in groups in such a way that they get continuous wage employment across the year. All the investments; for example raising a nursery (instead of purchasing planting material) should be internalised. Expenditure targets would not be pushed during the peak seasons of labour to help in a better spread of wage opportunities across the year. The para-worker should prepare a wage-calendar for each group of labour dependent households spreading the activities appropriately.

Chapter 9 IMPLEMENTATION

166. The implementation process in CLDP should strategically focus, at least in the first year, on wage employment for the assignees. This prevents the families from migration and keeps them attached to the land. It also ensures continuous wage income and enables the households to pay-off some debts and even may generate some surplus.
167. A 'Wage Planning' exercise would be undertaken to phase the activities over the year in such a way that the assignees get wage employment across the year.
168. CIG members themselves would implement all activities under CLDP. As the land owners of the selected block would be primarily dependent on wage employment the works in their lands should be preferably undertaken by themselves. To facilitate the implementation such families should be organized into labour groups to take up the works. The groups should be facilitated to access all the wage employment opportunities by taking up work in their individual plots one after the other or simultaneously. The works/ activities would be implemented as per the plans developed.
169. Depending on the type of project activities, the following functions need to be discussed among CIG, VO, Community Coordinator and Para Workers and responsible person/ group identified:
 - Material Procurement
 - Financial records
 - Quality Control and Supervision
 - Monitoring
 - Contributions
 - Enforcing norms of sharing and resource utilisation
170. As all the activities have a pronounced seasonality, implementation plans assume critical importance. Once the action plans are clear, food for work and various other government programs can be converged with the implementation.
171. For all the project activities that are undertaken from the grant a minimum of 10% would be contributed by the respective land owners. The contribution can be in the form of cash, material or shram daan. The contribution would be deposited in the Community Livelihood Infrastructure Fund.

Quality Control and Payments

172. CIG should also take responsibility for quality of works. Para worker will supervise the work and maintain the record books. The records maintained at CIG level are Minutes book, Asset Register, (that includes the list of the names of the land owners, area of land and other resources, survey number), wage register. If CIG is also involved in savings on its own, it will maintain appropriate records. Village Organisation should check all the works before payments along with the Community Coordinator and CIG. VO will maintain Minutes Book, Measurement Book, Payment Voucher, Receipt Book, Cash Book, Ledger and other relevant records.
173. Village Organisation would make the payments by cheque to the CIG. Community Coordinator should verify the Measurement Book before the cheque releases. Payments should be made within a week after the completion of the work. CIG would pay to members who have done the work on the basis of the wage register.

174. **Transparency:** All financial transactions should be in a transparent manner and social audit should be organized periodically. All information should be available on demand to the project stakeholders.
175. Conflicts within the individual landowners and between owners of compact blocks of land should be amicably solved at the CIG or VO level. Potential conflicts between the families who are developing their land and other villagers and/ or surrounding villages should also be identified and resolved.

Chapter 10 MONITORING

176. Monitoring should help in keeping track of and ensuring the realization of objectives of the project, which should be very innovative and supportive. The feed back from the monitoring data should help to generate new strategies and streamline the ongoing processes. Monitoring also would be a learning process for the project authorities as well as for other members like CIG/ PFT. The monitoring is divided into two categories:

- Project Monitoring
- Process Monitoring

177. The Project Monitoring looks at the physical and financial progress and other related aspects, while Process Monitoring looks at the “way” the project is being implemented at different stages and why the project is happening the way it is happening.

178. The monitoring functions are located at different levels. Appropriate methodologies and contents would be developed for each level and purpose so that the lessons learned from process monitoring are meaningful and useful.

Level	Responsible Institution	Purpose	Process of Monitoring
Community Level	Village Organization (Universe)	<ul style="list-style-type: none"> • Providing Feed back to CIG • Identification of Issues and bottlenecks 	<ul style="list-style-type: none"> • Monthly review at VO level in which CIG members should share progress with VO • Analysis of progress on key steps and the “way” progress is achieved • Against indicators of process outputs • Through conducting field visits
District	DWMA (Universe)	<ul style="list-style-type: none"> • Keep track of project mile stones and achievements 	<ul style="list-style-type: none"> • Data to be generated on physical and financial aspects • Comparative performance of different actors
Regional/ State	Independent Organization (Sample Projects)	<ul style="list-style-type: none"> • Provide feed back on the project and its processes for policy formulation and revising operational strategies 	<ul style="list-style-type: none"> • Analysing processes against the process indicators/ process results • Studies related to experiences in selected theme/ issue.

