

# Alternate Implementation Mechanism

A Case Study on  
**Sujala Project, Karnataka**

*Prepared for*  
**Department of Rural Department,  
Government of Bihar**

*Supported by*  
**The World Bank, New Delhi**

**May 2010**

*Submitted by*



*Case Authors*  
**Manju S Raju  
Dhananjaya B N**

*Prepared by*



# ALTERNATE IMPLEMENTATION MECHANISM

A Case Study on  
**Sujala Project, Karnataka**

*Prepared for*  
**Department of Rural Department, Government of Bihar**

*Supported by*  
**The World Bank, New Delhi**

May 2010

*Case Authors*  
**Manju S Raju**  
**Dhananjaya B N**

*Submitted by*



*Prepared by*



## Alternate Implementation Mechanism

©The Livelihood School

**Disclaimer:**

The views expressed in this report are the authors<sup>1</sup> and not necessarily those of the organisation

---

<sup>1</sup> Manju S Raju is a freelance consultant and works as an Extended Faculty of The Livelihood School;  
Dhananjaya BN is a Sr. Faculty Associate of The Livelihood School

# Contents

<i>List of Annexure</i>	<i>i</i>
<i>Abbreviations</i>	<i>v</i>
<i>Glossary</i>	<i>vii</i>
<b>PART I: INTRODUCTION</b>	
1. WHY STUDY THIS CASE	1
2. SNAP SHOT OF THE PROJECT	1
3. WHY PROJECT CHOSE AIM AS A STRATEGIC TOOL	4
4. KEY TAKEAWAYS FOR AIM FROM SUJALA	6
<b>PART II: INSTITUTIONAL STRUCTURE AND GOVERNANCE</b>	
5. PARTNERSHIP – INTEGRAL TO SUJALA’S OPERATIONAL STRATEGY	11
6. GOVERNANCE	13
7. ORGANISATION STRUCTURE OF PROJECT ADMINISTRATION	15
8. PARTNERSHIPS FOR IMPLEMENTATION	19
9. PARTNERSHIP WITH COMMUNITY BASED ORGANISATIONS	26
<b>PART III: PLANNING, IMPLEMENTATION AND SUPPORT SYSTEMS</b>	
10. PLANNING AND IMPLEMENTATION	32
11. SUPPORT SYSTEMS IN THE SUJALA PROJECT	41
<b>PART IV: PARTNERSHIP MANAGEMENT</b>	
12. PARTNERSHIP MANAGEMENT	68
List of Officials / Experts / Persons Contacted	74
List of Reports/ Documents referred	75

## List of Annexure

<b>Sl.No</b>	<b>Particulars</b>	<b>Annexure Number</b>
<b><i>Part 1: Contract Agreements of Various Project Partners</i></b>		
1	Contract Agreement of PNGO	Annexure 8.1
2	Contract Agreement of LNGO	Annexure 8.2
3	Contract Agreement of FNGO	Annexure 8.3
4	Contract Agreement of SNGO	Annexure 8.4
5	Memorandum of Understanding with SWS	Annexure 9.1
6	Contract Agreement of ME&L Agency	Annexure 11.4
7	Contract Agreement of FMTSC	Annexure 11.9
8	Contract Agreement of Auditors	Annexure 11.11
<b><i>Part 2: Formats, Guidelines and others</i></b>		
9	Rating System under Performance Based Payment	Annexure 8.4
10	Comprehensive Guidelines for Implementation of IGA	Annexure 8.6
11	Model SWAP Report Format	Annexure 10.1
12	List of Training Modules Developed in Sujala	Annexure 11.1
13	Subject Details for Trainings of SHGs, AGs and SWS	Annexure 11.2
14	Month wise Training Calendar – Phase III	Annexure 11.3
15	Sample MIS Output Format	Annexure 11.5
16	Sample Processing Format and Observation Report	Annexure 11.6
17	Processing Monitoring Formats	Annexure 11.7
18	Self Evaluation Formats for CBOs	Annexure 11.8
19	Sample PFMS Report	Annexure 11.10
20	Audit Formats at SWS and DWDO	Annexure 11.12

*All Annexures are given in Volume II of the report*

## Abbreviations

AG	Area Group
AIM	Alternate Implementation Mechanism
CBO	Community Based Organisation
DLRC	District Level Review Committee
DRG	District Resource Group
DWDO	District Watershed Development Office
EAP	Entrepreneurial Awareness Programme
EC	Executive Committee
EDP	Entrepreneurship Development Programme
EPA	Entry Point Activity
ESA	Environmental and Social Assessment
FMTSC	Financial Management and Technical Support Consultant
FNGO	Field NGO
GIS	Geographical Information System
GOK	Government of Karnataka
IGA	Income Generation Activity
ISRO	Indian Space Research Organisation
LNGO	Lead NGO
LOC	Letter of Credit
ME & L	Monitoring, Evaluation and Learning
MIS	Management Information System
NGO	Non Governmental Organisation
PAD	Project Appraisal Document
PBPS	Performance Based Payment System
PEC	Project Empowerment Committee
PNGO	Partner NGO
PPMU	Project Planning and Monitoring Unit
PRA	Participatory Rural Appraisal
PRI	Panchayat Raj Institutions
QBS	Quality Based Selection
QCBS	Quality and Cost Based System
RS	Remote Sensing
SHG	Self Help Group
SMS	Subject Matter Specialists
SNGO	Specialist NGO
SOE	Statement of Expenditure
SSS	Single Source Selection
SWAP	Sujala Watershed Action Plan

SWS	Sujala Watershed Sangha
SWS-EC	Sujala Watershed Sangha Executive Committee
ToR	Terms of Reference
UAS	University of Agricultural Sciences
WDD	Watershed Development Department
WDT	Watershed Development Team

## Glossary

Community Based Organisations:	Civil societies, non profits that operate within a single local community. They are often run on a voluntary basis and are self funding. Within community organisations there are many variations in terms of size and organisational structure. Some are formally incorporated, with a written constitution and a board of directors, while others are much smaller and are more informal.
District:	Administrative division of an Indian state or territory. Districts are further subdivided, in some cases into sub divisions, and otherwise directly divided into tehsils or talukas or blocks
Gram Panchayat:	Local government at the village or group of villages and is the first tier of the Panchayat system in India.
Implementing Agency:	Agencies (e.g., NGO/CBO/CSO/private sector) partnering with the government/Nodal Agency to implement programmes and schemes in an end to end or partially.
Nodal Agency:	A department or an agency of government which is vested with the responsibility of steering a project or scheme through adoption of AIM, apart from other conventional implementation models.
Village:	A clustered human settlement or community with the population ranging from a few hundred to a few thousands (sometimes tens of thousands), often located in rural areas.

## Part 1

# Introduction

The **Sujala** watershed project was a flagship programme of the Government of Karnataka in the area of watershed development. This World Bank assisted project, designed based on the lessons from the State's previous Watershed Programmes, was the pride of the State's multi-disciplinary Watershed Development Department (WDD)

## 1. Why Study this Case

The Sujala project had multiple stakeholders providing various technical, social and administrative services to the project. The Watershed Development Department collaborated, as a deliberate strategy, with partners at the State, District, and sub-watershed levels to ensure that services required for quality implementation are made available. Hence, the project provides a rich picture of the Alternate (to traditional) Implementation Mechanism (AIM) adopted in terms of the structures, systems established and the range of inter-organisational collaborations involved.

## 2. Snap Shot of the Project

Sujala was a World Bank assisted watershed project. Implemented in five districts of Karnataka, Sujala's aim was: to increase the productive potential of the watersheds by involving the communities in the process through building appropriate people's institutions, and capacitating them to plan, in order to implement and manage their resources to achieve sustainable development.

### 2.1 Objectives

- Improve the productive potential of selected watersheds and their associated natural resource base.
- Sustainable alleviation of poverty.
- Develop and strengthen community based institutional arrangements for sustainable natural resource management.
- Improve skills and employment opportunities for non-farm sectors
- Involve village communities in participatory planning, implementation, social and environmental management, maintenance of assets and operate in a more socially inclusive manner.

#### Mission Statement of Sujala Watershed Project

Box 2.1

To develop, promote and implement through participatory approaches, a decentralised, cost effective/productive, transparent and sustainable watershed treatment package:

- meet rural livelihood needs
- enhance employment and income opportunities for the poor
- improve the productive potential of natural resource base
- reduce the poverty and natural resource degradation

The project had four components:

- Participatory watershed protection and development. This included:
  - Social Mobilisation, and Watershed Development Treatment.
  - About 88 per cent of the project outlay was earmarked for this component.
- Farming System Intensification:
  - This component had 5 per cent of project outlay and included:
  - Participatory farmer driven research and extension system

- Agriculture and horticulture
- Livestock improvement
- Forestry development.
- Income Generating Activities: This component had 4 per cent of project outlay.
- Institutional Strengthening (including project management): This component had 3 per cent of project outlay.

The project was started in September 2001 and ended in the year 2008, with an extension of two years over the originally designed five years. Total project cost was Rs. 677.73 crores. The responsibility to make this investment was shared between the World Bank, the State Government and the local communities in the ratio of 77 per cent, 13 per cent and 10 per cent respectively. The selected watershed areas were spread across 1,290 villages of 38 taluks of the 5 districts covering 5.11 lakh hectares (ha) (77 sub watersheds) under the project. Each sub-watershed covered 5,000 to 7,000 ha and each sub-watershed was further divided into micro watersheds, each ranging from 500 to 700 ha.

**Table 2.1: District wise project coverage**

District	Taluks	Villages	Sub watershed	Micro watershed	Area (ha)
Kolar	11	487	22	210	135,093
Tumkur	10	428	19	202	139,540
Chitradurga	61	21	14	132	104,997
Haveri	61	46	13	118	71,980
Dharwad	51	08	9	81	59,708
<b>Total</b>	<b>38</b>	<b>1290</b>	<b>77</b>	<b>743</b>	<b>511,318</b>

Source: Sujala at a glance, Watershed Development Department

## 2.2 Project Geography, phases and periods

The districts and villages selected for interventions under Sujala were rainfed areas associated with a high degree of land degradation and constraints such as low and uncertain rainfall, poor soil fertility, sparse vegetation cover, relatively large areas under wastelands, frequently affected by drought, drinking water scarcity, lack of infrastructure and low productivity output. Soil erosion, runoff and water quality were some of the other environmental problems. The areas selected had large numbers of small and marginal farmers and landless people and faced hardships for their livelihoods.

The project was implemented in three phases:

- First phase: with 10 sub watersheds, i.e., two sub watersheds per district (pilot project).
- Second phase: with 25 sub watersheds selected.
- Third phase: 42 sub watersheds, each having a three-year project implementation duration.

Map 2.1: Karnataka Map with project districts



Table 2.2: Phase wise Details of Sujala Project

Details	Phase I	Phase II	Phase III	Total
Time period	Jun 02–May 05	Aug 03–Jul 06	Feb 04–Jan 07	
Number of Sub Watersheds	10	25	42	77
Coverage (ha)	69,134	111,005	331,179	511,318
No. of families covered	45,000	90,000	265,000	400,000
Project outlay (Rs. Cr)	73.87	169.89	433.97	677.73

Source: Sujala at a glance, Watershed Development Department

### 3. Why Project Chose AIM as a Strategic Tool

The multi-disciplinary Watershed Development Department (WDD), which played the role of nodal agency and the implementing agency, had in-house technical expertise in soil and water conservation, agriculture, horticulture and forestry.

However, Sujala was not merely about delivering soil and water conservation structures. It was designed to deliver benefits to the community by helping the community to plan and execute the soil and water conservation activities in a manner that Box 3.1 would help improve their livelihoods. Thus, in order to achieve the development objectives of the Sujala project, the WDD realised that it had to work with the community and in fact, facilitate the community to implement the project at the watershed level. Realising that it did not have the necessary expertise in mobilising communities and building their capacities, the WDD decided to partner with other organisations that had expertise in these very areas.

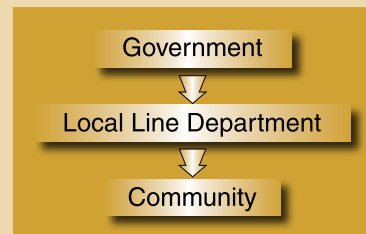
Further, Sujala also realised that it did not have the necessary competence to manage funds flow to the grass roots and financial information flow in the form of financial reports from the grass-roots, to work with the communities. Similarly, it realised that it did not have the technical capability to use remote sensing and GIS to monitor and review the watershed structures that would be constructed under the project in various locations. Therefore, it decided to partner with other organisations that had competence in these areas.

#### Evolutionary Path of Institutional Arrangements

Box 3.1

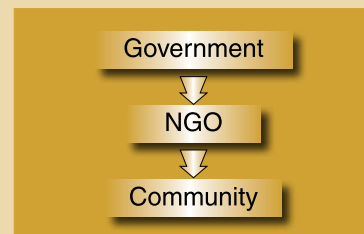
1. *Conventional Soil and Water Conservation Approach (till 1985):*

In this phase the Government had assumed full responsibility to design and implement soil and conservation measures through line departments. In the later stages of this phase, requirement of integrated approach, utilising the expertise and schemes of various departments was conceived and adopted; however, there was no peoples/community participation. Planning, implementation and monitoring were all in the hands of the government department.

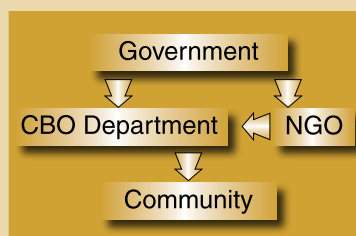


2. *Trigger for community participation with the involvement of NGOs (1985 - 2000):*

This phase marked the consolidation of the integrated approach and concept of community participation. Various watershed projects including bilateral projects were implemented with greater involvement of NGOs, who introduced participatory planning and implementation involving the community. The Karnataka State Department of Agriculture was the nodal agency for watershed activities while NGOs were contracted to plan and implement the activities along with the communities. The nodal agency and monitored the activities, while NGOs played the role of implementing agency.



3) *Creation of Watershed Development Department (2000 onwards)* : Until 2000, different departments such as Agriculture, Rural Development and Panchayati Raj, Horticulture, Forestry, Animal Husbandry, etc. were carrying out various programmes in watershed independently. However, lack of an agency to coordinate the efforts was felt. There was also need to focus on non-land based activities in watershed development and creation of Community Based Organisations (CBOs) for devolving planning and implementation activities (decentralisation approach). Considering these aspects, GOK created the Watershed Development Department (vide order AHD: 206: AML (Vol-III), dated 31.12.1999) and it came into effect from 01.04.2000.



However, in the World Bank supported Sujala project, the WDD went a step ahead and decided to implement the watershed activities directly with the community. WDD facilitated and partnered with various organisations to deliver benefits to the community. Thus, Sujala can be viewed as a perfect case of AIM wherein the government partnered with suitable agencies to deliver benefits to the community through CBOs.

Hence, the project adopted the Alternate Implementation Mechanism, an alternative to the traditional way of implementation where government department was the actual implementer. To this end, the Sujala project established necessary systems and entered into partnerships with various organisations.

### Points to Ponder

- Quite often, project design and complex nature of implementation necessitate adoption of AIM.
- Emphasis of any AIM is to:
  - Ensure that competencies and tasks are matched well.
  - Better utilisation of competencies drawn from outside agencies/individuals, than from the regular system.
  - Change in governance system to speed up activities.

## 4. Key Takeaways for AIM from Sujala

The Sujala experience demonstrates: AIM can be operationalised on a large scale covering 4 lakh families in 1290 villages, working on 5 lakh ha in five districts of the state engagement of around 60 NGOs at various levels for organising community, enabling capacity building providing an advisory role in the project. Department staff to play a facilitative role at the taluk, district and state levels. The key learnings are discussed in the following paragraphs.

### 4.1 Strategic factors for Successful AIM

*Articulating need for change:* At the outset, there was clarity in stating the shift in role of the department from its traditional role of an implementer to that of a facilitator. The department was to facilitate the implementation of the project through community organisations.

*Alignment of mission and objectives of the project:* This articulation of a need for the shift from the conventional role is embodied in the mission statement of the Sujala (see box 2.1), emphasising participatory approaches and decentralisation for cost effective and sustainable watershed development. The project objectives further spelt out involvement of village communities through their community institutions for planning, implementation and maintenance of assets in the process of watershed development.

*Preparation for project design and operational strategy:* The 2 years pre-project phase involved commissioning experts of a series of five studies (Regional Environment & Social Assessment, Project Implementation & Financial Management, Monitoring & Evaluation) to assess training needs for technical and social aspects). Phase I the pilot phase of the project was implemented entirely based on the guidance provided by the Project Appraisal Document (PAD) which this, detailed operation strategy. The learning during phase I was consolidated to develop a detailed operational manual, a comprehensive capacity building strategy and also establish and strengthen all necessary systems for scaled up operation in the succeeding phases.

*Monitoring, Evaluation and Learning:* Significant importance (one per cent of total project outlay) was given to ME&L for the project. Considering the large scale of the project and the involvement of multiple partners, an autonomous independent agency enabled an unbiased monitoring and evaluation for corrective action. This was vital to build trust among partners. A multi-disciplinary ME&L team reaching all levels of the project including the grass roots ensured direct and unbiased reporting. During the project period the agency contributed around 152 reports while conducting input output, concurrent and discrete monitoring.

*Strong committed leadership:* Sujala was fortunate to start off with a committed and visionary leader at the project design stage. Phase I saw a change in leadership, but to the advantage of the project, the new leadership steered the project by continually learning from the experiences that emerged and through feedback into operational systems – for effective implementation. This set a momentum and charted out the route for successive leaders to follow. Leadership plays a crucial role in.

### 4.2 Case for AIM in Sujala

WDD was aware of its core competence in technical area of watershed development. Hence detailed planning was done to identify and detail specific tasks modules. Partners were identified for the task

modules that were outside the core competence of WDD. Task modules and identify competent with appropriate to manage these task or systems. As the project progressed these arrangements were reviewed and necessary changes were made.

A clear assessment of the core competence and the role of the government agencies coupled with a commitment to deliver results provided the business case for the partnership based institutional strategy of Sujala.

### 4.3 Partnership Management

*Recognising the need for partners:* Partnership was an essential feature, even at the design stage of the project. The Project Appraisal Document (PAD) states: “The overall responsibility for implementation of the project will rest with the Watershed Department. Since the project supports decentralised, participatory, community-driven watershed development, the department will function more as a ‘facilitator’ and will not be directly responsible for the implementation of the watershed development plans. The implementation responsibility will be shared with the following partners: (a) community-based MWMG<sup>2</sup>; (b) NGO; (c) Zilla Panchayat; and (d) the watershed team at the headquarters and the district/taluk/hobli level.” Each partner was a stakeholder with a commitment to be equally responsible for the project activity concerned, with due recognition given for their contribution (as against the service providers who are contracted for specific services and do not have stake and commitment).

*Procurement of partners:* Partner organisations were selected based on the World Bank procurement guidelines. The state level/project level organisations such as Antrix and Myrada were selected through Single Source Selection method. These organisations were valued for competence in their respective fields. Agencies such as Ravi & Iyer and YCK associates who supported the project in managing financial and audit systems were chosen through Quality and Cost Based Selection(QCBS) methods. After phase I, when unit costs were firmed up, the watershed level partners like ForeignNGOs (FNGOs) were selected using Fixed Cost cum Quality Based Selection(FCQBS) methods. However, these procurement processes were backed by comprehensive ToRs for each partner, which were vital in clearly charting out responsibilities and operationalising the partnership. The procurement process followed for each of the partners in the project is as in Table 4.1.

*Capacity Building of Partners:* Around 64 different kinds of capacity building training programmes were held for partners and department staff involved in the Sujala project. About 25 kinds of programmes focussed on developing a common understanding on key aspects while implementing Sujala in partnership. Further, around 27 training modules were developed for capacity building of CBOs in the project. This played a key role in orienting partners and operationalising the project which involving multiple partners at various levels.

*Flexibility in contractual norms:* Sujala acknowledged the need for flexibility in contracts with partners. As the project progressed, amendments were made in the contracts with Antrix and Myrada leading the revision in estimates. The revisions were made for Antrix to hire experts to strengthen their role in ME&L. Acknowledging Myrada’s key role in training; they were given the role of facilitating preparation of annual training programmes. Their inputs in the form of periodical strategic papers and observations on field level issues were also incorporated

---

2 Micro Watershed Management Group, later the term was replaced by Sujala Watershed Sangha (SWS)

**Table 4.1: Procurement Process for Different Partners in Sujala Project**

Name of Partner	Purpose	Level	Procurement Process
Partner NGO	Support on community mobilisation and Capacity Building process.	State level	Single Source Selection for entire project period.
ME&L Agency	Monitoring, Evaluation Learning project	State level	Single Source Selection for entire and period
Financial Management and Technical Support Consultancy	Computerisation of project financial details and internal control	State level	Quality and Cost Based Selection (QCBS) process initially for one year and renewed annually after reviewing performance.
Auditor	Auditing of the project including WDD, DWDO	State level	Quality and Cost Based Selection (QCBS) process initially for one year and all partners and renewed annually after reviewing performance.
Lead NGO	Capacity building at between DWDO and FNGO	District Level	Quality and Cost Based Selection (QCBS) process for entire project period.
Field NGO	Awareness about project, formation and capacity building of CBOs and support CBOs in project implementation	Sub Watershed Level	QCBS system followed in Phase I. Later in Phase II & III Quality Based Selection was followed.
Specialist NGO	Implementation of Income Generation Activities	Sub Watershed Level	Introduced in Phase II of the project and Quality and Cost Based Selection (QCBS) process was followed.

into the amendments. Thus, the flexibility in reviewing and amending contracts enabled Sujala to maximise the benefits of each partnership.

*Role of strong leadership:* Leadership plays a key role in facilitating partnership based project like Sujala. Leadership during the early years played a key role to establish systems and clarify roles of partners. Such leadership enthused and also motivated the field level government functionaries to play a positive role in partnership management. However, problems arose in the field during the later phase (delayed check measurement by staff leading to penalty on FNGOs) which points out the need for strong committed leadership and sustained for providing prompt and adequate response in not only sorting out issues, but to take partners along and to ensure motivated collaboration at all levels of government.

*Performance Based Payment System (PBPS):* Based on their experience in the pilot phase and to ensure quality contribution of a large number of FNGOs Sujala adopted PBPS for its FNGO partners in its project scale-up phase. FNGOs were clearly held responsible through contractual norms; for the pace and quality of works implemented by Sujala Watershed Sangha (SWS). While this helped check any incorrect reporting of progress, the PBPS was not applied to government staff at the field level although the government staffs was also responsible for facilitating implementation through the SWS. In a large programme with multiple partners, PBPS helps to encourage better performance; however it needs to be applied to all involved in order to ensure that there is no unfair burden on only one set of partners.

#### **4.4 Centralisation/Standardisation/Decentralisation of Systems**

By and large, the major support systems for the project such as M&E, Financial management and Training were standardised and centralised. Planning process and implementation of works in the field were decentralised. However, the process for Plan (Sujala Watershed Action Plan–SWAP) preparation was standardised to ensure participatory processes covering all aspects of micro planning for watershed development. Standardised processes and centralised systems helped to ensure necessary processes and track decentralised implementation of works.

With regard to procurement, appointment of all NGOs and agencies were centralised and followed the World Bank procurement norms. Work related procurement, if any, was decentralised at SWS level.

In the case of capacity building programmes, based on the experience in phase I, a need was felt to standardise training modules conducted by various partners. Through a participatory process involving all partners, comprehensive capacity building strategy was developed and training modules were standardised. This was further reinforced through a Training of Trainers (ToTs) for those involved in conducting training programmes. Implementation of these modules was then decentralised. Thus standardisation and then decentralisation of Community Based (CB) programmes ensured uniformity in messages and adequate coverage of all aspects with the use of appropriate methodology.

#### **4.5 Use of Technology**

Sujala adopted and effectively utilised state of the art information technology for planning, implementation and monitoring. Use of Remote Sensing and GIS along with the traverse survey conducted in the field helped to draw up computerised watershed treatment plans. The SuKriya Software simplified and reduced the time required for the preparation of SWAP. The financial management software helped track the flow and utilisation of funds up to the SWS level. This along with a robust and integrated MIS enabled monitoring and learning from project experience on a continuous basis. Use of teleconference for weekly/fortnightly reviews and SATCOM for training was an innovative approach by Sujala to reach out to its partners and SWS spread out in the five districts.

#### **4.6 Major Challenges**

One major challenge was changing the mindset of departmental staff from that of being implementers to being facilitators. This was further challenged by the frequent transfer of government staff at all levels.

Sujala focussed on community participation in development and implementation of watershed micro plans. However, as work intensified in phase III, the pressure to meet targets (of structures for watershed treatments) dominated and undermined the participatory processes of need based planning and implementation.

## Part 2

# Institutional Structure and Governance

This section discusses the institutional arrangements, partnerships and governance charted out for the **Sujala** project.

## 5. Partnership – Integral to Sujala’s Operational Strategy

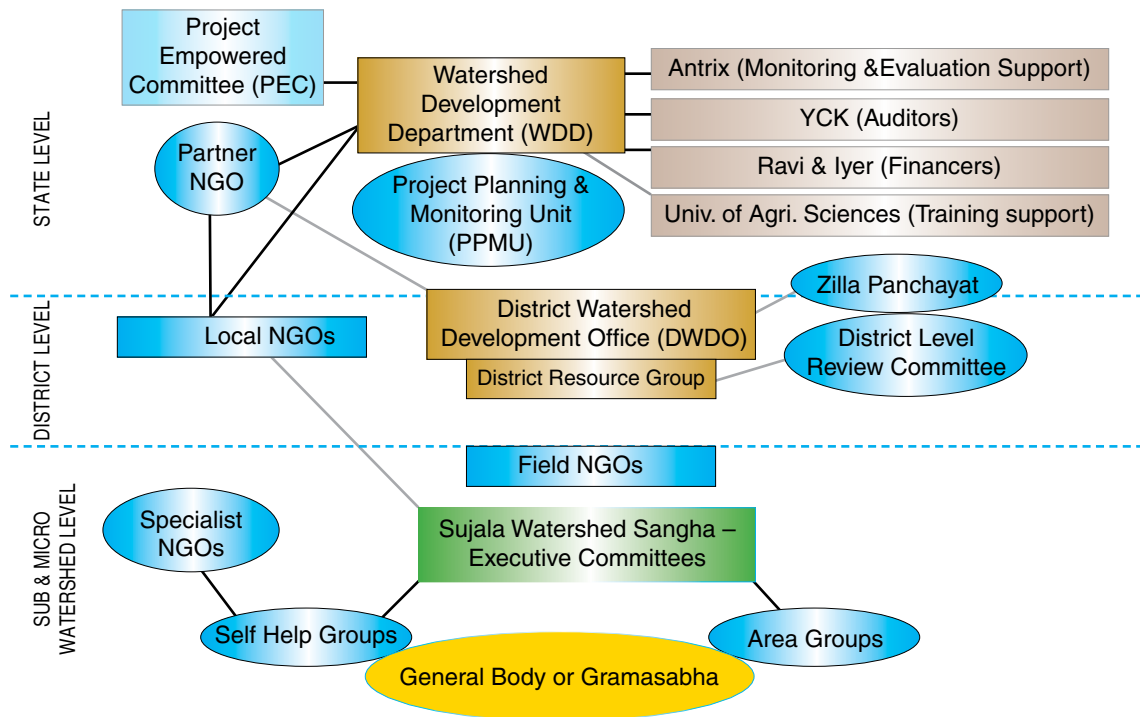
The need for the Sujala Project adapting AIM was chiefly triggered by the key features of the project itself:

- Government to act as a facilitator rather than as a direct implementer.
- Implementation to be through the community, which required a strong social mobilisation effort.
- Strong emphasis on Monitoring and Evaluation as a management tool, which required having an Independent agency to ensure transparency and unbiased reporting.
- Use of technology (Remote Sensing & GIS) for effective planning and monitoring.

The project conceived critical implementation roles for various NGOs and other professional organisations for effective and timely execution of the project. As depicted in Chart 5.1, Sujala’s institutional arrangement consisted of:

- WDD, as the nodal government department entrusted with the implementation of all watershed activities in the state.
- In turn, WDD entrusted implementation of the Sujala project to Project Planning and Monitoring Unit (henceforth called Sujala PPMU) – which was a specifically constituted unit for Sujala within the WDD.
- Sujala PPMU was, in turn, governed by a PEC (Project Empowered Committee) which provided the required policy and decision making guidance.
- PPMU, recognising its limitations in implementing a project that aimed at working directly with the community, decided to partner with a number of organisations.
- Left hand axis of the partnership schematic diagram (Chart 5.1) shows the involvement of Partner NGO (PNGO), Local NGO (LNGO) and the FNGO; all working to establish a SWS and implement the project at the grass roots level with the community. Thus, this axis may be seen as the planning and implementing axis of Sujala and therefore pervades state, district and sub-watershed level of the project implementation structure.
- Right hand axis of the partnership schematic shows the partnership with other external agencies such as Antrix (for ME&L,) Ravi & Iyer (for financial management), etc. Thus, this axis, mainly at the state level, may be viewed as the support services axis supporting the project administration of Sujala. Table 5.1 presents brief view of the partnerships and their roles in Sujala.
- The central axis comprising the DWDO office is the administrative and technical arm of the Sujala implementation structure.
- Needless to say, this division is not a watertight structure but is a convenient way to visualise the implementation structure of Sujala.

**Chart 5.1: Schematic Functional Structure of Sujala**



**Legend:**

- Continuous line indicates higher degree of interaction
- Dotted line indicates a lower degree of interaction
- Department with staff and consultants
- NGOs at different levels
- SWS EC
- Governing Bodies at different levels
- Technical / financial support Agencies

**Table 5.1: Partner Organisation in the Sujala Project**

Sl. No.	Task	Organisation	Type of organisation
1	Community mobilisation, capacity building and helping the CBOs plan and implement the project at the watershed level	MYRADA (PNGO at state level), LNGO (at district level), FNGO (at watershed level)	Non Government Organisation
2	Monitoring, Evaluation & Learning	Antrix	A Government of India enterprise specialising in remote sensing and GIS based monitoring. A unit of ISRO
3	Financial Management	M/s. Ravi & Iyer	Chartered Accountant's firm
4	Audit	M/s. YCK Associates	Chartered Accountant's firm
5	Technical support	UAS, Bengaluru, ICRISAT	Institutions specialising in agriculture technology

Thus, with 'partnership' as a working philosophy, and by matching competence with tasks, Sujala forged partnerships with NGOs at all levels mainly for effective social mobilisation processes, capacity building and adoption of technology based planning. For tasks such as monitoring and financial management, it relied on partners that had proven expertise in the relevant areas. For administrative functions, the project relied on its own machinery at the district and the taluk level and worked through the DWDOs office. The nature and structure of partnerships in Sujala are examined in further detail in Chapter 8.

### Points to Ponder

In an AIM kind of project it is important that project leaders have a clear vision with respect to:

- forging partnerships as a way of working
- sharing of responsibility
- devolution of powers
- matching competencies with tasks.

## 6. Governance

Governance for the Sujala Project was at the State, district and Micro-watershed levels. The governance structure and the working philosophy of 'partnerships at all levels' to implement the project, were decided during the pre-project planning stage itself, as evident from PAD.

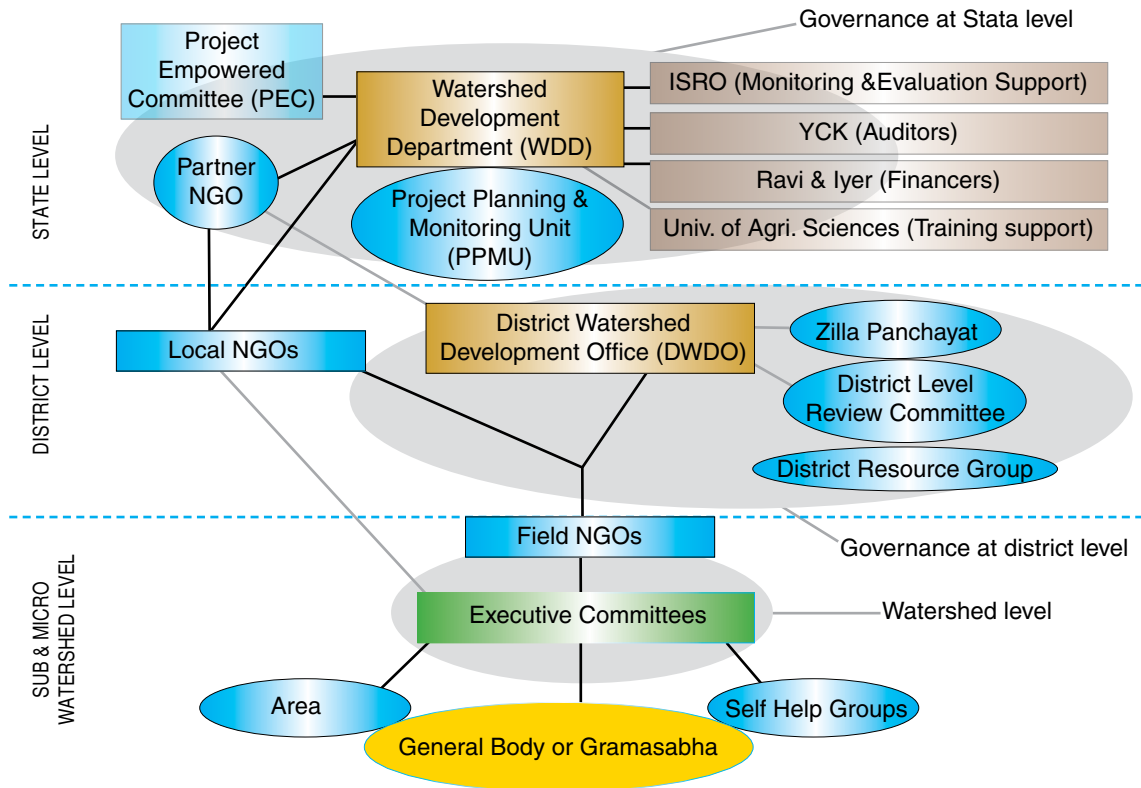
PEC set up by the Government of Karnataka was the highest authority at the State level for overall governance of the Project. The PEC was headed by the Additional Chief Secretary and Development Commissioner, and had various departmental heads from Agriculture and Horticulture, Forest Ecology and Environment, Rural Development and Panchayati Raj, Animal Husbandry and Fisheries, Minor Irrigation, Planning, Statistics, Science and Technology, Commerce and Industries, Revenue and Finance as members. The Commissioner Watershed Development Department (WDD) was the Member Secretary of PEC. To oversee implementation of the project, PEC was vested with powers to:

- Review the progress of implementation
- Create posts for the project period to be filled by redeployment of government staff and contract appointments
- Procure materials, civil works and consultancy services as per the project agreement
- Take decisions normally requiring Cabinet approval (but place before the Cabinet, every six months, all its decisions).

Take major decisions in ensuring timely implementation with cooperation from all the departments.

The Project Planning and Management Unit (PPMU) was constituted in the WDD, under the Chairmanship of Commissioner WDD, at the department level

**Chart 6.1: Functional Chart of Sujala highlighting Governance structure**



**Legend:**

- Continuous line indicates higher degree of interaction
- Dotted line indicates a lower degree of interaction

with senior officers from various departments such as Agriculture, Forest and Horticulture, Watershed Development, Planning and Finance. The PPMU had to ensure effective implementation of the project and was vested with powers to:

- Approve/award contracts for watershed related works (up to Rs50 lakhs)
- Approve purchase of goods and services (up to Rs1 crore for each item)
- Constitute and delegate powers to sub-committees for timely implementation
- Make mid-course corrections and issue necessary directives for implementation of project
- Taking up issue that arose in the field and necessary government orders were passed from time to time to facilitate implementation.

For governance at the District level, linkages were made with the Zilla Panchayat (ZP). The Standing Committee for Agriculture, chaired by an elected representative, initially approved the SWAPs and routed funds to the SWSSs. The District Level Review Committee (DLRC), chaired by the Chief Executive Officer, reviewed the project and ensured coordination between the departments and agencies within the district. The District Watershed Development Office was entrusted the responsibility of implementation and day to day management

of the project. As the project proceeded, delays in SWAP approval prompted the withdrawal of the Standing Committee by the end of phase I and SWAP approvals were done by the DLRC. Later, by the end of Phase II, the DLRC was also bypassed. This ultimately resulted in the concentration of powers with the DWDO. During phase III, the DWDO had powers to even hire FNGOs and enforce the PBPS, changing their relationship to that of a giver-taker.

At the Micro-watershed level, governance rested with the Sujala Watershed Sangha – Executive Committee (SWS-EC). This body consisting of representatives from the micro-watershed Area Groups (AGs) and Self Help Groups (SHGs) also had two Gram Panchayat (GP) members, a representative of the WDD and a special invitee from the FNGO. The SWS-EC ensured participatory micro-planning, undertook works and made payments with a high degree of transparency and accountability. The GP members ensured an organic linkage with the Gram Panchayat. However a conscious decision was taken not to involve the GP in overseeing the work of the SWS so as to empower the SWS itself in taking full responsibility of the works.

### Points to Ponder

- Governance at State and District levels needs to be equipped with adequate powers to facilitate timely implementation, ensure interdepartmental coordination and compliance.
- Linkages with elected bodies at the District and GP level can enable convergence of programmes, however entrusting them with sanctioning/approval powers gives room for political interference and delays affecting timely implementation.
- Governance needs to play a role in ensuring an optimum balance of power in partnership based participatory programmes.

## 7. Organisation Structure of Project Administration

Watershed development requiring a holistic approach for improving livelihoods of the people in the intervention areas, a separate department, i.e., Karnataka Watershed Development Department (KWDD) was created in the year 2000, staff were around from different line departments and a Commissioner was appointed to head the department.

The department had three wings viz., Administration, Accounts and Technical and were headed by respective Additional Project Directors. The watershed approach requires a multi-disciplinary team; therefore in the technical wing it had created eleven Additional Project Director posts for disciplines like forestry and environment, planning, agronomy, horticulture, livestock, etc. Each discipline had support staff such as Technical Assistants, Technical Officers, etc. This was the basic WDD structure to facilitate and coordinate various watershed development activities in the state.

Coincidentally, the Sujala project was also started soon after creation of the new Department. A Project Planning & Monitoring Unit (PPMU) was created to manage the Sujala project on an exclusive basis with the Commissioner, WDD heading it as the Project Director. As the Commissioner had the overall

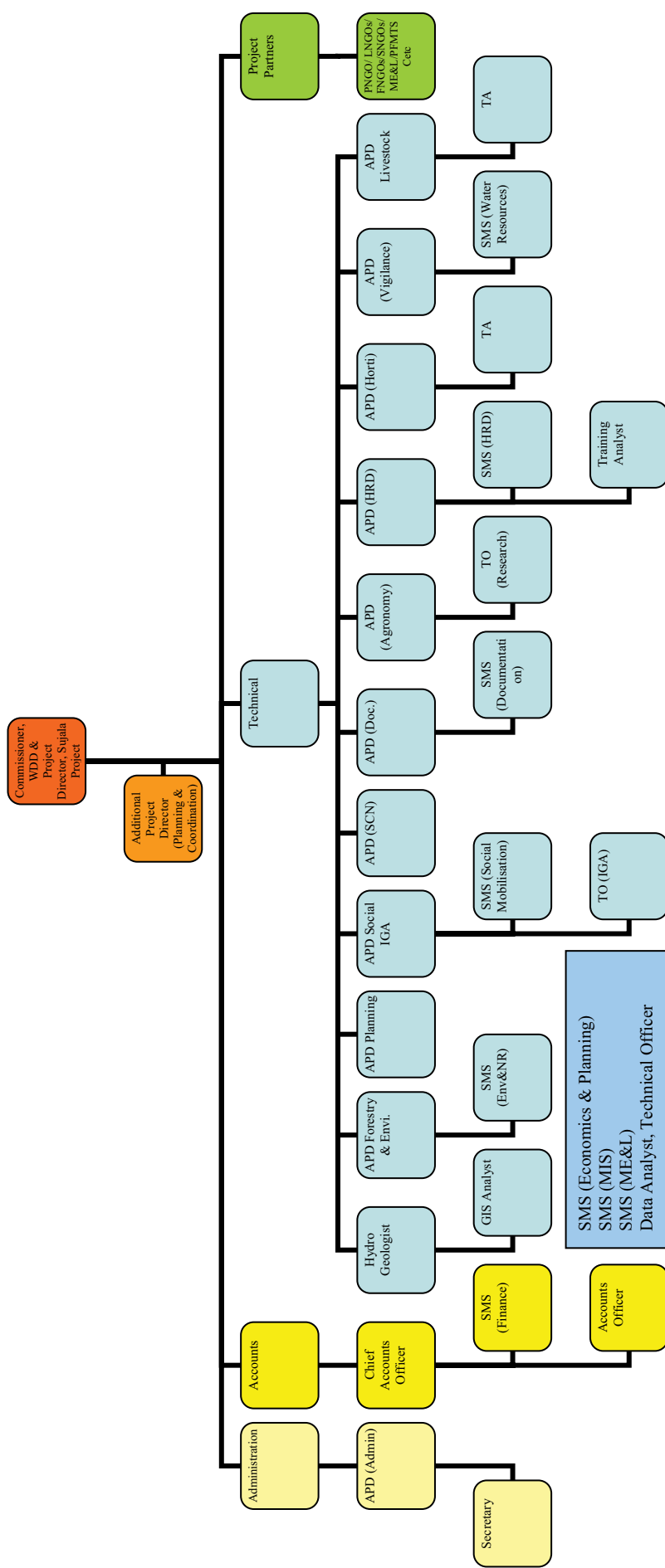
charge of the department, a separate Additional Project Director's (Planning & Coordination) post was created for managing the Sujala Project.

Considering the targeted scale for intervention (over 5 lakh ha) coupled with an alternate implementation mechanism, the Sujala PPMU felt the need to have an exclusive set of Subject Matter Specialists (SMS) to assist the PPMU to manage and implementing the project. Accordingly, Subject Matter Specialists (SMS) were hired on a contract basis through an independent agency. To avoid the problem of these SMS seeking the status of a permanent employee with the department, they were kept on the rolls of the independent agency through which they were hired for working in the PPMU. As explained in the preceding section, apart from this staffing structure, the PPMU also entered into partnerships with various organisations for various activities.