179. A comprehensive framework would be prepared for monitoring the project in terms of its progress, process and its results. Gender concerns would be an integral feature of this framework. Capacity Building inputs would be provided to different organizations involved in monitoring. The observations/ reports from monitoring teams would be shared in the meetings of District Level Steering Committee and State Level Resource Group. PFT and DWMA should involve in the participatory monitoring exercises at community level. The State Level Resource Group would compile issues emerging from the field on the development of assigned lands. Researchers would be engaged to study different issues related to various themes (e.g.: performance of CJFS; technological choices and sequence of activities, desirable funding norms).

Chapter 11 GENDER MAINSTREAMING

180. Women are not recognized as farmers and contributors towards different aspects of agriculture and not acknowledged in most of the programs and policies. This bias led to centralization of power and decision making in agriculture in the hands of men. Women remained in periphery, in spite of having experiences of nurturing land and animals, safe guarding traditional practices, ensuring the family needs. At the same time, there are instances where women are targeted in development processes in a way that adds to their burden at home, productive and social spheres and men comfortably do not share the work load with women.
181. In CLDP, the gender strategy addresses to establish a balance between men and women in terms of institutional spaces, decision making processes, learning opportunities, project benefits. This would have a positive bias towards strengthening women's role in decision making and sensitizing men towards a new value system to provide support to women in pursuing active roles at home, farming and in society.
182. CLDP would assure active participation of women to ensure that the focus remains on food security and fulfilling household needs.

Strategic Needs of Women and Learning Needs of Men

183. Proposed institutional arrangements in CLDP provide opportunities for decision making for women, while the capacity building strategy in CLDP provides learning opportunities for men to expose them to newer value system.
- Equal partnership/ membership for men and women in Common Interest Groups
 - Priority to women in identifying as Para Workers
 - CIG as a decision making forum in which men and women participate actively.
 - Women members of Village Organization in the CIG would be encouraged to occupy leadership positions in the CIG, including financial responsibilities.
184. PFT would provide capacity building inputs to women on food security and household needs and linking this concept with assigned land development. Visits and interaction with successful women farmers generates greater levels of confidence among women members of CIG and sensitize men to recognize women as change agents.
185. Developing attachment to land and facilitating a process of "holding the family to land" are critical emotional dimensions of CLDP. When women are engaged in several activities related to land development, agriculture and allied activities, this process takes place more naturally and organically. It is important to develop direct access to women to investments in the project to strengthen this process of developing attachment of the family towards assigned lands.

Practical Needs -- Planning for Food Security and Family Needs

186. While conducting "Constraints Analysis", gender discrimination in the society would be carefully understood by the facilitating team. While identifying these constraints, the facilitators would analyse the differential implications of these

constraints for men and women. Priority would be given to activities that reduce the burden of women and help them to adopt newer roles.

187. Women should be actively involved in wage planning exercises so as to benefit from the process. While planning for wages, equal wages and minimum wages would be followed.
188. Analysis of family needs by Para Worker and Community Coordinators should include both men and women of the families, reflecting on their needs in terms of water, food, fodder, fuel wood, etc. This process should result in an informed choice of activities in terms of agriculture and other uses of assigned lands.
189. In CLDP cash crops would be taken up only after basic household and livelihood needs are met through food crops and biomass production.