At the district level, the WDD had its presence in the form of the office of the District Watershed Development Officer who had the support of officers drawn from various line departments. In addition, the DWDO had his own staff right down to the village level represented by the Agriculture Assistant/Watershed Assistant. Further, a District Resource Group was created by drawing in officers from departments of horticulture, forestry and animal husbandry. This Group was set up mainly to help the CBOs in prepare Sub-Watershed Action Plans (SWAP).

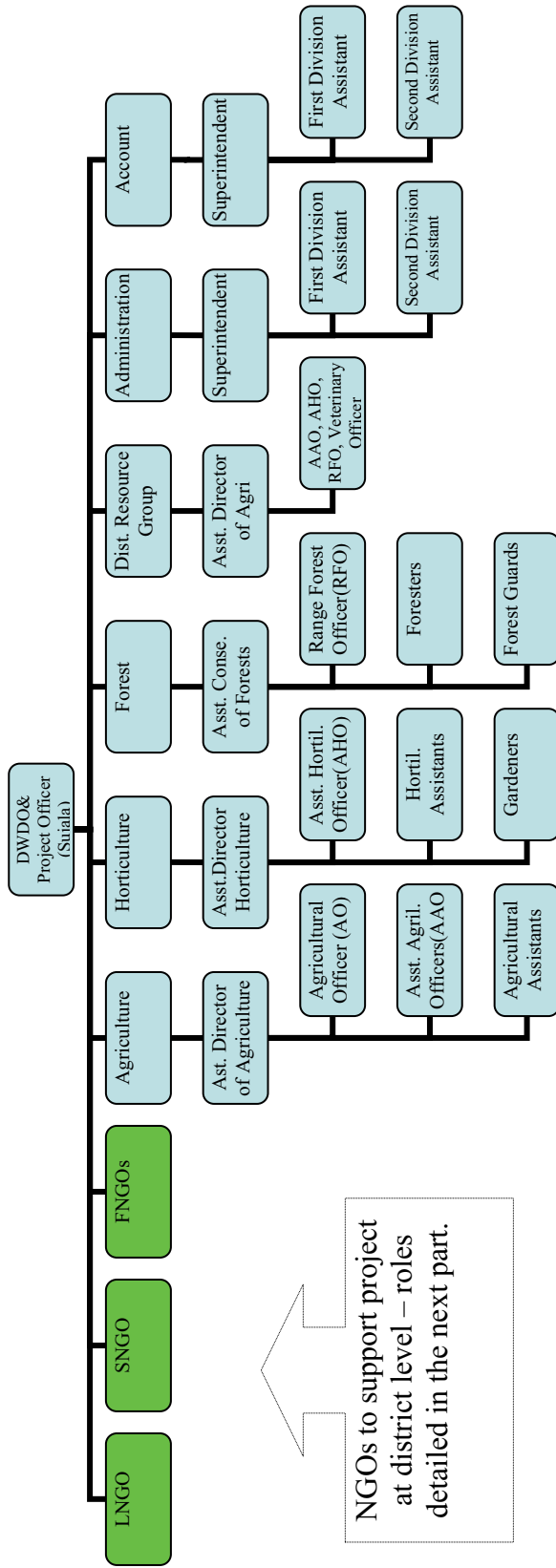
Thus, the WDD set up the PPMU to implement to Sujala project with its own set of SMS to assist it. The PPMU in turn entered into partnerships with various organisations to execute the project. However, at the district level, for technical and administrative purposes, the existing staffing structure of the DWDO was used. Thus, at the district level, the DWDO had other responsibilities in addition to handling the Sujala project. Indeed, in the entire implementation structure of the Sujala project, it was only the DWDO who did not have exclusive responsibility for only the Sujala project.

**Chart 7.1: Organogram of Sujala Watershed Project – State Level**



APD: Additional Project Director      PNGO: Partner NGO  
 SMS: Subject Matter Specialist      LNGO: Lead NGO  
 TA: Technical Assistant              FNGO: Field NGO  
 TO: Technical Officer                 SNGO: Specialist NGO  
 ME&L: Monitoring, Evaluation & Learning  
 FMTSC: Financial Management and Technical Support Consultant

Chart 7.2: District Level Organisational Chart



NGOs to support project at district level – roles detailed in the next part.

APD: Additional Project Director  
 SMS: Subject Matter Specialist  
 TA: Technical Assistant  
 TO: Technical Officer

PNGO: Partner NGO  
 LNGO: Lead NGO  
 FNGO: Field NGO  
 SNGO: Specialist NGO

ME&L: Monitoring, Evaluation & Learning  
 FMTSC: Financial Management and Technical Support Consultant

## 8. Partnerships for Implementation

The initial leaders especially the then Commissioner of the project, had a vision of 'partnership' engagement rather than a 'service provider' relationship. According to the current Additional Project Director, "Partnership is when both parties, i.e., client and partner organisation have a stake in the overall success or failure of the project as opposed to a Service Provider who is concerned with only his/her deliverables. Thus, intrinsically, partnership is a deeper and a longer relationship that sometimes encompasses more than the mere delivery as per a ToR."

The NGOs partners at various levels were:

- Partner NGOs (PNGOs) at State level, basically to guide and act as sounding board for the PPMU on all matter relating to NGOs.
- Lead NGOs (LNGOs) at district level to lead the efforts of field NGOs (FNGOs)
- Field NGOs (FNGOs) to carryout the work in the field.
- Specialist NGOs (SNGOs) to support Income Generation Activities in the project.

These NGO partners assisted by community based organisation SWS.

### 8.1 Partner NGO (PNGOs) at State Level

Having decided to work with NGOs to implement the Sujala project by working with and through communities, the PPMU felt the need for having an NGO at the state level to advise it on all matters related to community based implementation as well in selection, management and monitoring of NGO partners at all levels. The key function envisaged was to play an advisory role to the PPMU in order to integrate participatory approaches into the project, establish necessary systems & procedures, provide capacity building support and develop training material. Hence, a PNGO at the state level was selected.

#### 8.1.1 Procurement Process

During the project formulation phase, Myrada, a renowned NGO in the state, was invited to share its experiences of involving communities in watershed development, and guide the project in social mobilisation strategies. Considering its vast experience in participatory approaches in the implementation of watershed project, it was decided to take their support as partner NGO in the project.

The procurement process followed was Single Source Selection, as there was no other such competent organisation in the state for the specified purpose. Accordingly, a contract was signed between Myrada and the WDD for the entire project period of five years (from October 2002 to September 2007). The contract copy of PNGO is given in annexure 8.1.

#### 8.1.2 Role of PNGO

- a) Advisory Role: Serve as principal advisor to the WDD on all matters relating to NGOs including creation of awareness, capacity building, social mobilisation, group formation, income generation activities, PRA, etc. and also to serve as a ready reference point for all activities related to the implementation of the project.

- b) Systems Support: Support all other project partners such as ME&L agency, FMTSC agency, LNGOs, FNGOs to develop physical and financial monitoring formats at all levels and to develop appropriate systems for regular reporting and monitoring at different levels.
- c) Training & Capacity Building: It included developing comprehensive capacity building strategy, development of training materials, calendar of trainings, conduct of TOTs, etc.

### Points to Ponder

- A reading of the above tasks shows how comprehensive the role of the PNGO was in the Sujala project.
- Clearly, the PPMU expected the PNGO to take on a major share of the task of managing the field implementation of Sujala.
- Thus, Myrada was clearly a 'partner' and not merely a 'service provider' who was expected to deliver an Operations Manual or a Training Manual.
- Another noteworthy aspect is that contract with PNGO was made for the whole project period further highlighting signifying the 'partnership' approach by WDD.

#### 8.1.3 HR Structure of the PNGO

The HR structure for the PNGO, as with all partnerships in Sujala was defined in the ToR itself. Initially, the HR structure for PNGO had one full-time project coordinator and five part-time consultants. Later in June 2003, one full-time Documentation officer was added.

#### 8.1.4 Impact of PNGO on project

PNGO's inputs influenced the project regarding:

- Adoption of suitable institutional framework for community driven participatory watershed implementation
- Micro-planning from the farmer's field level and further consolidation
- Identifying and securing an important place for vulnerable groups through SHGs.
- Promoting income generation activities for vulnerable families through a strategy paper provoking budget revision.
- Appointment of community person as treasurer of SWS-EC in 50 per cent of sub-watersheds.
- Clarifying unit costs, ceilings and strategy for operation and maintenance.
- Capacity building, by developing a comprehensive training strategy, developing modules including visual material, conducting trainings for key staff, assessing training needs for further improvements.
- Supporting the ME&L agency during the initial stages in developing indicators and designing the system, guiding FNGOs and LNGOs during field visits and developing self assessment system for CBOs.
- Preparation of Operation Manual

- NGO selection and TOR preparation, facilitation for NGO management and negotiation with WDD.
- Strategies to ensure transparency in implementation.
- Development/assistance in preparing a range of materials (38) for use in project implementation.

### Points to Ponder

- All 77 sub-watersheds had a CBO-led participatory approach to planning and implementation of watershed activities
- This is testimony to the impact Myrada as a PNGO had on Sujala in not only
  - Introducing participatory approaches to planning and implementation, but also
  - In introducing systems and procedures to ensure that a large number of FNGOs and SWS followed the same approach everywhere and consistently across all 3 phases of Sujala.
- Needless to say, in implementing a large scale AIM project, systems and procedures are essential to ensure management of process and quality of work.

## 8.2 Lead NGO

Lead NGOs were conceived as intermediary NGOs in the project to carry out various capacity building activities of FNGO and to coordinate social mobilisation activities between FNGOs and the department at the district level. LNGOs were appointed for all project districts.

### 8.2.1 Procurement Process

The LNGOs were procured at the beginning of the project for the entire project period by following the QCBS process. On account of lack of credible NGOs at the district level with demonstrated experience in the field of participatory watershed implementation, only three NGOs (viz., Myrada, BAIF and IDS who had vast experience in watershed implementation and NGO management) were selected and allotted one or more of the 5 districts considering their effective presence in the districts. The contract copy of LNGO is given in annexure 8.2.

### 8.2.2 Role of LNGO

The key roles of LNGOs were to:

- Facilitate, hand holding and monitoring of all entry point activities.
- Work with the PNGO to develop the training strategy and design modules
- Conduct training for FNGOs, DRG, WDT, PRIs, Line departments
- Facilitate and monitor the capacity building activities of FNGO
- Field visit CBOs to guide/support FNGOs in CBO related activities
- Monitor participatory processes
- Facilitate and monitor SWAP preparation and implementation.

### **8.2.3 HR Structure**

The essential role given to LNGOs was to capacitate the implementation capabilities of FNGOs. Hence, training and monitoring of FNGOs were the prime activities. Keeping these roles in mind, the LNGOs were provided with one project coordinator, three training officers, two CBO monitoring officers and one each of documentation officer and accounts officer.

### **8.2.4 Impact of LNGO in the project**

The major impact of the LNGOs in the project was the fact that the project implementation mechanism of CBO-led participatory planning and execution of watershed activities was implemented in all sub-watersheds. This is a testimony to the Training of Trainers carried out by the LNGOs.

## **8.3 Field NGO**

FNGOs worked directly with the local community in the project. They were located in all 77 sub-watersheds.

- Build awareness about the project at the village level.
- Form appropriate CBOs at the village/micro watershed level.
- Build capacities of these institutions to plan, implement and manage the programme.
- Assist the CBOs in implementing their action plan.

### **8.3.1 Procurement process**

The NGO selection process involved inviting Expression of Interest. The evaluation of NGOs were done in two stages:

- Evaluating applications through a Committee (75 %),
- Grading the NGO presentations (25 %)

Short-listed NGOs were called for discussions and negotiations as per QCBS procedures. During Phase 1 & 2, in order to avoid problems of political influence, selection of NGOs was done at the head office, where district level officials and LNGOs were also present.

In the third phase, QBS system was followed. Uniform/standard costs were arrived at for FNGOs, by the WDD, based on their experience in the previous phases. Here, the selection process was conducted at the level of DWDO. In spite of the objective criteria and transparent processes, compromises had to be made due to lack of competent NGOs at certain locations.

The FNGO TORs were signed by the DWDO on behalf of the WDD. The value of contracts varied according to the area covered. The TORs detailed out the programme and administration related tasks to be carried out along with the schedule, information regarding the key personnel identified and financial estimates. A sample contract copy of FNGO is given in annexure 8.3.

### **8.3.2 Role of FNGO**

FNGOs were involved in community building process for one year. Communities were organised into AGs, SHGs and SWS. SWAP preparation was initiated and activities identified on private and common land. At the FNGO office list of farmer-wise/survey no.-wise activities were consolidated and entered into the

computer. Cost estimates were calculated based on standard rates declared by the WDD (which were based on their rates for other watershed programmes) and beneficiary contributions were worked out.

For implementing works, technical staff in NGO gave guidance. The DWDO was informed on completion of a planned structure or a part of that structure. Check measurements were jointly done by the SWS, NGO and DWDO staff. Technical issues were sorted out and rectifications suggested on the spot in the field. On certifying completion, payments through cheques were made to the SWS.

### **8.3.3 HR at FNGO**

The FNGO had one Team Leader, about three watershed managers, one documentation officer, one accountant, one training officer. For each micro watershed covered by an FNGO they had one field guide and one watershed assistant.

### **8.3.4 Monitoring FNGO**

Administratively and financially, FNGOs reported to the DWDO. Every fortnight, overall performance of Sujala, including that of FNGOs was reviewed by the Project Director through the teleconferencing.

Primarily, information regarding performance of FNGOs came in through the M&E system and DWDOs. During the initial phase of Sujala, payments to FNGOs were made based on the remuneration package agreed to in the ToR. In terms of reporting, the FNGO sent in monthly physical progress report on physical activities carried out in the field by the SWS and a statement of expenditure.

However, the PPMU realised that the physical progress reported did not match with the expenditure reported. Therefore, a system of PBPS was introduced to release payments to FNGOs.<sup>3</sup> For example, if a discrepancy was noticed in the claim of physical progress and statement of expenditure, then a notice was sent to the concerned FNGO and an explanation sought by the DWDO. Pending the clarification and resolution of the discrepancy, a portion of the monthly payment to the FNGO was held back. The FNGO was given one month's time to rectify the discrepancy and then the held back amount was released. Strict implementation of the PBPS helped the PPMU and DWDO ensure that all FNGOs implemented the project with commitment and vigor. Details on the indicators considered and format on performance measurement and payment are given in Annexure 8.4.

This PBP system could be implemented in Sujala due to the availability and rigorous use of a dedicated financial management system that tracked payments to be made to SWS for works executed by them.

However, while the PBPS checked the incorrect reporting of progress and inculcated discipline, it also had inherent problems. The entire concept of tracking physical and financial progress was based on joint check measurement and certification of works by DWDO staff. However, especially during phase III, when the number of sub-watersheds increased vastly, DWDO staff at the grass-roots level had their hands full. It would be useful to recall here that of the entire Sujala implementation structure it was only the DWDO and his staff that were not exclusively devoted to implementation of Sujala. As a result the check measurements were delayed. Since completion of a particular structure could not be reported until it was checked and certified by the DWDO staff, physical progress report showed less progress than actual. In turn, under the PBPS, FNGOs were penalised for poor progress.

---

3 See Section 11.3, Financial Management System

Sometimes, a particular activity could not be completed due to conflicts within the village. Even in such cases, the FNGOs payments were held back. In fact, during phase III, salaries of FNGO staff were withheld for three to four months. This soured the relationship between the FNGOs and the PPMU/DWDO.

Overall, the introduction of PBPS did help speed up the execution of work at the grass-roots level.

### **8.3.5 Impact of FNGO on the Project**

FNGOs were vital partners in ensuring that the project objective of working with and through the community to deliver the benefits of the project to the community was translated into reality. The FNGOs were responsible for every activity done with and through the CBOs. They were responsible to help create CBOs, train them and help the CBOs to plan and implement the project. If today, Sujala is lauded across the country as a successful project, much of the credit is shared by the FNGOs. Indeed, this in itself is a testimony to their impact on this project.

More specifically, FNGOs had a key role in facilitating the CBOs to implement the planned physical activities. Participatory planning and the implementation approach of the project necessitated the engagement of FNGOs at sub watershed level. With the guidance and support of LNGO & PNGO, the FNGOs carried out social mobilisation and formed CBOs. Such CBOs were thereafter capacitated through various training programmes and frequent follow up actions. Through FNGOs, pre-planning activities like base line survey, project awareness and formation of CBOs, entry point activities were undertaken satisfactorily and prepared CBOs to take up the planning activities and later on implementation of activities, effectively.

Further, several bottlenecks were encountered at the time of implementation of the SWAP – elaborate (like revision of SWAP frequently, delay in check measurement, quality aspect, etc.,). Such bottlenecks were overcome through frequent mediation of FNGOs with the DWDO

## **8.4 Specialised NGO (SNGO)**

To bring in greater equity, the project intended to increase the income of landless and vulnerable families by promoting income generation activities and micro-enterprises. In order to capacitate and empower the vulnerable groups to take up IGA or to set up micro-enterprises, it was necessary to avail the service of professional specialist agencies working on entrepreneurship development.

### **8.4.1 Procurement Process**

The services of SNGOs were availed at the sub watershed level. QCBS procurement procedures were followed and experienced Entrepreneur Development Agencies were invited. ToR for this specific activity was prepared by WDD in consultation with PNGOs. The contract copy of PNGO is given in annexure 8.5.

### **8.4.2 Role of SNGO**

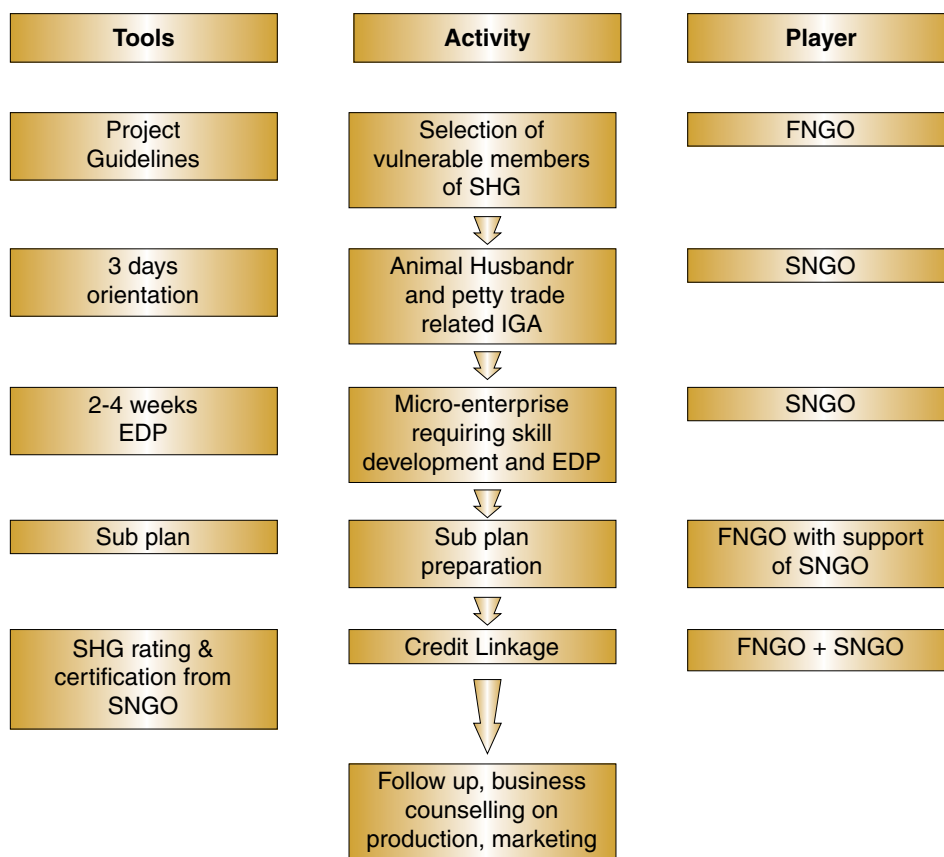
The key roles of SNGOs as specified in the ToR were:

- Sharing the overall responsibility of planning, implementation and monitoring of the IGA/ME component of the project.

- Capacity building and providing guidance to field functionaries of FNGOs and LNGOs.
- Capacity building of SHG members opting for entrepreneurship development and management through conducting of entrepreneurship awareness training programmes (EAP), entrepreneurship development programme (EDP), skill training, etc.
- Conducting skill specific entrepreneurship development training programme (SEDP) to the selected SHG members.
- Providing necessary forward and backward support services including handholding services to trained entrepreneurs to establish their micro enterprises/group enterprises. The handholding shall involve counselling support, linkages to financial institutions and markets.

The ToR had specified detailed tasks of the SNGO along with the roles of FNGOs to operationalise the tasks of SNGO.

**Chart 8.3: Schematic Task Flow**



Comprehensive guidelines issued by WDD (No. WDD/SWP/IGA Guidelines/2003-04) for implementation of Income generation activities is given in Annexure 8.6.

### 8.4.3 HR structure of SNGO

To carry out the specific tasks mentioned in the ToR, the SNGOs had provided with one Team Leader and two trainers.

#### **8.4.4 Impact of SNGO in the Project**

The SNGO had specific output based work in the project: to impart entrepreneurial awareness activities for all the identified vulnerable groups and give advanced inputs to a minimum of 30 per cent vulnerable families/groups for setting up of micro-enterprises. The training component of the programme was completed by developing useful materials. Market scanning for choosing different IGA activities was also carried out by their staff. Credit linkage and handholding support for micro enterprises also helped to sustain the enterprises.

However, the WDD felt that the services of a separate agency was not very essential for promoting IGA activities as most of the FNGOs were also experienced in similar activities. Hence, in Sujala 2 project, this IGA component was clubbed under the ToR for FNGOs.

### **9. Partnership with Community Based Organisations**

Sujala created three community based organisations (CBOs) viz., Area Groups, SHG Groups and Sujala Watershed Sangha (SWS) for effective community participation in planning and implementation of works. These CBOs were formed at micro-watershed level and were the basic pillars for community participation. The poor and vulnerable sections were organised in to Self Help Groups (SHGs) and land holding farmers were organised in to Area Groups. The SWS comprised of all the families in the micro watershed area and from among them a 14-member (mainly consists of representatives of SHGs and AGs) executive committee (SWS-EC) was formed.

#### **9.1 Area Groups**

The concept of area specific groups, i.e., Area Groups was an innovation pioneered by Myrada in their earlier watershed project and the same concept was followed in the Sujala project also. The logic for Area Groups was to ensure a size and structure that provided a better opportunity for ensuring people's participation in planning and development. Area groups were much smaller groups and it provided a platform for more direct interaction between the members in planning, implementation and monitoring of watershed activities. Usually, the size of the group varied from 10 to 15 farmers who had lands adjacent to each other and represented an area of about 100 hectares.

#### **9.2 Self Help Groups**

The formation of SHGs was a pre-requisite in Sujala project. This mandate emerged as the result of the perceived positive experience of organisations like Myrada, in their own projects of a similar nature.

SHGs function mostly as thrift, savings and lending groups. SHGs also provide representational and organisational space for the resource poor and land less sections. Under Sujala, SHGs were formed comprising of the poor and vulnerable section of the people in the project area. The role of SHGs in the project included:

- Regular mobilising of savings and lending of loans to members for contribution remittance.
- Sending representatives to the SWS-EC and participation in decision making and capacity building programmes.
- Planning and implementation of income generation activities.

- Participating common land development, operation and maintenance of assets after exit of the project.
- Supplying work force to implement the watershed activities both in private land and common land.

### 9.3 Sujala Watershed Sangha Executive Committee

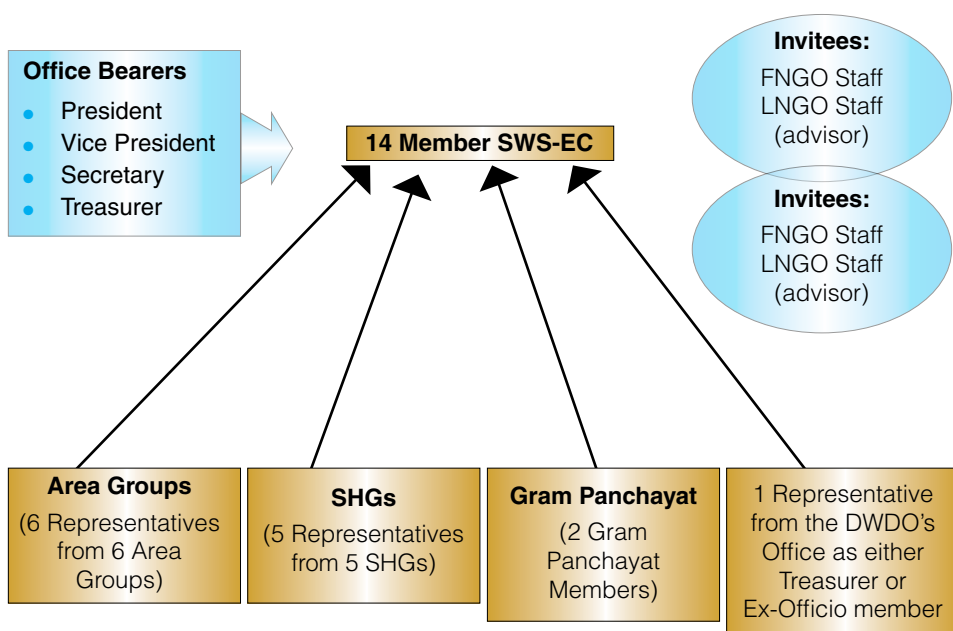
The Sujala Watershed Sangha Executive Committees (SWS-EC) were organised as partners at the community level to:

- Function as responsible people's representatives
- Plan project interventions on all lands coming within the micro-watershed
- Safeguard interests of vulnerable families in the watershed and prepare plans for their improvement
- Mobilise community contributions
- Implement activities planned and take responsibility for post-management.

#### 9.3.1 Structure of SWS-EC and their Governance

Right from the inception of the project, the PPMU decided to keep the Gram Panchayat out of the implementation of the project. The primary reason behind this was to keep away political interference and to support true community involvement in the project planning and implementation. Hence, the SWS-EC was formed comprising of the community representatives, mainly from the AGs and SHGs. However, in order to acknowledge the status of Gram Panchayats, two GP members representing the village were also included in the committee. The structure of the SW- EC is depicted in the below Chart:

**Chart 9.1: Structure of Sujala Watershed Sangha – Executive Committee**



Wherever the micro-watershed had more number of SHGs and AGs, the additional representatives from these were considered as invitees in the SWS-EC. The formations of these SWS-ECs were done by FNGOs.

These SWSs were registered under Karnataka Societies Registration Act 1960. WDD designed the byelaw in consultation with the PNGO. Some of the key features of byelaws are:

- Minimum 50 per cent of the members had to be women and had representation from landless, marginal farmers, small farmers, SC/ST, progressive farmers and village artisans.
- All the Executive Committee members elect President, Vice President, Secretary and Treasurer from members of AGs and SHGs, of which one office bearer was woman.
- Tenure of the office bearers was one year only.
- Minimum of the 30 per cent members were to be replaced in the committee every year.

### 9.3.2 Key activities of SWS-EC

The key activity of SWS was planning and execution of watershed activities in the sub-watershed. While the actual planning and execution of the works were done at the AG level, the SWAP (Sujala Watershed Action Plan), the physical progress and financial records were aggregated at the SWS level.

- Preparation and implementation of Sujala Watershed Action Plan (SWAP), Income Generation Activities (IGA) Sub Plan and other related activity plans.
- Management of the funds includes making payment to beneficiaries, keeping books of accounts and getting the accounts audited and maintaining transparency and accountability.
- Contribution mobilisation and conflict resolution.
- Facilitating SHGs and AGs for institutional linkages – linkages with financial institutions and other government departments for finance and convergence.
- Ensure usage of labour force so as to check migration of labour force.
- Operation and maintenance of assets after withdrawal of project.
- Ensuring equitable sharing of usufructs from common property resource land.

#### SWAP Preparation – A key activity of the SWS

Box 9.1

SWAP preparation was a participatory process. A traverse survey was done to identify what needed to be done on each survey no. and common property. PRA techniques were used to involve all sections in the village. Farmers' ideas were sought and FNGO/department staff guided them on selecting activities that were feasible.

Persuasion by FNGO/department staff and other farmers helped in dealing with resistance/reluctance in some members of the community. Value of work to be executed was estimated based on unit rates provided by the project. After convincing all beneficiaries, a plan was drawn up and consolidated at the SWS level. Contributions from farmers for various activities were then specified.

Field measurements were made and survey no. wise, beneficiary wise micro plans were prepared. This was followed by training to farmers. The whole process took about one year.

To formalise the implementation partnership with the community; the WDD had a tripartite agreement with the SWS and FNGO for the Sujala project. The MoU mentioned the roles of the three parties and the necessary activities to be undertaken by the SWS in order to implement work in its micro-watershed. A sample MoU is given in Annexure 9.1.

Each SWS had two accounts, one for implementation and another for operations and maintenance (O&M). The entire project related fund and contributions were deposited in to implementation account. The Operations and Maintenance account had fund equivalent to three per cent of the value of the SWAP, of which 1.5 per cent coming from Sujala project and the rest from community contribution. The O&M fund was made available for use only on formal closure of the Sujala implementation in the SWS area.

Each SWS had a Book Writer (usually 10th pass)<sup>4</sup> who was responsible for maintenance of all records such as Measurement Book, Cash book, etc. The Book Writer was assisted and guided by the Accountant at the FNGO. Under the PBPS, salary of the FNGO accountant was linked to the quality and timeliness of book keeping by the Book Writer.

During the initial phase of Sujala, the treasurer was drawn from the DWDO's office, but even this was taken over by the community by Phase III. One member from the AGs/SHGs was made Treasurer. This was done to speed up release of payments to beneficiaries, suppliers of material, etc.

### Points to Ponder

- SWS was constituted as an independent body comprising beneficiaries of the project and a given formal partnership status in contractual agreements. This clearly indicated the project's intention to empower community to for meaningful implementation of the project.
- The SWS had an organic linkage with the GP through two GP members on its EC. In spite of large funds routed through SWS there were no conflicts with GPs, since the project benefited all in the village

### 9.3.3 Monitoring of SWS-EC

SWS-EC was monitored primarily by DWDO and FNGO staff. During Phase I, DWDO staff, especially the Agricultural Assistant visited each SWS 2–3 times a week to review implementation. However, during Phase 3, this was not possible due to increased area of coverage and workload to the DWDO staff. Therefore, visits were limited to carrying out check measurement.

In addition to these visits, EC members of SWS were called for frequent meetings<sup>5</sup> at taluk and district level to review the progress. Self-assessment by AGs and SHGs was carried out based on formats developed by Antrix (ME&L partner) with assistance from the FNGOs.

4 Given the quantum and complexity of tasks, FNGOs felt that instead of having a 10th pass as a Book Writer, it would have been better to have a B.Com for 3-4 micro-watersheds.

5 EC members were not even paid conveyance charges to attend these frequent meetings. Indeed, some of them mentioned that they were the only partners not paid by Sujala, but who had the most important tasks to execute.

### **9.3.4 Impact of SWS**

There was satisfaction regarding the quality and types of assets created in the village. Benefits from Sujala touched all sections in the village. People also felt that the active participation of the community ensured quality in works executed. Local politicians had no scope to raise issues and create conflicts since all members of a village benefited through the project. Overall, since people were directly involved in all aspects of the project, transparency was ensured and pilferage minimised. Indeed, they felt that more than 80% of the money spent in the project reached the community in the form of assets and benefits.

This reflects the effectiveness of involving the community in planning and executing works in their area with the rest of the implementation structure focusing on facilitating the process. In the success of the SWS in Sujala, lies the proof for the ability of AIM to deliver more effectively to the community at large.

**Part 3**  
**Planning,  
Implementation  
and Support  
Systems**

Participatory planning and implementation backed by support systems adopted by Sujala are discussed in this section

## 10. Planning and Implementation

Sujala's planning and implementation mechanism was geared to operationalise:

- Participatory watershed development and protection

This involved:

- Formation and strengthening of CBOs
- Rapport and awareness building through informal meetings
- Gathering information through baseline surveys, PRAs and remote sensing maps
- Need based entry point activities through the Gram Panchayat
- CBO formation by organising Area Groups in micro-catchments, SHGs of vulnerable groups
- Capacity building of AGs and SHGs
- Constituting Sujala Watershed Sanghas in each micro-watershed
- Capacity building of the SWS executive committees
- Preparation of participatory action plans (SWAP) by
  - Conducting a traverse survey in the village micro-watershed jointly by DWDO staff, FNGO and members of the community
  - Discussing and identifying activities to be taken up on private and common lands with technical guidance from department staff
  - Preparing farmer-wise and survey number-wise activity list, entering the information into the computer
  - Discussing and sharing the detailed plan with the General Body of the SWS for its approval
  - Submitting SWAP for approval.
- Implementing SWAP by
  - Preparing sector wise estimates by Agriculture Assistant with ECs through discussions with AGs
  - Collection of contributions from members
  - Preparation of annual action plan and procurement plan by AA with SWS-ECs
  - Entire implementation by SWS-EC, taking responsibility for quality, quantity adhering to seasons for activities to be undertaken
  - Monitoring SWAP implementation.

- Farming systems intensification

This involved:

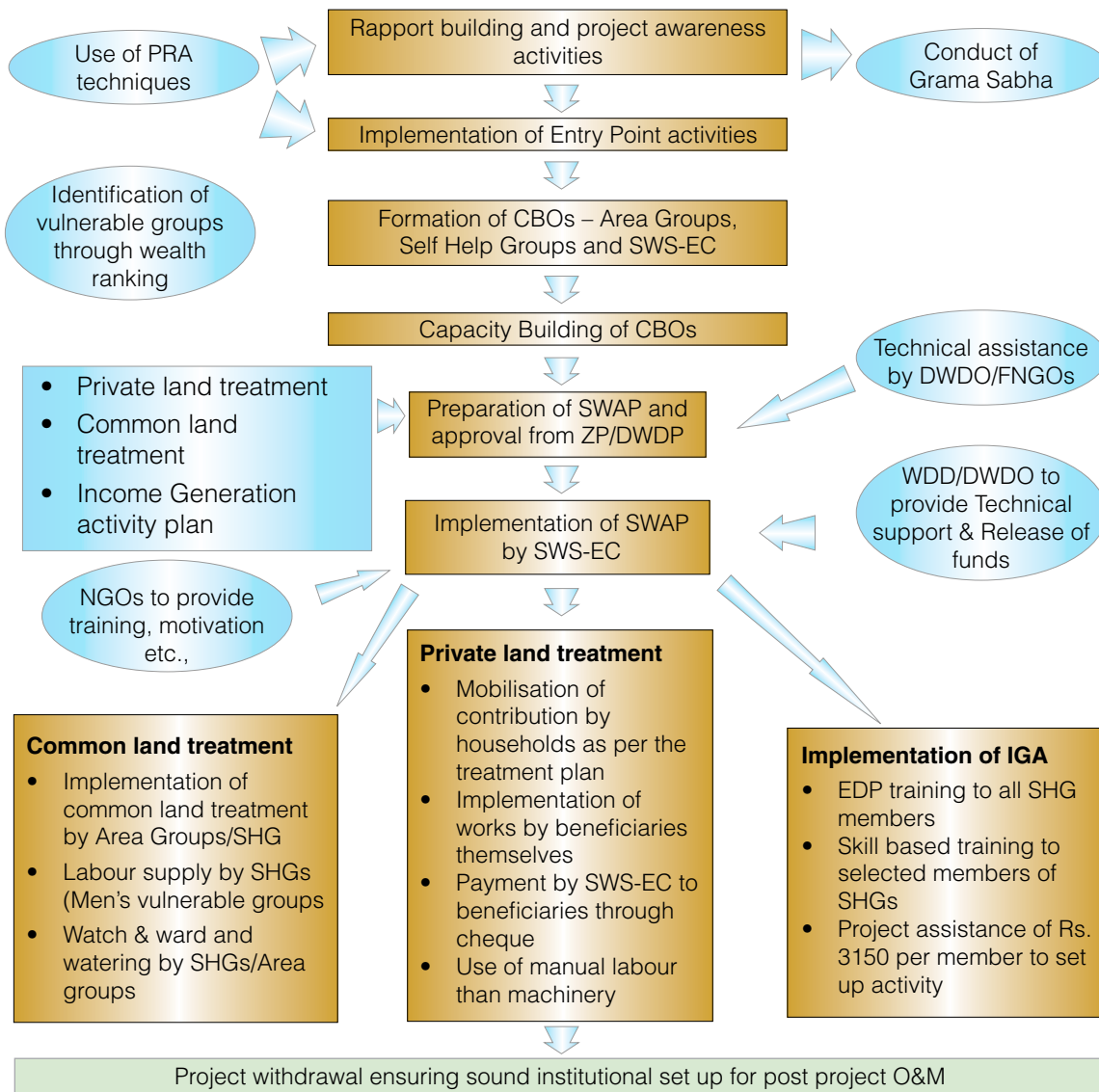
- Introduction of farmer driven research, extension and demonstrations
- Convergence with other related government programmes
- Promoting Integrated Pest Management
- Undertaking a pest management study.

● Income generation activities

Comprehensive guidelines were evolved for encouraging vulnerable groups to take up IGAs. This involved:

- Selection of vulnerable members in SHGs
- Orientation on SWAP
- Training on animal husbandry and petty trade
- Skill training and exposure visit for micro enterprise and group enterprise
- Preparing IGA sub-plan
- Establishing credit linkage
- Follow up business counselling
- Institutional strengthening

A schematic diagram explaining the planning and implementation process adopted in the project is given below:



**Table 10.1: Step-wise Planning Process under Sujala Project**

Sl. No	Activity	Sub Activities	Process & by whom	Time Frame	Observations
<b>I. Pre Planning Phase ( Forming and strengthening CBOs)</b>					
1	FNGOs in place	Office establishment, appointment of staffs and Induction trainings	WDD appointed FNGOs, conducted orientation about the project with the support of PNGO	One month	Phase I took more time. Later in the phase II & III this activity was completed with in time span.
2	Training to DWDO and FNGO staff	-	DWDOs and FNGO staffs were given training at district level by LNGO with the support of PNGO and WDD. Roles and responsibility of the staff were explained and technical information was given.	Within two months	The duration of such training was not uniform in the phase I. However, in the phase II and III separate module were developed for such trainings
3	Reconfirming the boundary of sub watershed and micro watersheds	-	Conducting a traverse survey in the village micro-watershed jointly by DWDO staff, FNGO and members of the community	Within three months	DWDO had delineated the watershed boundaries and prepared the maps. These joint visits helped FNGOs and community to understand the field better.
4	Rapport and awareness building	-	Awareness creation through streetwise informal meetings, village meetings, meeting GP members and existing CBO members, street play, jathas, wall Paintings, etc. by FNGO.	Within three months	Required IEC materials were developed by WDD.
5	Data collection	Base Line survey, PRA exercise and secondary data collection	FNGOs were responsible for collecting relevant information's in the prescribed formats designed by ME&L. DWDO collected filled formats and sent to ME&L for analysis. ME&L agency verifies the information with 10% sampling and prepared baseline report for each micro watershed and submitted to WDD. WDD in turns shared the report with FNGO, LNGO and DWDO to make use while preparing SWAP.	Within three months	This was the major out puts of the pre planning activity. Wealth ranking, resource mapping, social mapping, time line, trend and seasonality analysis were the PRA tools used for base line survey.
6	Entry Point Activity (EPA)	Identifying EPA, forming EPA committee, estimate preparation, approval and implementation	FNGO facilitated EPA activity planning and implementation with Gram Panchayat. Rs. 1 lakh was earmarked for EPA activity (of which 10% from community). DWDO scrutinised and approved the estimates.	Within eight months	In the phase I EPA was rests with Gram Panchayat. Many GPs delayed the implementation of EPA. As a result, in the phase II & III this responsibility was given to FNGO.
7	Data collection of watershed boundary	Resource Maps, cadastral boundary, Khatedar list, etc.	FNGO and DWDO staffs collected sub watershed and micro watershed maps with drainage lines,	Within eight months	Project used remote sensing and geographical system (GIS) for planning

Sl. No	Activity	Sub Activities	Process & by whom	Time Frame	Observations
8	CBO formation	Formation of SHGs, AGs and SWS	<p>cadastral boundaries from KSRAC, survey numbers, Khatedar list, etc.</p> <p>Through wealth ranking exercise, FNGO identified the vulnerable families in the villages. Later FNGO facilitated them to form SHGs.</p> <p>Similarly Area Groups (AGs) were formed by groups of farmers owning land in a particular mini catchment area. Each AG had 30–40 farmers.</p> <p>Families from all the villages under a micro watershed form Sujala Watershed Sangha (SWS). A 14 member Executive committee was formed having representation from SHGs (5), AGs (6), GP (2) and DWDO (1).</p>	Within five months	<p>of the watershed activities. Details on use of these technologies is explained in Box 9.1</p> <p>Formation of AGs enabled coordination of watershed treatment activities on individual land within a micro catchment.</p> <p>Formation of SHG ensured the inclusion of women from marginalised sections of the village. They were then encouraged to take up activities on CPRs and also IGAs to enhance their livelihoods.</p> <p>Care was taken to ensure 50% of women on SWS-EC besides they were also appointed as at least one as office bearer</p>
9	Capacity building of CBOs	Training of SHGs, AGs and SWS EC	FNGO conducted various trainings as prescribed by PNGO and LNGO	Within 8 months	CB focussed on helping each group/SWS-EC understand the concept of integrated watershed development and equip them with skills to perform their roles.
10	Registration of SWS	–	The SWS is a Registered Body –registered under the Societies' Act. FNGOs carried out the process of registration of SWS.	Within 8 months	This made them registered independent entities, eligible to receive funds for activities to be under taken in its area.
<b>II. Planning Phase (Preparing Participatory Sujala Watershed Action Plans – SWAPs)</b>					
11	Planning at AG level	<ul style="list-style-type: none"> <li>Visit to the lands on individual farmers</li> <li>assess the existing conditions</li> <li>plan for activities, and</li> <li>consolidation at AG level</li> </ul>	<ul style="list-style-type: none"> <li>Task team was formed comprising staff of FNGO, Agriculture Assistants of DWDO and members of SWS EC.</li> <li>Prepared visit schedule to each of the AGs.</li> <li>Transect to each individual land and conduct of resource and intervention mapping exercise.</li> <li>Calculated the cost sharing norms with the individual owners.</li> </ul>	Within 8 months	<p>This joint exercise enabled farmers express their needs and ideas regarding treatment of their lands and discuss and receive guidance from technical staff of the department on what is technically feasible. It also helped clarify doubts and remove any hesitation in individual farmers through persuasion and efforts of staff and other farmers</p>