Chapter 12 CAPACITY BUILDING STRATEGIES

Capacity Building of CIG and Para Workers

190. Consistent and continuous capacity building inputs would be provided to CIG and Para Workers. Since the budgetary support is limited, higher percentage should be spent on building capacities of these groups.
191. DWMA would facilitate an effective functional convergence strategy for forging different resource organizations/ persons/ projects like VELUGU/ Watershed Development Project, etc. The available funds for capacity building, project monitoring and evaluation would be pooled at district level for effective targeting and focusing (see Capacity Building and Monitoring chapters).
192. The order of priority of the target groups and capacity building activities are as follows:
 - Orientation and Capacity Building to CIG Members
 - Skill Development of Para Workers and Community Coordinators
 - Skill Development of Project Facilitating Teams
 - TOT for District Resource Persons

Successful Models/ Farmers as Sources of Inspiration and Learning

193. The CLDP would facilitate a shift in the thinking of the community on agriculture and their livelihoods. Understanding and confidence should be developed among all the associated members, on the proposed strategy and concept of land development in CLDP. For this purpose, a group of "role models" both individual farmers and community based organizations would be identified. These successful farmers/ Community Based Organizations would act as a source of inspiration and learning for the entire project. The learning process would be strongly linked to existing field experiences. Learning by seeing and doing would be the key approach for all stakeholders.

Institutional Arrangements for Capacity Building

194. While State Level Resource Group gives broad direction, special meetings with selected members of the State Level Resource Group would be organized to evolve detailed capacity building strategy. The guiding principles for capacity building are:
 - Decentralized and Institutionalized Capacity Building Inputs
 - Priority to the primary target groups
 - Project Management Cycle based CB Inputs
 - Consistent and continuous support to the CIG
195. At the district level DWMA would constitute a sub committee for Capacity Building. This Committee would take the responsibility of contextualizing and operationalizing the capacity building strategies developed by State Level Resource Group. The responsibilities of this Sub Committee are:
 - Identify local resource persons/ organization and link them with CLRC.
 - Develop appropriate cost norms for honorarium/ training programs/ other services by resource persons
 - Approve the capacity building action plans as per the priority/ need of the project
 - Establish linkages between CIGs and CLRC/ Empanelled Resource Persons

- Monitor the implementation of the action plans for capacity building
- Sensitize the line departments and others in concept of CLDP
- Report the developments and progress to the District Level Steering Committee

196. At Mandal/ cluster level, Cluster Level Livelihoods Resource Centers that are being established by DWMA would provide an institutional platform for the capacity building needs of the CLDP.

Capacity Building - Themes and Delivery Mechanisms

197. Based on the objectives of the CLDP and skills required to perform the expected roles by each stakeholder, the themes for capacity building are broadly indicated here. This analysis is conducted only for priority groups as indicated earlier.

S N o	Group	Frame of Reference	Learning Needs
1	CIG Members	Objectives of the Project	✓ Ensuring Food Security from dry land agriculture and diversified activities
2	CIG Members	Roles to be performed	<ul style="list-style-type: none"> ✓ Collective Action and Individual Initiatives ✓ Attachment to land and Livelihood Options from dry land ✓ Choice of activities (on farm, NRM related off farm, marketing, etc.)
3	Para Worker, Community Coordinator	Support Function on technology and institutional development	<ul style="list-style-type: none"> ✓ Motivational, Organization and Communication Skills ✓ Technology application and facilitation in dry land agriculture (including new and traditional technologies) ✓ Supervision and quality control
4	PFTs/ District Level Resource Persons	Facilitation of Project at CIG level	<ul style="list-style-type: none"> ✓ Situation Analysis ✓ Theory and Practice of dry land agriculture ✓ Choice of technology, planning and budgeting ✓ Communication Skills and supportive nature
5	District Level Officers	Supervisory Role and Appraisal/ review functions	<ul style="list-style-type: none"> ✓ Sensitivity towards participatory development and poverty reduction ✓ Role of Community Based Institutions ✓ Understanding Best Practices

Institutionalized Interactions between Para workers and Resource Persons

198. CLRC would function as an institutional platform for providing regular capacity building inputs to the para workers and for sharing experiences. DWMA would facilitate regular and institutionalized interactions between the empanelled resource persons and para workers at least once in two months. During these interactions, the para workers and Community Coordinators would share their field level problems and seek inputs from the resource persons. This process would strengthen the CIG in the long term.

Chapter 13 ROLE OF VOLUNTARY ORGANIZATION/ NGOs

199. Several Voluntary Organization/ NGOs have been working on issues related to land in many parts of the state. Source of inspiration for CLDP is largely derived from such exemplary models and experiences. The key lessons learned from these experiences are already indicated in earlier chapters. In this chapter, the critical roles that Voluntary Organizations/ NGOs could play are discussed.