Sl. No	Activity	Sub Activities	Process & by whom	Time Frame	Observations
12	Planning at common lands	<ul style="list-style-type: none"> <li>Visit to the common land and assess the existing conditions</li> <li>plan for activities</li> <li>consolidation at Micro watershed level</li> </ul>	<ul style="list-style-type: none"> <li>Visit by the team to identified common land along with respective area groups/SHGs</li> <li>Assessing the condition, its uses and plan for revival</li> </ul>	Within 8 months	Treatment for common land was by involving families who are dependent on it. For larger common lands, planning was done at micro watershed level by calling general body meeting. This process ensured that those dependent on CPRs were involved in planning of activity.
13	Consolidation, prioritisation and finalisation of SWAP at micro watershed level	<ul style="list-style-type: none"> <li>Meeting with all AGs and SHGs</li> <li>Draw large resource map of watershed</li> <li>Draw up proposed watershed activities.</li> <li>Finalisation of the interventions</li> </ul>	<p>Based on the earlier exercise survey number wise, beneficiary wise micro plans were prepared. Back in the field measurement were taken by technically qualified FNGO staff along with the concerned members.</p> <p>The multiple levels of planning at the farmer level and for common land are consolidated first at the mini-micro catchment level and then at the micro watershed level to develop meaningful plans.</p> <p>Discussion of implementation issues and contribution mobilisation strategies.</p> <p>FNGO facilitated the consolidation of the plans and prepared SWAP</p>	Within 8 months	The process facilitated active community participation in preparation and consolidation of SWAP. Use of SuKriya software reduced the time required in SWAP preparation and calculation of estimates and contribution by communities.
14	Plan scrutiny (by DRG)	-	<p>The final plans are sent to the Technical Scrutiny Committee at the district level. The Committee scrutinises SWAP for:</p> <ul style="list-style-type: none"> <li>Integration of various components of watershed.</li> <li>Whether allocations are made as per the project directions.</li> <li>Costing of activities as per approved unit costs, contribution rates and budgets available for different types of land.</li> </ul>	Within 9 months	This ensured that SWAP was finalised as per the guidelines.
15	Approval by General Body	General Body Meeting of the SWS	<ul style="list-style-type: none"> <li>Present the overall plan, budgets, contributions, mode of implementation (manual labour, machinery, contracts, etc.),</li> </ul>	Within 10 months	This process informed all members in the micro watershed about the SWAP as a whole and the MoU for

Sl. No	Activity	Sub Activities	Process & by whom	Time Frame	Observations
16	Plan submission and approval.	-	<p>common land and drainage line treatments, post management strategies, interlink ages between individual lands and common lands, etc.</p> <ul style="list-style-type: none"> <li>Read out the Memorandum of Understanding to be between the SWS, FNGOs and the DWDO</li> </ul> <p>The finalised plans were submitted to the DWDO who again forwarded to the ZP for approval</p>	Within 10 months	<p>implementing the same. Members were encouraged to seek clarification and understand the activity and requirements before giving their approval for SWAP</p> <p>To avoid delays that occurred and expedite approval the DWDOs were later on authorised to approve SWAP</p>

A model SWAP report format is given in Annexure 10.1

#### Box 10.1

### Use of technology for SWAP preparation

One of the unique features of the Sujala project is the adoption of state of the art technology for planning and monitoring of the activities. Modern technologies like Remote Sensing and Geographical Information System (GIS) were used effectively in the project. Karnataka State Remote Sensing Application Centre, an autonomous organisation under Department of IT and BT, Government of Karnataka was entrusted to provide resource maps for all micro watersheds using high resolution satellite images. These resource maps included soil resources, hydro geomorphology and ground water prospects, slope classes, present land use and drainage lines. These resource maps were integrated with other non-spatial data like demography, rainfall, literacy, etc. in GIS domain. Both RS and GIS were utilised to derive information pertaining to watershed such as watershed characterisation, prioritisation, wasteland mapping, run off estimation, water resource action plan, land resource action plan, site selection for implementation, etc. The project developed software called 'Naksh Vivara', which is a GIS map viewer. These resource maps were used while planning for watershed treatment. The project also developed a bilingual software package called 'Sukriya - Sujala Kriyavojane' which allows beneficiary-wise data base creation through well structured information on size class, caste and location of any given activity at AG level. The Sukriya package had GIS enabled information called 'Sukriya Nakshhe' with cadastral map in a user friendly manner. These were used while preparing SWAP. This customised software package eased the watershed planning activity.

**Table 10.2: Step-wise Planning Process under Sujala Project**

Sl. No	Activity	Sub Activities	Process & by whom	Time Frame	Observations
1	Execution of works		<p>25,000; estimates up to Rs 50,000 Assistant Director of Agriculture; for works up to 2 lakhs DWDO; beyond Rs 2 lakhs WDD).</p> <p>On approval of estimates alignment was given for works to be taken up.</p> <p>Each beneficiary paid the contribution as per norms. The contributions were made in terms of cash, labour or material. Field guides of FNGO facilitated this activity.</p> <p>Done by SWS EC/AG/SHGs/ Beneficiaries with FNGO supervision.</p> <p>Agriculture Assistant records the field book and measurement book as and when the work executed.</p>	<p>The estimation survey and preparation of detailed estimates takes 10 days</p> <p>18 months was earmarked for implementation of works</p>	<p>Since department staffs were also engaged in other department works this step suffered from delays. Hence in phase III estimation and alignment were done by trained FNGO technical staff.</p> <p>Initially contribution for forestry (30%) – of project cost and horticulture (35%) was high. During the later phases contribution from SC/ST was reduced.</p> <p>SWSs were assisted and facilitated for implementation of works.</p> <p>On completion of work filed books/measurement books were filled in by the FNGO and department staff was informed. Check measurement were jointly done by the AA and FNGO staff. Minor rectification suggested was completed. Problems arose due to delay in arrival of AA for check measurement.</p> <p>O.K card system was adopted for big structures like stone masonry structures, earthen embankment and Nala revetment. This process held department officials responsible especially for the bigger structure.</p>
2	Monitoring of works		<p>O.K card system was followed for quality check. SWS EC and inspecting officer like AAO, AO, ADA, and DWDO inspects the works and record in the O.K card kept at work spot.</p> <p>SWS-EC formed an ad hoc Monitoring Committee (MC) from among its members to monitor the works</p>		

Sl. No	Activity	Sub Activities	Process & by whom	Time Frame	Observations
3	Payment for works	Bill preparation	<p>FNGO staff was involved in regular supervision of works.</p> <p>AA also verified the work at different stages and informed SWS EC, FNGO, LINGO and DWDO.</p> <p>Individual farmer who implemented the work prepared their bills with the support of the FNGO or concerned Area or SHG.</p> <p>In the case of works implemented by AG/others, they prepared bills themselves.</p> <p>All bills prepared in duplicate and submitted to SWS EC.</p>		Rising of bills by individuals/ groups who took up work and payment made directly to them by crossed cheque strengthened community participation and plugged possible leakages.
		Payment	<p>After verification of the bills and confirming the satisfactory execution of the works, SWS EC makes payment to individual beneficiary/groups/ agency through 'crossed cheque'.</p>		

Discussions in the field and with project partners revealed that there was tremendous pressure to achieve targets, sometimes overlooking processes needed to make the project participatory.

## Systems for Transparency

Sujala project adopted various systems to ensure transparency in the project. They are:

- Display of approved SWAP on the walls for information to the general public.
- SWAP copy being made available to the respective Gram Panchayat.
- Area Groups and SHGs being given copies of their respective plans.
- List of members whose work was taken to be up in the coming month being displayed along with their contribution in GP office/public wall.
- For each activity/treatment photo documentation being made at three levels, i.e., 1) before taking the activity 2) during implementation 3) after completion of the work.
- Labour charges for various operations being widely publicised by printing pamphlets and through wall paintings in identified public places.
- Once the work was completed details being made public by AG-wise wall paintings. These paintings contained the name of the farmer, activity, survey number, project contribution, beneficiary contribution and total cost.
- All payments being made directly to the beneficiary through crossed cheques.
- Measurement Book record needing the signatures of AA, one SWS EC member, actual beneficiary and AAO/AO before being finalised.
- Payment being made in the presence of at least two members of EC.

The project can be termed as a grand success in its participatory approach. The project empowered the community to plan and execute watershed works. The entire exercise of planning and implementation by community themselves, brought in many lessons for all stakeholders and practitioners, at large.

## Points to Ponder

- First of all, the project demonstrated that, if communities were given the opportunity and the needed support and facilitation, they can achieve the task effectively.
- Secondly, the usual apprehension of the department regarding lack of technical and management skills among communities was removed by de-mystifying technology for use by communities.
- The use of remote sensing and GIS while planning in Sujala project was a strong testimony that the technology can be used effectively at community level.
- Thirdly, the bottom up approach for planning and formation of AGs to treat mini micro catchments ensured effective coordination of planning and implementation to meet the needs of each beneficiary family. This planning approach triggered participation of the community and also enabled meaningful monitoring of the project.
- Lastly, the various transparency systems followed in the project proved to be of use and smoothed the whole process.

## Withdrawal Strategy

Initially, PNGO drafted a withdrawal strategy for the project in consultation with the community based organisations. However, WDD did not agree to the suggestions made and developed its own withdrawal strategy. The final strategy

deployed required the FNGOs to execute the withdrawal processes following the below mentioned steps:

- Calling a Gram Sabha – informing about the closure of the project, sharing the details of the work done so far along with the budget, sharing the status of IGA, sharing the audit statement, explaining about the need for management and maintenance of assets created, informing them about the future possibilities of the EC acting as a sub-committee of GP.
- Assessing the functioning of all CBOs as per the guideline.
- Stock taking of all the assets created on private land, common land and as part of EPA.
- Impact analysis using wealth ranking – to understand the extent of impact the project had on the livelihoods of the people – by comparing the results of the present wealth ranking exercise with the one done in the beginning of the project.
- Handing over the EPA assets to the panchayat and other institutions concerned such as the school betterment committees, temple committee, etc.
- Bifurcating the Common Property assets into category 1 (assets like Check dam, MPT, nala bund, etc. – which have well defined direct users) and category 2 (assets like block plantation, foreshore plantation, etc. – with large number of stake holders). Forming users group for category 1 and developing benefit sharing, management and maintenance strategy for category 2.
- Accounts related transfer of balance funds in Implementation to department. O&M amount to be with EC and to be used for repair and maintenance of common assets like check dam, nala bund, etc. Books of accounts and office furniture's were handed over to the DWDO.
- Impact monitoring by the community using the format circulated by the Department

### Points to Ponder

As a result of this, withdrawal strategy's with handing over of records, assets and furniture the SWS was essentially dismantled. The WDD envisioned partnership with SWS only for planning and implementation of the project, and not for a role in managing structures that were established.

## 11. Support Systems in the Sujala Project

This chapter deals with the different support systems developed for effective implementation of the project. These support systems were developed and streamlined with help of various partner agencies.

The key support systems in the project were:

### 11.1 Capacity Building

#### 11.1.1 The Need for Capacity Building

Strengthening the capacity of local communities and empowering them to plan, implement and manage watershed development activities in their micro-watersheds has been the key feature

of the Sujala project. The project also envisaged a shift in the role of the WDD from an 'implementer' to a 'facilitator'. In order to mobilise communities and work closely with them, NGOs were involved at various levels. As mentioned earlier, other organisations also partnered with the PPMU to establish and operate key systems like ME&L and finance. Hence, it was necessary for all partners/stakeholders in the project to develop a common understanding and orient themselves to work in a 'Sujala partnership', besides acquiring necessary knowledge and skills to perform their roles in the project. Capacity building in Sujala focused on this need.

The overall objectives of the capacity building programme for stakeholders in Sujala were:

- To develop an understanding of project related objectives and information
- To build a shared vision at all levels
- To introduce new concepts, develop knowledge and enhance awareness
- To equip with necessary skills
- To enable attitudinal changes.

### **11.1.2 Comprehensive Capacity Building Strategy**

During the first phase, the University of Agricultural Sciences (UAS) and Myrada conducted separate training programmes on technical aspects and social/managerial aspects respectively. In order to avoid overlaps and ensure consistency in messages, a strategy for comprehensive capacity building was developed through a consultative process with all project partners.

Sujala's multi-disciplinary approach required need based CB interventions that were concurrent at all levels. To enable stakeholders at all levels to work 'competitively and collaboratively', the project focused on both:

- Personal capacity development, focusing on individuals involved in the project, by improving knowledge, skills, awareness, and clarifying responsibilities for enhancing performance
- Organisational capacity development, focusing on single partner organisations and groups of similar partner organisations, by improving their managerial capabilities to deliver on time.

In order to do this, there was a major emphasis on training. A set of training modules were developed on each thematic area of watersheds and compiled into manuals.

Exposure visits were organised during the initial stages to successful watershed areas, both within and outside the State. This enabled community members and representatives of partner organisations to understand processes through direct interaction. Teleconference training programmes were organised for CBO representatives and partner organisations. Radio programmes on thematic areas also enabled farmers interact with experts.

The three thematic areas of capacity building were:

**Technical:** Covering components of integrated watershed development like soil and water conservation, forestry, horticulture, livestock, integrated crop management, management of common property, etc.

**Social:** Covering concept of participatory watershed development and community based organisations, roles of stakeholders, addressing equity issues, etc.

**Managerial and Financial:** Covering leadership in organisations, organising meetings, bookkeeping, PRA techniques, CBO self assessment, entrepreneurship development training, financial management, etc.

### Points to Ponder

- A multi-pronged capacity building programme is essential for reorienting and equipping all stakeholders.
- A comprehensive CB strategy needs to be drawn up during the pre project/initial stages of the project in order to plan and equip stakeholders.

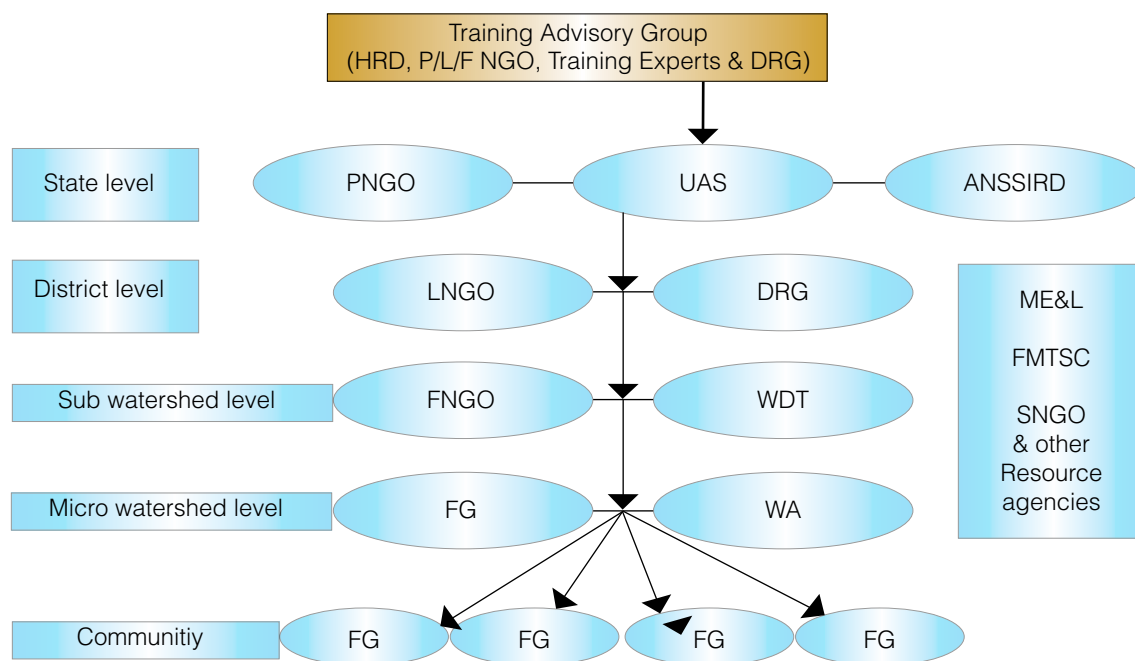
### 11.1.3 Training Structure and Organisations/Institutions Involved

The CB interventions of Sujala had the active participation of partner organisations. It was coordinated by the Human Resources Development unit of the project headed by an Additional Project Director (HRD) with a Subject Matter Specialist (HRD) and a Training Analyst.

**Table 11.1: Trainings were conducted by partner organisations at various levels**

Thematic Areas	Organisation/ Institution level	State level	District Watershed level	Sub-watershed level	Micro watershed level
Technical	1. University of Agricultural Sciences, Bangalore (UAS-B)	*	*	*	
	2. University of Agricultural Sciences, Dharwad (UAS-D)	*	*	*	
	3. Centre for Continuing Technical Education, Karnataka(CCTEK)		*	*	*
	4. Karnataka Livestock Development Agency (KLDA) & Karnataka Milk Federation (KMF)		*	*	*
	5. BAIF Integrated Rural Development, Tiptur, Karnataka	*		*	*
	6. District Resource Group			*	
	7. Agriculture Assistants/ Watershed Assistants/ Livestock Assistants	*			
	8. Karnataka State Remote Sensing Applications Centre (KSRSAC)			*	*
Social, Managerial & Financial	1. Partner NGO –Myrada	*	*	*	
	2. Lead NGOs		*	*	
	3. Field NGOs				*
	4. EDP Agencies		*	*	*
	5. Antrix		*	*	
	6. WDD-SWP-HRD unit	*	*	*	
	7. Ravi & Iyer Chartered Accountants		*	*	*

**Chart 11.1: Training Structure in Sujala Project**



The WDD organised exposure trips and conducted teleconference training on the project and also gave practical training on technical aspects. While BAIF, KMF and KLDA focused on livestock related training needs, UAS addressed mainly watershed development, agriculture and horticulture. The NGOs focused on social and management aspects to facilitate community participation in watersheds. ToTs were conducted by the PNGO and LNGOs, and the latter also gave handholding support to FNGOs when they conducted trainings in the field. Antrix trained partners on MIS and Ravi & Iyer gave training on accounting and financial management. Training costs were inbuilt into the TORs of each training partner.

### Points to Ponder

Partners with the expertise in necessary technical aspects, social aspects and managerial aspects need to be identified to contribute to CB.

#### 11.1.4 Designing Training Modules

Preparation of training modules involved assessing training needs for stakeholders at every level of the project (depending on their tasks requirements), listing and sequencing of contents, preparing material, selecting appropriate methods, identifying roles of partners, making arrangements for monitoring and training follow-up. Sujala had 97 training modules covering a wide range of topics. Each module was given a unique code to facilitate planning, review and monitoring. (See Annexure 11.1)

These modules used a variety of methods such as:

- Lecture to introduce concepts and provide information
- Learning through flip charts, photos, posters, leaflets

- Learning through stories
- Brainstorming to generate ideas
- Group discussions based on experience and observations for deeper understanding and analysis
- Fish bowl to understand processes
- Role play, games and simulation for experiential learning
- Experience sharing, audio visuals, field visits for learning from other experiences
- Demonstrations for learning through seeing and doing.

Trainings were also designed to be action/output oriented with a mix of classroom and field sessions. For example, the TOT on SWAP preparation, conducted by an LNGO, also culminated in the preparation of a SWAP for a micro-watershed. During the training, participants from FNGOs interacted with farmers, visited their fields, helped farmers plan suitable interventions, estimated costs and discussed cost sharing. The data gathered was fed into the computers by the participants along with representatives from AGs and SHGs, using the Sukriya software. Sector wise plans were prepared and consolidated. The individual and consolidated plans were presented to AGs, SHGs, and SWS for further refinement and confirmation. The prepared plan was mapped on the ground and explained to the general body and refinements were made according to suggestions by members. The plan approved by the General Body was then finalised for the micro-watershed. Thus, the training enabled trainees gain skills in preparing a participatory action plan while also creating a concrete output in the form of a SWAP for one micro-watershed.

The contents of the different training modules prepared for CBOs is given in Annexure 11.2.

#### **11.1.5 Planning CB Inputs**

Training programmes were organised by the PNGO for department staff and partner agencies to guide preparation of training plans.

Training Operational Plans were prepared at the State, District and Sub-watershed levels in order to schedule training programmes so as to avoid time and resource conflicts due to overlapping of training programmes at various levels. It also helped to prioritise training programmes based on project/organisational tasks.

Sometimes many batches had to be trained simultaneously, posing challenges in logistics. Training had to also cope with staff turnover, especially in FNGOs. New staff was trained in small groups or individually, even though this was not budgeted for. Month wise training calendar prepared during phase III of the project is given in Annexure 11.3.

#### **11.1.6 Review and monitoring**

Sujala's capacity building interventions were monitored regularly in the field by a team drawn from partner organisations. Antrix also conducted pre-and post-training evaluations. Periodic reviews were also done during audio conferencing and monthly meetings. Appropriate changes were made in the trainings, based on feedback, observations and reviews done. Thus, the training programmes evolved over a period of time and underwent several refinements with respect to their content, quality, quantity and methods used.

### 11.1.7 Impacts

- Exposure visits were instrumental in adoption of activities like vermi-composting and CPR management. Demonstrations conducted needed more efforts in dissemination to be effective.
- The livestock related trainings had a positive impact backed by good material and community resource persons. IGA trainings were found wanting on managerial aspects.
- The delivery mechanism for training in social-economic aspects was effective and the TOTs created a useful resource pool.

#### Points to Ponder

- Multi disciplinary training programmes conducted by different partners need to be coordinated by the nodal agency/implementing agency at all project levels.
- Detailing out training operational plans at the different levels of the project helps budget time spent on trainings by stakeholders, avoids overlaps and also correlates with stages of project implementation.
- The training budget needs to provide for possible staff turnover and necessary re-trainings.
- Conducting joint training programmes helps clarify the inter-linkages between social, managerial and technical aspects of the project.
- Concurrent monitoring of training programmes enables their refinement for increasing their effectiveness

## 11.2 Monitoring, Evaluation & Learning in Sujala

### 11.2.1 Need for an effective ME&L system in the project

Monitoring and evaluation (M&E) is a key management activity that is integral to managing any project. Often, the way it is conceived and executed, it is limited to carrying out an evaluation during the mid-term of the project and on the completion of the project. The result is that findings and suggestions from the evaluation become available when it is too late to learn, adapt and change. Thus, M&E is often reduced to a set of mere activities with no discernible impact on improving management functions.

In contrast, right from the inception of the project, M&E was conceived as an integral part of the project's regular operations rather than as on and off events conducted at period intervals.<sup>6</sup> In fact, it was not merely conceived as Monitoring & Evaluation but equal emphasis was laid on Learning (ME&L).

Unlike other projects Sujala aimed at delivering development benefits to the community through an alternate implementation mechanism viz., Community Based Organisations (CBOs). To facilitate the implementation of the project it engaged with a large no. of partners. Therefore, ME&L was seen as a critical management activity to not only monitor and evaluate the performance of the project and partners but also to ensure that they were able to share information and learn in near real time and help manage the project better.

---

<sup>6</sup> The impetus for this came from the Project Appraisal Document

The overall objective was to develop an information management system that provided timely and appropriate information to project managers, which included the beneficiaries in assessment of project performance. The monitoring and evaluation framework combined both qualitative and quantitative measures and evolved as the project progressed, and as staff gained competence and experience.

### Points to Ponder

- In an AIM kind of project with implementation being done through partners, ME&L is a vital function to be facilitated by the Nodal Agency.
- An effective M&E system that emphasises Learning is essential for sharpening management focus and continually tracking the progress and performance of the project, fostering adaptive learning, streamlining interventions and assessing the impacts.

#### 11.2.2 Need for an external ME&L agency

The working philosophy of Sujala was 'partnership', with each partner having specific roles to play. However, the monitoring and corrective mechanism aspects of project management were anchored in the WDD-PPMU-DWDO axis of project management structure, with various partners linked to this axis at different levels in their reporting relationships. For example, the FNGOs were linked to the DWDO, while the PNGO were linked to the PPMU. Given this nature of relationships, an independent and reputed ME&L agency was essential to instil confidence in the partners that the veracity and validity of information and corrective measures being suggested by the ME&L system were based on unbiased and professional assessments of the project's activities.

Further, as discussed in the preceding section, the project laid emphasis on continuous learning through a concurrent process monitoring approach. While the WDD-PPMU-DWDO axis of project management had an internal monitoring system, the project needed an external independent agency for the following reasons:

- The project envisaged a bottom-up approach of implementation involving Community, CBO and other organisations, which necessitates adaptive monitoring and learning processes.
- The process monitoring exercise, as a methodology of organisational learning needs to be carried out on near real time basis. This needs a very objective and professional approach, with a team exclusively dedicated to the task, which is difficult to find within the system.
- At inception itself, the project decided to make use of Remote Sensing and GIS technologies for unbiased assessment of project progress and impact. Further, it also decided to adopt an MIS system for effective collection and management of information. Since access to Remote Sensing technologies was not well established within the WDD/PPMU, the need for an external agency was felt.

Keeping the above factors in consideration, an independent agency was hired for the total project period.

## Points to Ponder

- Significant budget allocation indicates the importance accorded to ME&L function by the PPMU.
- Willingness to entrust this function to an external agency and backing it with significant budgetary support indicates the importance accorded to putting in place an independent ME&L system.
- Antrix was the partner with the single largest budget for an activity and was procured through SSS. In fact, the only partner procured on SSS in the project. This indicates the willingness of the Nodal Agency to take tough and bold decisions in choosing its partners.
- That Antrix was an off-shoot of ISRO, a Gol institution helped in making the choice, even on a SSS basis.

### 11.2.3 Procurement Process

Use of satellite imagery and GIS to monitor the project was envisaged right at the conceptualisation of the project. Mr Nadadur, the first Project Director of Sujala had worked earlier in ISRO and recommended Antrix, a commercial consulting arm of ISRO. Therefore, in discussing the M&E functions of Sujala, right from the beginning and in subsequent workshops Antrix was a key participant.

At that time, only Antrix had the familiarity with and access to use satellite images for development works. In fact, Antrix itself was exploring opportunities for application of its technology to meet the development project needs, especially in NRM related projects.

Thus, M&E of the project was entrusted to Antrix through Single Source Selection (SSS) procurement system of the World Bank. The value of the contract was Rs660 lakhs (about 1 per cent of the project cost), which included HR cost, establishment cost, use of technology, machinery, etc.<sup>7</sup>

The ToR for the contract between the WDD and Antrix required the use of remote sensing and GIS technology but equal emphasis was laid on participatory monitoring approaches, which were conceived during initial project consultation meetings and as per the Project Appraisal Document. (The ToR of Antrix is given in Annexure 11.4)

### 11.2.4 Objectives of M&E

The objective of ME&L in the project was to use satellite and ground based monitoring systems to provide information/feed back regularly on key issues, performance, social and environment impacts and support learning processes throughout the project period. The key tasks were to:

- Carry out input-output monitoring, process monitoring and impact assessment with use of remote sensing images and suitable socio economic indicators.
- Develop decision support systems to prepare analytical reports and analyse the data collected and to share these reports with project partners.
- Build the capacities of the project partners to operate and maintain the MIS.

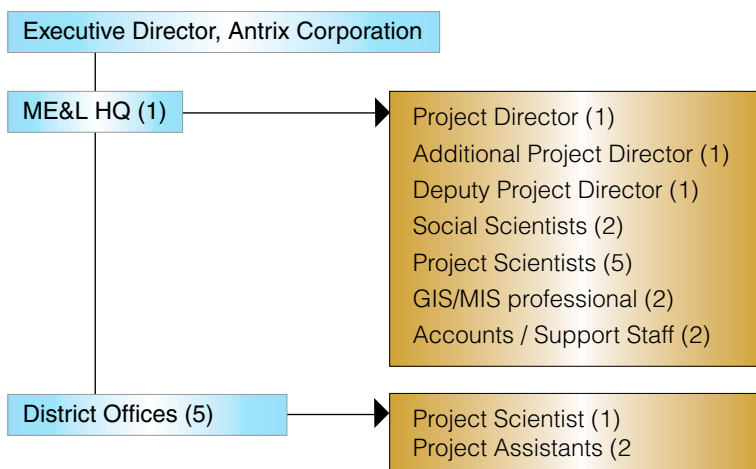
---

<sup>7</sup> Amendments to the ME&L contract for consultants services dated 2nd November 2007

### 11.2..5 HR Structure, Roles and Responsibility

The HR structure of ME&L agency and their roles and responsibility was predetermined in the PAD (Project Appraisal Document) and mentioned in the ToR. The organisational structure is as below:

**Chart 11.2: HR structure of ME&L Agency**



The Project Director, Antrix team reported to the Project Director, Sujala with respect to the ME&L functions that they were entrusted with. The personnel of Antrix at the district level reported vertically to the Deputy Project Director in Antrix. The district level staff of Antrix, unlike the staff of FNGO and LNGO had no reporting relationship with the DWDO. In fact, unlike the staff of the financial systems partner, Antrix staff did not share even office infrastructure with the DWDO. Thus, they were independent in both reporting and working.

Further, by placing people right up to the district level, Antrix gained independence in collecting data and assessing performance. Thus, the reach of their manpower and its independent nature vastly enhanced their reputation as unbiased monitors and reports of project performance and progress.

**Points to Ponder**

- During conceptualisation of the project itself (PAD), it was identified that a multi-disciplinary team would be needed for an effective ME&L system.
- This helped in formulating a ToR that clearly identified the HR structure, expertise, roles and responsibilities.
- A clear articulation of the manpower requirement helped in identification of the right partner with right expertise.
- The system was flexible enough to alter the contract and ToR when during implementation the need for more manpower with specific expertise was felt.
- The reach of the Antrix team up to the grass-roots level and its independence enhanced its stature as an unbiased ME&L partner.

**Expertise of Antrix ME&L team:** As required by the ToR, the team had professionals in the fields of NRM, Remote Sensing and GIS, Socio Economics, Agricultural Extension, Agricultural Economics, Software and Information Technology and Statistics.

During implementation of Sujala, the need was felt to have part-time consultants. Antrix's ToR was revised to include services of consultants with expertise in watershed development, community participation, environment, agriculture, etc.

### **11.2.6 Reports/Outputs of ME&L agency**

The ToR had specified following reports/outputs from the ME&L agency during the project period:

- Baseline survey
- Draft MIS system
- Final MIS system
- Input – output monitoring reports
- Process monitoring reports
- Thematic Evaluation and Monitoring Reports
- Impact Assessment Reports.

### **11.2.7 ME&L Design**

A three part monitoring and evaluation system was adopted, with emphasis on learning from implementation experience. They were:

#### ***11.2.7.1 Input and Output Monitoring***

The central objective of this monitoring was to:

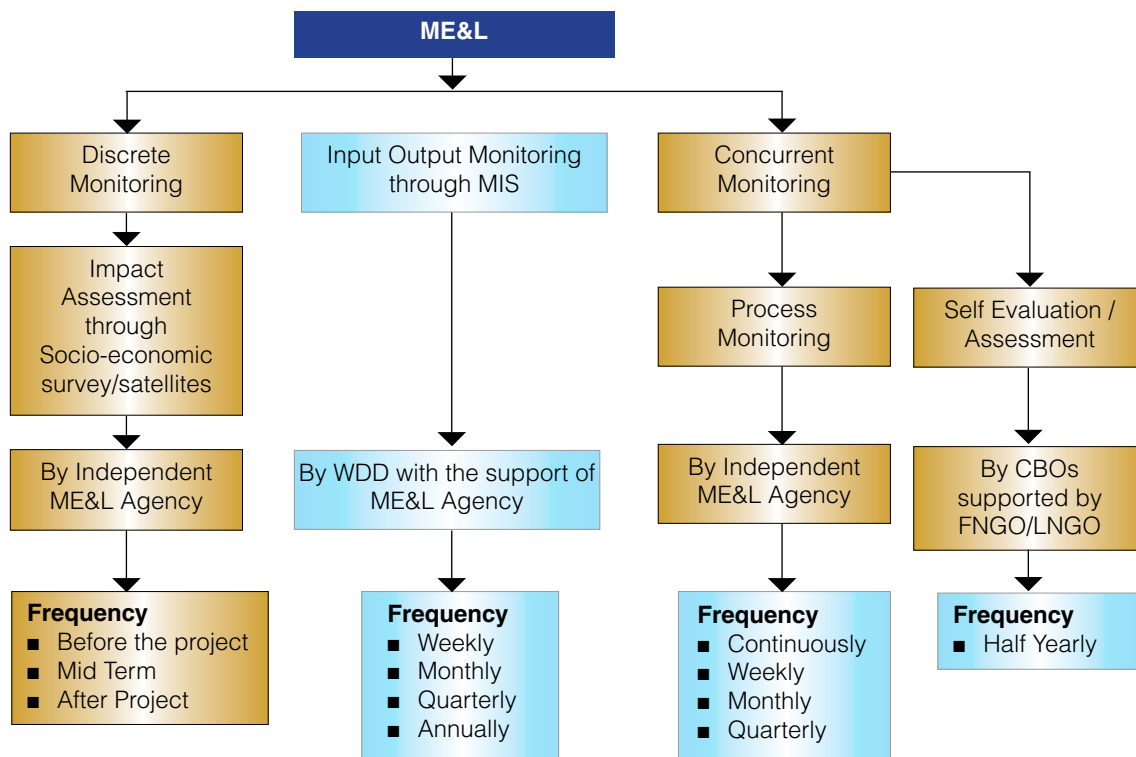
- Ensure that inputs are delivered in a timely manner
- Ensure that processes through which the stated objectives are to be realised are in place, by building an early warning mechanism and be of assistance in implementing corrective measures. This involved:
  - Prepare MIS/GIS system for collection and aggregation of input/output indicators (collection of data was the responsibility of WDD and NGOs)
  - Review data and verifying integrity (in the field on sample basis)
  - Analyse information and provide reports for sharing and discussion with WDD and NGOs.

As mentioned earlier, administration and project management functions were performed by the WDD-PPMU-DWDO axis. Input/output monitoring was an important function of this axis. A computerised MIS (Sujala Mahiti) was designed by Antrix to facilitate collection, collation, analysis and reporting of data.

The FNGO was primarily responsible for collection of data while Antrix was responsible for analysing the data and preparing reports for the PPMU-DWDO to monitor the progress. The high frequency of reporting coupled with frequent intense monitoring meetings held through audio-conferencing ensured that the monitoring was concurrent and therefore useful as a management tool.

In addition, to Sujala Mahiti, an MIS package for monitoring physical and financial progress, GIS was used by Antrix for watershed characterisation and prioritisation, resources assessment and action plan preparation.

**Chart 11.3: Schematic representation of ME&L approach**



**Points to Ponder**

The uniqueness of the monitoring system adopted by Sujala project lies in the fusion of modern technologies like, Remote Sensing (RS), Geographical Information System (GIS), Management Information System (MIS), etc., with conventional ground based monitoring system, to provide information/feed back regularly on key issues, performance, social and environmental impacts and support learning processes throughout the project period.

**Software developed by ME&L Agency**

Box 11.1

**Sujala Mahithi:** Sujala Mahithi is MIS designed and customised for Sujala Project. This MIS package allows the user to query, analyse and generate reports at different levels. Reports were generated on specific components at State/District/Taluk/Sub Watershed/Micro Watershed level on a weekly/Monthly basis.

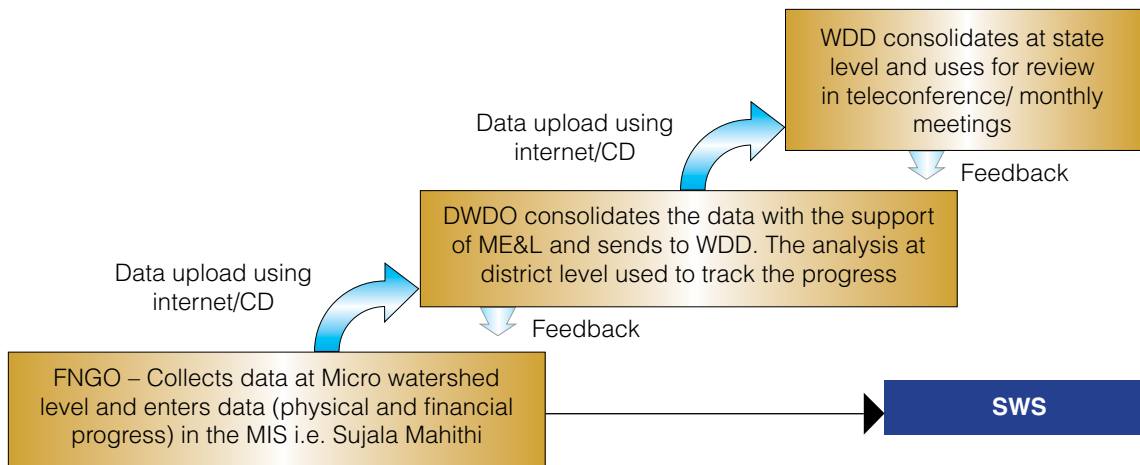
**SuKriya (Sujala Kriya Yojane):** This is a bilingual (English/Kannada) software package developed for preparing Sujala Watershed Action Plan (SWAP). This software significantly reduced time for preparation of action plan and addressed/covered every individual farmer to arrive at an integrated action plan. It also provided inputs for report generation in impact analysis.

Source: Sujala Project Brochure – Management Information System

## Data Collection, Analysis, reporting and corrective action

The FNGOs were provided with Sujala Mahiti (developed by Antrix) and Sukriya software. The data entry operator of the FNGO fed in the MIS data. This was consolidated at district and state level by the DWDO and PPMU respectively. The synthesis and analysis of the data were done by the ME&L agency at the district and state levels. This systematic data base was used to create MIS reports. These reports were reviewed, analysed and adopted in the field for compliance. The compliance of the identified observations was again reviewed during fortnightly audio conference. An indicative MIS report of input/output monitoring is given in Annexure 11.5.

**Chart 11.4: Schematic representation of data flow, analysis and feedback**



### Points to Ponder

- High frequency input/output monitoring coupled with frequent and intense review/ monitoring meetings through audio-conferencing meant that the basic building blocks of the project were monitored concurrently.
  - Mr Ramachandrappa, then DWDO at Tumkur says, "The frequent audio-conferencing backed by regular MIS reports was very useful in monitoring progress. It helped keep all of us on our toes throughout the duration of the project."
  - He continued, "Of course, this was useful as a management tool, but I would not like to be monitored like this for other watershed activities that we do on a regular basis. It is too intense."
- Backing the intention and design of the ME&L with computerised MIS and technology for audio-conferencing is what made I/O monitoring possible and effective.
- Presence of all the project partners at these audio-conference review meetings helped in ensuring that information and progress was shared with everyone and also ensured transparency in the whole process.
- Frequent meetings fostered a sense of common purpose and helped in team building.

### 11.2.7.2 Concurrent Monitoring

Concurrent monitoring had two approaches:

- Process monitoring done entirely by ME&L agency personnel
- Self Evaluation at CBO level supported by FNGOs.

In process monitoring, Antrix periodically verified the quality of project implementation by analysing the data gathered by the MIS, and also from direct assessment of client satisfaction obtained through the use of participatory methods. This involved:

- Evolving process monitoring indicators through consultative process/workshop
- Collecting data on random sample basis and preparing reports
- Analysis of the data & observations and preparing report
- Sharing report with WDD and NGOs for review before finalisation.

Process monitoring helped integrate safeguard issues, such as, environment management plan, tribal and vulnerable group action plan, cost sharing, and socially inclusive benefit sharing in the project. It also focused on positive and negative experiences, problems and difficulties faced in micro watershed activities.

The PNGO (Myrada) supported Antrix in developing methodologies, indicators and formats for process monitoring and also worked with LNGOs to develop self assessment for CBOs.

Process monitoring was designed to capture near real time information on the key processes. The observations were provided as weekly/fortnightly/monthly reports to the Watershed Development Department for effective project implementation and corrective measures.

The key processes monitored were:<sup>8</sup>

- Awareness and Sensitisation
- Participatory Rural Appraisal
- Baseline Survey
- Entry Point Activity
- Formation of CBOs
- Capacity Building
- Action Plan Preparation
- Environmental and Social Screening
- Action Plan Implementation
- Income Generation Activity
- Operation and Maintenance.

Self assessment/evaluations were carried out at the CBO level (SHGs, AGs and SWS) on a half-yearly basis. The formats were provided by Antrix and self assessment processes were facilitated by FNGO staff.

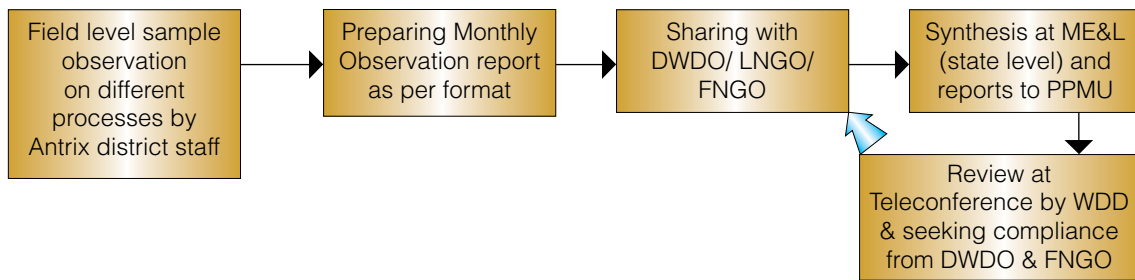
#### **Data collection, analysis, reporting and corrective action**

Formats were designed for each of the process indicators. The district level team of Antrix made observation visits at CBO levels and recorded the process. This information was synthesised and reported to PPMU reflecting the process actually followed in the field. This process monitoring related data collection and analysis was done independently by the ME&L team and the reports were shared with the concerned organisations continuously. An indicative process monitoring format and consolidated observation report of MEL is given in Annexure 11.6.