Establishing Rights and Entitlements

200. While CLDP focuses only on those lands where the titles are clear and there are no disputes, other category of lands where the ownership is disputed and confused, also deserves attention. Some of the Voluntary Organizations/ NGOs might work with the communities/ families on the issue of land rights and establishing entitlements. This is responsibility that an organization is willing to take up on its own. Once the process of establishing rights over land is completed, such lands could be recommended for CLDP for investments on development and utilization.

Advocacy and Review Functions

201. Support and guidance from Voluntary Organizations/ NGOs with experience in implementing such projects would be taken from time to time in steering the project. These organizations would be selected as members of the committees constituted at district/ state level. The members of these committees would be given advance information about the meeting and its agenda. Their travel and incidental costs would be met from the project funds. The representatives of Voluntary Organizations/ NGOs should voice the concerns of NGOs and CBOs involved in the project and explore solutions to the critical issues.

Process Monitoring and Evaluation

202. Voluntary Organizations/ NGOs with expertise in process monitoring would be invited on to the State Level Resource Group/ District Level Steering Committee. DWMA would give them the task of process monitoring and evaluation of the project at regular intervals. The budgetary support available for capacity building and monitoring (4.5%) could be utilized for this purpose.

Resource Organizations

203. Voluntary Organizations/ NGOs with useful insights into complexities of developing assigned lands and ensuring food security would be involved in capacity building. Field villages/ CBOs established by such Voluntary Organizations and their Staff could be resource providers. This would be critical input in the proposed capacity building strategy. Such persons could be empanelled at Cluster Level Livelihoods Resource Centers so as to institutionalize their partnership with the project. Their services should be compensated and the expenditure met from the capacity building budget.

NGOs in implementing and facilitating roles

204. A stream of projects facilitated by eligible Voluntary Organizations/ NGOs would be taken up in each district. In such cases, the total budget available for facilitating the project (6%) would be transferred to the selected Voluntary Organizations/ NGOs.

205. A stream of projects in each district would be identified as Innovative Projects in CLDP. The projects under this stream would be exclusively managed and facilitated by eligible Voluntary Organizations/ NGOs working on this agenda.
206. A set of Voluntary Organizations would be selected by the State Level Resource Group as Project Management Agencies for CLDP based on well defined objective selection criteria which includes the past experience, credibility and capacities of the Organization.
207. The identified Voluntary Organizations has to follow the same process guidelines like any other PMA. However, the project support component would be channeled to these Voluntary Organizations directly from Commissioner, Rural Development. A formal Memorandum of Understanding (MOU) would be signed between CRD, Voluntary Organizations and DWMA of the respective district.
208. NGO forum of such selected organizations along with NGO resource organizations would be facilitated for the following:
 - Facilitate the interface between government departments and NGOs
 - Provide support in the project implementation
 - Ensure internal accountability
 - Provide documentation services and compilation of lessons emerging from these experiences

Annexure 1

List of Participants in Consultative Meetings for evolving Process Guidelines for CLDP

1. Dr. A. Prasad Rao
ANGRAU (Former Professor)
Hyderabad
2. Dr. M. Singa Rao
ANGRAU (Prof. Of Soil Phys.)
Hyderabad
3. Dr. J. Venkateswarlu
Consultant, Hyderabad
4. M. Osman
CRIDA (Sr. Scientist, Agronomy)
Hyderabad
5. V.M. Mayande
CRIDA (Principal Scientist)
Hyderabad
6. Dr.P.K. Mishra
CRIDA (Principal Scientist)
Hyderabad
7. Dr. S. Surya Prakash Rao
DAH (Assistant Director – Farms)
Hyderabad
8. C. Udaya Shankar
WASSAN, Hyderabad
9. Dr. N.K. Sanghi
WASSAN, Hyderabad
10. Dr. G.V. Ramanjaneyulu
CSA, Hyderabad
11. M. Chandrasekhara Rao
APARD, Hyderabad
12. S. Kiran
Permaculture Association of India
Hyderabad
13. M.N. Dinesh Kumar
Timbaktu Collective
Ananthapur
14. P. Viswanath
VIKASA, Visakhapatnam
15. S.A. Shameer
Speak India, Nellore
16. Ranjitha Pushkar
IWMI, ICRISAT
Hyderabad
17. Leelavathi,
APMSS, Hyderabad
18. S.K. Anwar
CWS, Secundarabad
19. Kalamani
CWS, Secundarabad
20. P.B.Reddy
Kadapa
21. S. Kondiah
CDCF
22. K.Y. Diwakar Babu
Kadapa
23. K. Srinivasu
SEVA
24. B.N. Ram Mohan
SERP – Mahaboobnagar
25. K. Krishnaiah
APDBMACS Federation Ltd.
Secunderabad
26. M.D. Kiran Kumar
Ankuram Sangamam Poram (ASP)
Secunderabad
27. V. Shyamala
SWEET, Nalgonda

28. M. Srinivas
VIABHAV Society, Nalgonda

29. D. Ramu
SPOORTHY Network, Nalgonda

30. Suresh
Dalit Desk – CWS
Secunderabad

31. B. Srinivas Reddy
TREES, Medak

32. P.V. Ramanaiah
FUDS, Nellore

33. D. Prabhakar Reddy
PAS, Chittoor

34. K. Ramalingam
APDBSU, Hyderabad

35. G. Chenna Reddy
PCSS, Kadapa

36. T.N. Naidu
JCSS, Kadapa

37. S. Sreenivasa Reddy
Jana Jagriti, Ananthapur

38. Satya Babu Bose
CRSD, Ananthapur

39. S. Hyder Vali
APPS, Ananthapur

40. V. Reddenna
Rayalaseema Dalitha Vedika
Kadapa

41. M. Rajendran
MARPU, Ravulapalem, E.Godavari

42. Uma Shankari
Land Reforms Committee, Chittoor

43. Thomas Pallithanam
APDBSU, Ravulapalem, E.Godavari

44. J. Chander
MARI, Warangal

45. G. Uday,
MARI, Warangal

46. M. Krishna Murthy
PSS, Warangal

47. M. Arjuna Prasad
TNRMG, Hyderabad

48. M.S. Prakash
Action, Rajahmundry

49. M. Gurudutt Prasad
Action, Rajahmundry

50. A. Narayana Reddy
RISES, Ananthapur

51. Esther Subhashini
MVF, Hyderabad

52. Ravindra Babu
WASSAN, Hyderabad

53. M.V.Ramachandrudu
WASSAN, Hyderabad

54. Ch. Ravi Kumar
WASSAN, Hyderabad

Representatives from

Animal Husbandry Department
S. C Corporation
ICRISAT
APMAS
Velugu

And ...

Joint Commissioners of CRD
P.D, DWMA, Nellore

Annexure 2

Members of State Level Resource Group

1. J.C. Sharma I.A.S.
M.D., Finance Corporation
2. Dr. Vijay Kumar,
M.D., B.C. Corporation
3. Vijay Kumar,
Chief Executive Officer,
VELUGU
4. Dr. Manmohan Singh I.A.S.
Commissioner, Tribal Welfare
5. Sarangal
Chief Executive Manager,
NABARD.
6. The Director,
Ground Water Department
7. The Director,
Horticulture Department,
8. The Director,
Animal Husbandry Department
9. The Director,
Agricultural Department
10. Dr. Y.S. Ramakrishna
Director, CRIDA
11. Dr. S.P. Vani
ICRISAT, Hyderabad
12. T.K. Sreedevi
ICRISAT, Hyderabad
13. K.S. Gopal
CEC, Hyderabad.
14. Y.V. Malla Reddy,
RDT, Anantapur
15. C.S. Reddy
APMAS, Hyderabad
16. P.V. Satish,
DDS, Hyderabad.
17. Sagari Ramdas
Anthra, Hyderabad
18. Rebecca
Natural Resource Programme
Hyderabad
19. Paul Divakar,
National Campaign on Dalit
Human Rights, Hyderabad
20. M V Ramachandrudu
WASSAN, Hyderabad
21. M.S. Ravi Prakash
Agriculture, Man & Ecology
Hyderabad
22. S.K. Anwar,
CWS, Secunderabad
23. J. Neealaiah
Ankuram Sangamam Forum
Secunderabad
24. Umi Daniel,
Secunderabad