---

8 Sujala Project Brochure

**Chart 11.5: Schematic representation of Process Monitoring Approach by ME&L**



## Process Monitoring

Box 11.2

Key processes to be followed for various activities like CBO formation, CBO functioning, Capacity Building programmes, SWAP preparation, etc., were developed in the project. These processes were monitored by Antrix district personnel, during their regular field visits. For example, they participated in the CBOs meeting or training programme and observed the processes. Significant observations (both positive and negative) were noted and reported in the monthly observation report in a standard format. The report also specified the suggestions and name of the responsible agencies to take action. The outputs of the process monitoring provided good insights on the way the project was to be implemented.

Regarding self assessment at CBO level, formats were designed separately for SHGs, Area Groups and SWS. These formats contained the agreed actions and processes mentioned in the SWAP. The members themselves analysed the performance and progress on a half-yearly basis. The FNGOs facilitated the process of self evaluation. The observations made during the self evaluations were reported by FNGOs to the LNGO/DWDO. The corrective actions were carried out by the FNGO. Indicative formats developed for process monitoring and self assessment are given in Annexure 11.7 and 11.8.

## Points to Ponder

- Process monitoring is usually done in most M&E systems by the field NGOs who are actually working with the community. Seldom is it done by an independent entity observing the processes in an unbiased manner.
- The reach of Antrix manpower up to the grass roots made this possible.
- For an AIM projects, the process of implementing the project is as important as the input/output and therefore, monitoring the process on a real-time basis was important.
- Periodic self-assessment by the CBOs helped them learn from their mistakes and increased transparency.
- Unlike in other projects where process monitoring is limited to process documentation, Antrix processed the information and presented it in the form of reports which could then be used as a management tool.

**11.2.7.3 Discrete Monitoring/Impact Monitoring**

This was carried out at predetermined milestones of the project. Antrix assumed full responsibility to undertake impact evaluation study by:

- Identifying impact indicators through consultative workshops with PNGOs, LNGOs, FNGOs, UAS, Benagluru, etc.
- Preparing methodology for each indicator (agreed by PPMU and WB)
- Collecting data on sample basis from various sources (focus group discussion, satellite imagery, etc.)
- Measuring impact indicators by using structures (silt traps, piezometer) provided by PPMU
- Measuring socio-economic impact using baseline survey, social inclusion indicators, impact surveys (coinciding with mid-term review) and final evaluation against project objectives.

Impacts were evaluated using a variety of qualitative and quantitative indicators using satellite remote sensing, GIS and field based surveys. The observations were compared in the project and control areas. High resolution satellite data at frequent intervals were effectively used to monitor the implementation of the land treatment activities and assessing the changes in land use/land cover, cropping pattern, biomass and reclamation of fallow/barren land, etc.

**Impact Assessment Indicators for the project**

Natural Resource Indicators	Socio Economic Indicators
<ul style="list-style-type: none"> <li>● Land use/Land Cover</li> <li>● Agriculture Productivity</li> <li>● Cropping Intensity</li> <li>● Horticulture / Forestry</li> <li>● Wastelands</li> <li>● Ground Water Level</li> <li>● Bio Mass</li> </ul>	<ul style="list-style-type: none"> <li>● Household Income</li> <li>● Increase in Livestock</li> <li>● Fodder and Fuel availability</li> <li>● Asset and Liability</li> <li>● Migration</li> <li>● Milk Yield</li> <li>● Employment Opportunities</li> </ul>

In addition to the above impact assessment studies, the Antrix was also responsible for conducting thematic studies on various issues during the project periods. The issues for the thematic studies were finalised jointly with the PPMU. Essentially the thematic evaluations were on issues such as, environment impact, social accountability, etc. Antrix during the project period carried out 152 thematic studies such as:

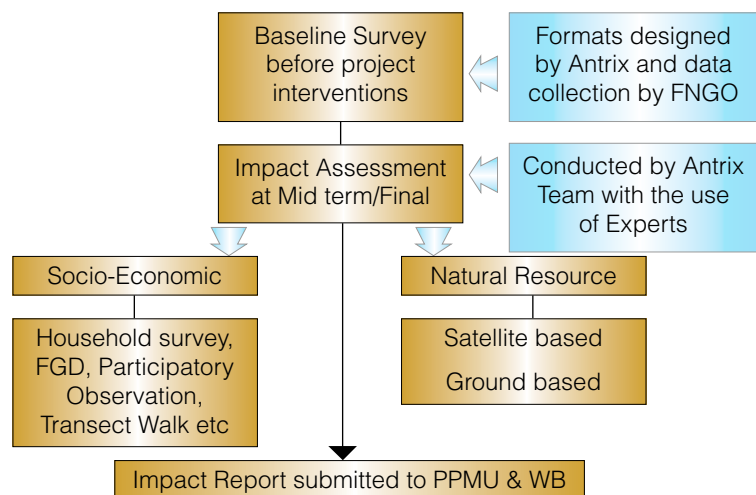
- Investment pattern
- Social Inclusion
- Women Empowerment
- Capacity Building
- Equity
- Income Generation Activity
- Livestock
- Sustainability.

These studies were carried out through a systematic approach and the findings of the study were useful in deriving lessons and required policy changes.

### Data collection, analysis, reporting and corrective action

Antrix was responsible for carrying out impact analysis using their team at different milestones of the project. The baseline survey was done before the project intervention and was carried out by involving FNGOs. The state level team of Antrix identified the areas of impact assessment, developed methodologies and the required formats. The training was given to their team members for carrying out the impact studies. The data collected from their teams were analysed at the state level with the involvement of the experts, and reports were generated. The reports were submitted to WDD and WB for taking corrective measures.

**Chart 11.6: Schematic representation of Impact Assessment**



### Points to Ponder

- Use of technology (Remote Sensing maps & GIS) to assess impacts was a unique feature of ME&L in Sujala
- Complementing impact assessments with thematic studies helped in producing a rich and in-depth documentation of the impacts of the project.
- Having a multidisciplinary team at Antrix helped in covering a large number of topics in impact assessment and thematic studies.
- Independence in data collection and analysis has led to an independent assessment of the impacts, thereby enhancing its value to the project.

### 11.2.8 How ME&L helped the project

- A robust and effective ME&L system is a key feature of Sujala. It had a profound influence on the management of the project.
- A strong and reliable MIS formed the backbone of the Input/Output monitoring system which was the basic tool for project management. By providing information, analysis and reports on input/output, the ME&L system helped

make the audio-conferencing review system more data-based, focused and therefore effective.

- A concurrent process monitoring system helped in ensuring that stated objectives and processes by which to achieve them were not given the go.
- Finally, impact assessment backed by a number of thematic studies helped in producing a rich and in-depth analysis of the impact of the project on various parameters.

Specifically, some of the ways in which the ME&L system impacted the project management were:

- ME&L studies conducted at the end of phase I revealed the overemphasis on structural soil and water conservation works and recommended a better balance with respect to horticulture and forestry activities.
- Non-involvement of local labour due to excessive use of machinery was also identified as a problem. Use of machinery was also restricted to areas where soil conditions were difficult for manual labour.
- New guidelines were issued to limit SWAP investments to 60 per cent of arable land and drainage lines, 20 per cent for horticulture and 20 per cent for forestry. This resulted in a better balance of activities.
- In phase II of the project, it was realised that incremental increases in income were around 40 per cent for small and marginal farmer, more than 50 per cent for landless and around 80 per cent for large farmers. This equity concern was addressed through a special ME&L study that led to reduction in mechanised soil and water conservation works, maximum use of local labour and proportionally less investment to large farmers.
- By the end of Phase I, it was realised that reports on physical progress were far in excess of what could have been achieved with the amount being reported as spent. When computerised MIS was put in place, it was possible to track both physical and financial progress. Based on this, a PBPS was put in place to manage payment to FNGOs.

### 11.2.9 Strengths/ Weakness /Challenges

The strengths of the ME&L system are:

- A system was designed to not just monitor and control but to also help learn
- A sound ME&L system design that covered Input/Output, Process and Impacts to help the management take informed decisions
- Reputed, technically sound agency with a multidisciplinary team that spanned NRM, IT, sociologists and economists
- A reporting structure that encouraged independent functioning and a humanpower reach that had grass roots presence for giving independent and unbiased feedback
- Consultative development of indicators, methodology and formats to carry out monitoring. This not only drew expertise from other partners but also fostered trust among partners and helped in team building
- Use of Remote Sensing and GIS technology combined with ground-truthing helped in easy verification and validation of physical progress. For example, if Antrix had restricted itself to just remote sensing and verifying it at the ground level, its credibility among FNGOs and SWS would have been low.

- Finally, the backing provided by the Nodal Agency (PPMU) was very important in ensuring that the ME&L function remained independent and their findings and suggestions were received with respect and acted upon.

The weaknesses of the system are:

- Monitoring did not cover the performance of government staff associated with project implementation, thereby leaving a huge area of governance not monitored with the same degree of focus. For example, under the PBPS, if an FNGO's payment was held up because the Agriculture Assistant (AA) from the DWDO did not perform check measurement in time, the lapse of the AA was not monitored and therefore not recorded in the system.
- Too many formats to be filled at FNGO level was consuming time for field staff.

### **The Challenges**

The role of the ME&L, as conceived by Antrix, was to build trust, ensure ownership and create a strong support system for the project. Being an independent agency having appropriately qualified professionals for the assigned tasks, Antrix carried out process monitoring and evaluation studies in an unbiased manner.

Meticulous monitoring of field activities and reporting had resulted in some resistance from officers responsible and FNGO staff for project implementation at the district/sub watershed levels. During fortnightly teleconference meetings, the findings of the process monitoring were discussed in detail by the state level WDD officials and corrective actions were suggested/ordered. Later, the ME&L staff also monitored the action taken at the field level. Since these processes were not there in the normal government system, Antrix was viewed as a fault finding agency. During the later part of the project, the system got a little diluted and district level Antrix staff had to send their reports to Antrix HQ only after scrutiny by the DWDO, thus, reducing the independence of the ME&L function.

### **Points to Ponder**

The fact that under Sujala 2, the function continues to remain independent and is being executed through a partnership with Antrix, is testimony to the success and acceptance of the both the partner and the process of partnership for this function.

## **11.3 Financial Management System**

### **11.3.1 Need for Financial Management System in the project**

Sound financial management system plays a vital role in systematic project execution. It also acts as an internal audit system by keeping track on the fund flow and expenditure. Sujala being an externally aided project, World Bank as the lender insisted on having a good financial management system in the project, keeping in view the weak systems and procedures in the regular government system. This issue was deliberated at the time of design of the project and the department agreed to have computerised financial management system in the project. Accordingly, in the project preparatory phase itself, actions were initiated to develop computerised Project Financial Management System with the help of M/s AF Ferguson, who were hired as consultants.

### 11.3.2 Need for an external agency for financial management

In the regular government system, accounts were manually prepared and monitored as per the government norms/procedures. But, for effective monitoring of the project and using financial management system as a tool for project management, computerised financial management system was envisaged as a key part of project design and administration.

The financial management system covered aspects of fund flow, financial and accounting policies, accounting system including internal controls, planning and budgeting system, financial forecasting system, procurement and contract administration, monitoring system and financial reporting system. The existing human resources at the WDD did not have the necessary skills and experience in handling such computerised financial management system, hence the need for hiring an external agency for this function.

The processes adopted, changes that happened overtime and its impact on the project are:

### 11.3.3 Procurement Process

The procurement of an agency to develop the Project Financial Management System (PFMS) took place at the project preparation phase itself. Procurement was done following the QCBS procedure. In addition to the development of the PFMS software, the ToR included support for operationalisation of the software for one year. M/s AF Ferguson Private Limited was selected and they developed the PFMS. They consulted key stakeholders to design various financial related systems in the project. PFMS encountered several problems in synthesis of data that needed modifications in the first year it was introduced in the project. M/s AF Ferguson, despite their efforts, could not rectify the software to work in a satisfactory manner. Further, their location in Delhi led to increase in costs of delivery of PFMS. This necessitated WDD to approach another agency in the second year of the project through an open tender, calling for bids from accounting firms with experience in managing financial information system. As the nature of this activity involved monitoring of financial issues, the project decided to select from chartered accountant firms. The agency was termed as the Financial Management and Technical Support Consultancy (FMTSC). Again the QCBS procurement system was followed and M/s Ravi & Iyer Chartered Accountants were selected as FMTSC partners.

The contract period was initially for one year and later renewed every year after reviewing performance. ToRs and HR requirements were also modified every year based on the learning and field requirement. The contract copy of FMTSC is given in Annexure 11.9.

### 11.3.4 Objectives of FMTSC

The overall objective of FMTSC was to ensure all financial management aspects including necessary technical and accounting aspects of the project are satisfactorily handled. In addition to this they were responsible for:

- Providing required technical support to project financial staff
- Providing training to project financial staff in computerised financial management systems
- Developing financial management capabilities of district level project staff and SWS

- Liaison with and providing necessary information to auditors
- Recommending for continuous improvements and updates to financial management systems
- Generating Financial Monitoring Reports (FMRs) as per the formats approved by the World Bank.

### **11.3.5 HR structure, Roles and Responsibility**

In order to build the capability of the financial staff of the department and to work closely with them, it was envisaged that the FMTSC staff work in the office premises of WDD at the state level and DWDO at the district level. The required infrastructure like computers, furniture, telephones, etc., were provided to the agency.

The HR requirement was decided based on the quantum of work. In phase I, the FMTSC had one Team leader along with one project accountant at the State level. At district levels they had one senior project accountant.

In the phase II and III, the team strength was increased as the number of FNGO and SWS to be monitored/trained increased. In Phase III ( which had highest number of SWSs and FNGOs), the FMTSC had four Team Leaders, of which one Team Leader was exclusively for database administration (PFMS software and Hardware), one Team Leader assigned for Head Office administration and supervision of one district and the remaining two Team Leaders were assigned to supervise two districts each. This gradual change in the HR structure was accommodated with annual renewal of the contract.

Usually, in any project, the team leader's position is considered to be a full time role and compensation will be on monthly basis. But in case of FMTSC, their roles were not considered as a full-time role. WDD budgeted meticulously their requirement, taking into consideration, actual days they spent in guiding and monitoring activities. Based on such estimation, in ToR, their compensations were calculated on a per day basis.

The roles of the Team Leader were to:

- Provide training for project accountant to sharpen their skills
- Conduct training for SWS & FNGOs representatives
- Periodically interact with DWDO, PNGO, LNGO, FNGO & SWS
- Verify entries, consolidate accounts and generate reports
- Attend audio conference at HO and locations
- Interact with World Bank officials during their visits
- Attend financial review meetings at state and HO level
- Liaison with auditor, C&AG and WDD for re-imburement of claims.

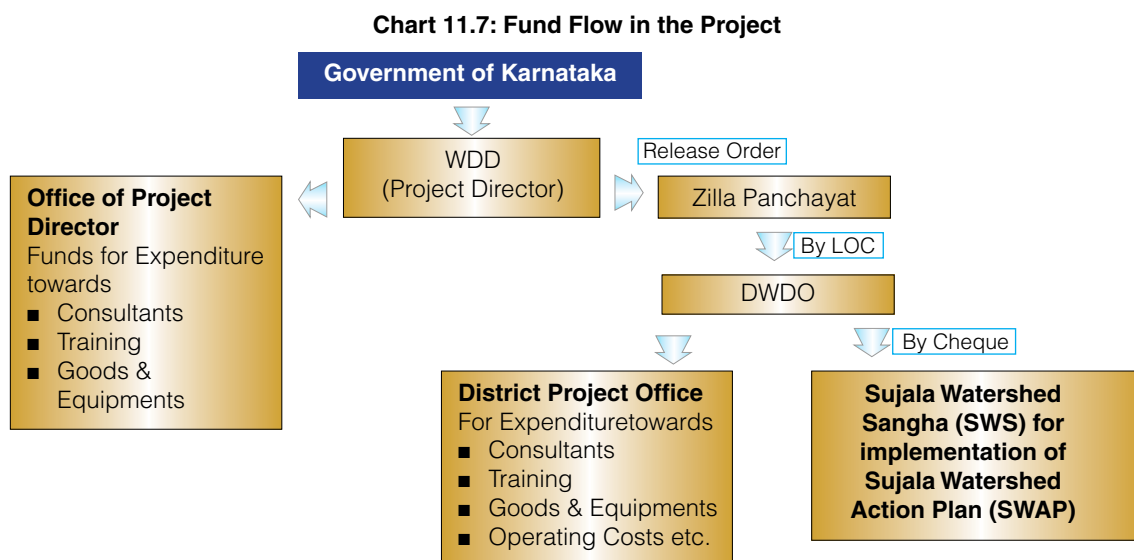
At the district level, the agency had full-time staff. In each district, they had one senior project accountant. Their roles included:

- Receiving the expenditure vouchers from SWS on weekly basis
- Data entry of all the expenditures in the respective account head in the PFMS.
- Sharing PFMS information with SWS and reporting to Team Leaders on policy matters and problems in any of the SWS accounting system of PFMS

- Reconciliation of SWS bank and cashbook with bank pass sheets
- Issue of endorsement on bill wise observations to SWS, DWDO and FNGO. Collection of reply on the same and incorporating the corrections in the PFMS.
- Attending audio conference along with Team Leaders.
- Conducting periodical training programme to SWS representatives on the observations made on internal control system.
- Generating the monthly (including Statement of Expenditure) and quarterly reports at district level

### 11.3.5 Fund Flow system in the project

Government released funds to ZP/DWDO by release order and in turn DWDO released funds to SWS through cheque for implementation of SWAP. A schematic depicting the flow of fund release is Chart 11.7:



The SWS had two accounts:

- Project Implementation Account
- Project Operation and Maintenance Account.

The money released for implementation was kept in project implementation account and contributions from beneficiaries were added to this account. This bank account was operated by Treasurer and President/Secretary. The funds required for first two months were released in advance. Thereafter, subsequent release of funds for next two months was done after submitting the Abstract of Expenditure (AOE), Running Bill Account and Vouchers for the previous one month duly certified by Watershed Development Team and requisition of funds for the next two months. The DWDO released funds for the next two months after scrutinising the vouchers.

## Books/Records maintained at SWS

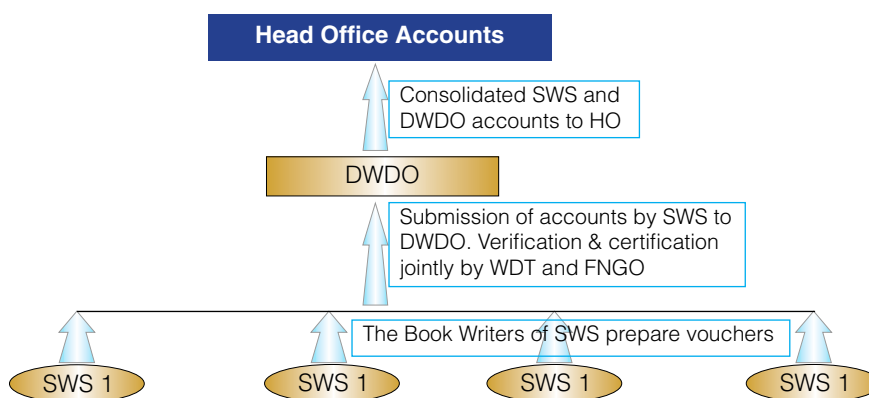
For submission to DWDO

- Cash/Bank Receipt vouchers
- Cash/Bank payment vouchers
- Manual Cash Book
- Beneficiary work progress cum contribution register (private lands)
- Work progress cum contribution register (Common lands)
- Work Register
- Asset Register
- Procurement Register
- Measurement Book
- Running Bill
- Estimates Bill.

*All above books were provided by WDD.*

It was noteworthy that the cash books and measurement books were maintained at SWS level. This ensured the greater level of decentralisation of the project.

**Chart 11.8: Flow of Accounting Documents**



**Table 11.2: Periodical Outputs of the FMTSC to WDD**

Sl.No	Output	Periodicity / Frequency
1	Statement of Expenditure (SOE) – Both district wise and consolidated	Within 9th of every month
2	Quarterly Financial Management Reports (FMR).	Within 45 days of close of each quarter
3	Annual Reports	Within three months of end of each fiscal year
4	Compliance on Audit Report	Within 39 days from the date of receipt of report
5	Reconciliation of SWS	End of subsequent month
6	Recommendations on continuous improvement in Financial Management	During quarterly meeting with project authority

In addition to the above reports, FMTSC was also responsible for building capacities of the SWS with frequent training. There were three level trainings of one day each to SWS as below:

**1st Level:** Before release of funds to SWS/after selection of Book Writers at SWS

**2nd Level:** After 60 days from the date of 1st level training

**3rd Level:** After 120 days from the date of 2nd level training.

### Financial Management Reports

Box 11.4

Financial Management Reports (FMR) was the key report expected from FMTSC. This reports served to facilitate decision making by project management. The report included information on sources and application of funds, classified by project components and expenditure types. It also included a comparison of physical outputs and financial figure, with budget and variance analysis, information on procurement and contract administration, financial forecasting, etc. A sample beneficiary wise FMR report is given in Annexure 11.10.

#### 11.3.6 Changes over Time

Design and operationalisation of PFMS was not smooth in the project. Initially PFMS was designed by M/s AF Ferguson. However as described in the preceding sections, it did not work satisfactorily and the agency was replaced by M/s Ravi & Iyer during the 2nd year. After various modifications in the software, from Phase II of the project, the functioning of PFMS was found satisfactory. Project Financial Reports were generated regularly and they began to be used as an effective management tool.

During the implementation of phases I & II of the project, it was observed that there was poor coordination between FNGO and SWS on execution of field level activities. It was also found that the FNGOs payments were not truly reflecting the progress of work executed in the field. This issue was discussed in detail at the PPMU and also with the World Bank team during the mid-term review (May 06). As a result of discussion, PBPS was introduced in the project and for this, the PFMS reports were linked to physical progress reports. New formats were designed to measure the performance at FNGO level linking each task to the quarterly statement of expenditure (SOE). Weights were worked out for each of the tasks in consultation with FNGO, PNGO, etc. This system forced FNGOs to concentrate on all areas to show their overall performance and also induced effective interaction with the SWS.

While continuing work with revised PFMS in the project, FMTSC realised the need for having alternate software, to handle any major breakdown in the existing PFMS. They also felt that, a simple Financial Management System could be developed using Tally. Keeping this in mind, they approached PPMU for getting approval to develop alternate software and for pilot implementation in the project. The PPMU approved the proposal and sanctioned about Rs. 3 lakhs for developing the alternate software and for its pilot implementation in two project districts. The agency successfully developed the software (by spending just 10 per cent of the amount compared to what was spent for developing PFMS earlier in the project) and pilot implementations were done in two districts. With this, the project came out with a simple and cheaper software using Tally for financial management system and the same was adopted for Sujala 2.

### **11.3.7 How PFMS helped the project**

The computerised financial management system had streamlined the financial accounting system in the project. This has helped in carrying out quick analysis of data and preparation of reports for making suitable decisions.

It has helped the project develop a strong internal audit system and enabled a reporting and cross-checking that helped auditing of the project.

The various training programmes for streamlining of documentation of financial transactions and verification of vouchers at different level has brought in discipline in books/record keeping at SWS level.

It also helped in introducing PBS to FNGO, i.e., linking physical works to the release of payments to FNGOs. In turn, there is a lot of impact on speeding up of the works and greater interactions at SWS and DWDO to expedite the implementation in time.

## **11.4 Audit System**

Auditing is a statutory requirement for any project. It scans the operational process vis-à-vis set procedures and brings out issues and suggests upgrading the procedures and systems. In a Government system, statutory audit will be done by the Comptroller and Auditor General (CAG) of India. Adhering to this, in Sujala too, the arrangement to submitted the audited (by CAG) annual financial statements to the World Bank, the project sponsor. In addition to this, to ensure sound internal control of the project, World Bank insisted on having the service of a Chartered Accounting Firm. The scope of the service included audit of financial transactions at all levels in the project and assessment of the operation of the financial management system in the project.

### **11.4.1 Procurement of Auditors**

As per the World Bank procurement guideline, QCBS was followed for appointing external auditors for the project. Towards closure of the first year of the project, the procurement process started by calling EoI from Chartered Accountants. As the project was being implemented through CBOs, it was a first time experience for Auditors to place a system to audit from CBO level. Two pre-bid meetings were held to clarify the roles and responsibilities of the auditors in the project, as they were not exposed to such community level auditing systems earlier. Of the 13 agencies that responded to the advertisement, four agencies were short-listed primarily on quality parameters. Later, based on the cost and negotiations, M/s YCK Associates were selected as the auditor of the project. For YCK Associates, though they had engaged with the Government project earlier, it was first time that they were associated with a World Bank project. The initial ToR was for one year and was extended for subsequent years with same unit cost. The contract copy of Audit agency is given in Annexure 11.11.

### **11.4.2 Role of the Audit Agency**

The overall scope of work of the auditor was:

- To review the operation of the overall financial management system including project financial statements, internal controls and compliance with financing agreements.
- To provide project management with timely information on financial management aspects of the project to enabling follow up action.

The responsibility of YCK Associates was to verify the flow of fund and expenditure at all levels, i.e., SWS, all NGOs, DWDOs, and other state level partners. They looked into the SWAP, estimate approval, release of funds, utilisation, MB recording, and payment to beneficiary.

Box 11.5

### **Internal control mechanisms**

For better accountability and management, the project insisted for strong internal control mechanisms. They were:

- Establishment of appropriate budgeting systems and regular monitoring of actual financial performance of budgets and targets, monitoring of physical and financial progress, monitoring to unit costs, etc.
- Development and adoption of simple, clear and transparent financial and accounting policies which would govern the financial management and accounting for the project.
- Regular monitoring of advances to the SWSs, reconciliation and confirmation of balances.
- At the transaction level, establishment of procedures and systems for ensuring standard internal controls such as checking of expenditures, appropriate documentation, levels of authorisation, bifurcation of duties, periodic reconciliation, physical verification, etc.
- Establishment and operation of a comprehensive audit mechanism.

### **11.4.3 HR structure**

The Audit team had one Team Leader (Chartered Accountant) and three accountants. All were based at Bangalore and toured the project districts. In the first phase, they verified 100 per cent vouchers and visited SWS more than two times in a year. In phase II & III, they verified 10 per cent of the vouchers and were able to visit SWS once in a year. A format designed and used for audit observations at SWS level is given in Annexure 11.12. They carried out audit at DWDO. For this, they developed exhaustive checklist.

In the Phase III of the project, they were allowed to have sub contract with local auditors for two far of districts, i.e., Haveri and Dharwad districts. These local auditors carried out the audit work as guided by YCK. This arrangement of sub contract has resulted in reduction of overall contract value as travel cost was reduced substantially.

### **11.4.4 Impact of Audit System on the Project**

The Audit agency worked in close association with the FMTSC agency to streamline the accounting systems and procedures. The book keeping and accounting systems at SWS level resulted in reducing delays in funds flow and payment.

### Points to Ponder

- Use of external auditors in the project had the purpose beyond statutory obligations. It aimed at strengthening of systems and to enhance the internal controls.
- While computerised Financial Management system enabled the project management for tracking the fund flow for works, the internal audit of all transaction by an independent external audit agency helped to comply with set norms and procedures.
- Auditing at community level by professionals helped in understanding the system better and to take corrective measures to speed up the fund flow and for systematisation.
- Capacity building on accounting system and supervision by professionals enabled better rooting of the good book keeping and financial management.

As a result of the auditing by professional at SWS level, the quality of book keeping has improved. Though they followed manual entry at SWS level, in the earlier years, there was a time lag of two months to reach vouchers to NGOs/ DWDOP. With the system of multiple entries with carbon copy introduced by YCK Associates, the time delay has been reduced substantially and proper utilisation of the fund has improved in the project.

Part 4

**Partnership  
Management**

## 12. Partnership Management

The Sujala project supported decentralised, participatory, community driven watershed development. It emphasised change in the role of the department from an implementer to a facilitator. The Project design stage clearly articulated (in the PAD) that implementation responsibility would be shared with community organisations, NGOs and the watershed team at head quarters/districts/taluk/hobli levels.

### 12.1 Relevance of multiple partnerships

To implement decentralised community driven watershed development, WDD entered into partnerships with community based organisations called SWS at the micro watershed level. In order to organise these SWS (and the AGs and SHGs which formed sub groups within the SWS), equip them and ensure their active participation in planning and implementation of watershed activities, NGOs were needed. Hence, within a district at each sub-watershed level, the WDD established partnership with a field NGO that worked directly with the communities. LNGOs were partnered with at the district level to form an effective link between the FNGO and DWDO and to facilitate the working of the FNGOs as per project guidelines. LNGOs were also needed for capacity building of department staff and FNGOs in the districts. In order to focus on vulnerable sections of the community through IGAs, partnerships were forged with SNGOs at the district level. For a community based project of this scale covering five districts the WDD needed a state level partner NGO (with experience in participatory watershed development) to provide advice on integrating a participatory approach at every step in project implementation and also to provide capacity building support.

Monitoring was crucial in the decentralised project. Hence, an independent agency, Antrix, was partnered for an unbiased ME&L system. Similarly, since funds for the watershed activity flowed to the SWS, it was necessary to have an effective financial management system and this was managed by another independent partner who had a presence up to the field level. Thus, multiple partners provided various services for quality implementation of the project.

### 12.2 Procurement of partners

Partner organisations were selected based on the World Bank procurement guidelines. The state level/project level organisations, such as, Antrix and Myrada were selected through Single Source Selection method. Agencies, such as, Ravi & Iyer and YCK Associates who supported the project in managing financial and audit systems were chosen through QCBS methods. After phase I, when unit costs were firmed up, the watershed level partners like FNGOs were selected using QBS methods. However, these procurement processes were backed by comprehensive ToRs for each partner, which helped in charting out and operationalising the partnership.

### 12.3 Building stake and sense of ownership

Interactions with state level partners, Antrix and Myrada began during the preparatory phase of the project itself. Later, both these partners were contracted for the whole project period. Similarly, each FNGO was contracted for the whole implementation phase (three years). Then, as implementation of the project proceeded, responding to the needs and issues raised by partners, revisions were made in their ToRs. This demonstrated WDD keenness and commitments to

partnerships. Flexibility in revising ToRs in the interest of the project also helped to build joint commitments with partners. Thus, the WDD facilitated in building a stake and sense of ownerships in partners, towards the project.

#### **12.4 Clarification of Roles and Responsibilities**

Systematic efforts were made to clarify the roles and responsibilities of all partners involved at various levels of the project. As a result, every partner was aware of the roles and responsibilities of others as well as his own. The CB inputs, especially at the beginning of the project, focussed on this aspect. The guidelines and operations manual of the project stated each partners' roles clearly. Constant monitoring of partners according to their roles in the project also ensured this clarity. CB inputs further focus on equipping staff in each partner agency to perform their roles effectively.

#### **12.5 Establishing a common understanding among partners**

Developing a common understanding among partners was crucial in the implementation of Sujala. While CB inputs focussed on discussing and arriving at an understanding regarding the project, it was backed by informative material (esp., the operations manual) on almost every aspect of the project.

#### **12.6 Participation of partners in evolving key systems**

The WDD engaged in a consultative process with partners for discussing and evolving a CB strategy for the project. A similar consultative process was used to identify indicators for the project MEL system. Besides helping integrate inputs from partners, this also contributed positive strokes in partnership management.

#### **12.7 Giving space to partners to explore ideas**

When Myrada suggested that the treasurer in the executive committee of the SWS should be from the community itself, the department was apprehensive. After much discussion, the department agreed to explore Myrada's suggestion in 50 per cent of the sub watershed in phase I. Similarly, Ravi & Iyer (financial management partner), was encouraged to explore the idea of application of a cost effective Tally based system to re-haul the financial management system in the project.

While working with competent partners, the department and the project stands to gain by giving space to partners in exploring ideas.

#### **12.8 Taking partners along while introducing changes**

Prior to introduction of a major change like the PBPS system for FNGOs, the department called a meeting of its partners to inform them of the proposed change. This enabled the department to seek the views of the partners, make clarifications and pave the way for the acceptance of the change. Such a process facilitated introduction of changes while taking partners along.

#### **12.9 Performance based approach and monitoring for all**

By the end of phase II, the WDD realised that among the FNGOs working closely with communities, there were some who were not sincere or did not meet the expectations of the project. Hence, the PBPS was introduced to inculcate a sense of discipline in performing their roles. By and large, PBPS ensured improved contribution from these partners, though there were some negative

issues souring the partnership. One major problem was that the performance based system was not applied to department staff nor was their role monitored as intensely as their partners. In partnership projects, monitoring and performance based approaches need to be applied to all involved to foster a positive spirit in working together.

### **12.10 Joint exposure visits and training programmes**

Exposure visits to successful participatory project (within and outside the state) were organised for direct interaction and learning. Organising such visits in teams consists of department staffs, community representatives and NGO staffs helped to build bonds amongst partners. Similarly, holding training programmes with participants from different partner organisations helped in clarifying issues and strengthening partnerships.

### **12.11 Coordinated efforts by partners**

Based on the earlier experiences in CB, Myrada and UAS realised the need for coordinated efforts. Apart from developing a comprehensive CB strategy, both organisations decided to conduct some training programmes jointly, complementing each other's expertise and practical experience.

### **12.12 Monitoring partnership**

Antrix's ME&L studies and Myrada's field observation studies helped draw attention to implementation and partnership issues. This enabled WDD address issues as they arose. Further, it also improved the effectiveness of each partner's efforts.

### **12.13 Conflict Management**

Issues arose regarding long pending bills, disallowed payments, and procedural divergences from the ToRs with respects to LNGOs and FNGOs. In such cases, the PNGO negotiated between the WDD and NGOs concerned to resolve the issues. However, with the enforcement of the PBPS, there were instances when FNGOs felt wrongly penalised and were unhappy that the issue was not resolved. Due importance needs to be given for having foray for discussions and resolution of conflicts, in a project with multiple partnership.

### **12.14 Leadership changes affecting relationship with partners**

During the project period, there were changes in the leadership and the senior staff of the department. Each leader had his/her own distinct personality, priorities and management styles. With each change, partners had to make extra efforts to re-establish working relationships. At times, it involved working through biases against a set of partner's.

Leadership plays a key role in facilitating a partnership based project like, Sujala. Leadership, during the early years, played a key role in establishing systems and clarifying roles of partners. However, problems that arose in the field during the later phase (delayed check measurement by staff leading to penalty on FNGOs), point out the pitfalls of inadequate response of leadership. A strong leadership is necessary for providing prompt and adequate response in sorting out issues and taking partners along.

### 12.15 Challenges in partnership with PNGO

There were several ups and downs in the WDD-PNGO relationship; however both organisations made efforts to continue the collaboration. As the project progressed, differences arose between the partners mainly on account of differences in perceptions of the 'degree of partnership' envisaged.

For example, Myrada clearly felt that they had an equal say in how the FNGOs are managed and dealt with. However, the PPMU and the DWDO had different perceptions. They felt that Myrada's role was to advise them while it was the PPMU which had the decision-making authority on the course of action to take.

Similarly, over a period of time, difference over the withdrawal strategy of Sujala cropped up. The PPMU felt, especially towards the end of Phase 3 of Sujala, that the purpose of forming SWS and working through them was merely to ensure that soil and water conservation works were carried out with full cooperation of the community. They did not expect or plan for the SWS to manage the structures created under the project. Myrada differed. It felt that SWS were created to function beyond the implementation phase of the project.

As per the project completion report of Myrada,

"Myrada had a role at the State level but it had to constantly insist on being treated as an equal partner. At times it felt like an unwanted and unequal partner due its exclusion from State and donor agency meetings. It dealt with this through persistence and persuasion. Sometimes it had to compromise on matters of concern in the project, such as the withdrawal strategy, issues in PBPS and extension of the project period."

### 12.6 Challenges in partnership with FNGOs

As with any relationship, the partnership between WDD and FNGOs underwent changes over a period of time.

In the words of a DWDO, "Initially, we viewed the FNGOs as experts in the area of social mobilisation and watershed activities. However, by the end of phase II, we realised that not all FNGOs had the same competence and capabilities. Slowly, we began to understand their role and the processes involved. By the beginning of phase III, we knew quite well how to monitor and manage the FNGOs."

Indeed, with the introduction of the PBPS, and by the end of phase II, the FNGOs caught the rough end of the stick with respect to partnership with the DWDO. As the project progressed, the power equation between the DWDO and the FNGO began tilting in favour of the DWDO. With powers to select and contract, FNGOs being delegated to the DWDO and the introduction of PBPS, the FNGOs came completely under the authority of the DWDO. Many FNGOs were small NGOs and did not have an independent resource base to resist unfair treatment from a project such as Sujala and survive in the area of their operations.

From the DWDO point of view though, the fact that there were very few good NGOs to select and work with was a key constraint. In view of the varying quality of NGOs, they felt that the PBPS was a very sound system to ensure progress. Needless to say, by Phase III, the quantum of work to be handled by the DWDO had grown vastly and therefore, PBPS was found handy to ensure timely progress.

Nevertheless, the fact that of the entire NGO axis in Sujala, only FNGOs have been retained in Sujala 2 is testimony to the persisting need for the partnership

between the FNGO and the WDD. Indeed, even during Sujala, only a few FNGOs quit the partnership in protest.

## **12.7 Partnership with Community**

The project strengthened the capacity of the community and empowered them for their active participation in planning and implementation of project activities. This was done through constant guidance, supervision and capacity building efforts by the FNGO. While FNGO nurtured, the SWS they also attracted penalty when there was delay in progress due to conflicts with in the SWS.

Involvement of people through their SWS (including AGs and SHGs), backed by the financial and monitoring systems, contributed to ensuring that project investments were made with little room for corruption. This, along with need based planning and implementation, developed the community's sense of ownership.

The inter-agency team (NGO, Department and SWS) involvement in the SWAP preparation fostered the spirit of partnership and also enriched the planning process, pooling in the valuable experiences of all partners.

There have been instances in some areas where promises of providing seedlings to vulnerable sections have not been honoured by the department staff. Also, there are examples when inadequate guidance by FNGO/department staff had led to incorrect choice in IGAs. In such cases, SWS partnership with agencies has got weakened.

The withdrawal strategy adopted by the department resulted in the handing over of SWS assets to the GPs. As a result, after completion of the project, the SWS and AGs virtually ceased to exist, while some of the SHGs continued with their savings and credit activity. The WDD perceived the partnership with SWS only for planning and implementation of the project, and not for its continued existence and role in managing structures that were established. Thus, after much investment in developing community institutions, inadequate withdrawal policies brought an abrupt end to WDD partnership with SWS, whereas there was scope for SWS to have a continued role in operation and maintenance of structure created under the project.

## **Conclusion for Partnerships**

The complexity of the tasks of integrated participatory watershed programme was clearly recognised and articulated in the PAD of the Sujala project. The need to create clear task modules and enter into collaborations for managing various systems and tasks was essential. Suitable partners were identified and their roles defined as collaborations were entered into.

These partnerships were conceived such that each partner was a stakeholder with a commitment to be equally responsible for the project activity concerned, with due recognition given for their contribution. However, the experience of Sujala indicates that these partnerships degenerated over time and eventually became contracts as 'service provider', especially in the implementation axis comprising NGOs.

While the partnership worked fairly well with agencies involved in FM and MEL, it deteriorated considerably in the implementation axis. This critical axis had interaction between the implementation agency, NGOs and CBOs at various levels with a high intensity of interaction at the lower levels. The sharing of roles put a higher burden on the FNGOs to implement the activities in the field.

Moreover, the system was unfair in not fixing accountability in the DWDO also, while monitoring progress. This eventually gave an upper hand to the DWDO which also had the power to approve and sanction funds to the NGOs and CBOs.

The learnings from this experience is that, while it may be easy to enter into partnerships, it takes constant efforts to sustain working partnerships. The leadership of the WDD had a key role in steering the nature of partnerships.

## List of Officials/Experts/Persons Contacted

Sl. No	Name	Designation
1	Mr Gopalakrishne Gowda IAS	Commissioner, Watershed Development Department, Bangalore
2	Mr Rajiv Ranjan IFS	Project Director, WDD, Bangalore
3	Mr Neelakantha Rao	Sr. Consultants & Team Leader, Ravi & Iyer Chartered Accountants, FMTSC, WDD, Bangalore
4	Mr Prakash Kumar	Subject Matter Specialist, Watershed Development Department, Bangalore
5	Mr Nanda Kumar	Subject Matter Specialist, Watershed Development Department, Bangalore
6	Mr Anjaneyalu	Subject Matter Specialist, Watershed Development Department, Bangalore
7	Dr Ranganath	Project Director, Antrix ISRO
8		Mr. Vijay Kumar Dy. Project Director, Antrix, ISRO
9	Mr Vijayendra R Naik	Auditor, YCK Associates, Bangalore
10	Mr Ramachandrappa T	DWDO, Kolar District
11	Dr Sreeramaiah	ADA, Kolar District
12	Mr Aloysius Fernandez	Ex. ED, MYRADA, Bangalore
13	Mr Aravind Risbud	ED, MYRADA, Bangalore
14	Mr Narayanappa	ED, Prakruthi NGO, Mulbagal, Kolar district
15	Mr Hanumanth Reddy K	Joint Director of Agriculture (IGA), Watershed Development Department, Bangalore
16	Ms Meenakshi Angadi	Project Coordinator, Myrada
17	Ms Latha Mala	SMS, Myrada
18	Mr Venkatesh	Team Leader, Prakruthi NGO
19	Ms Krishna Leelamma	Secretary of SWS Kuthandahalli, Mulbagal Taluk, Kolar district.

## List of Reports/Documents referred

Sujala Watershed Project- Monitoring, Evaluation & Learning, Activities Carried out June-Nov 2005, Antrix Corpn, ISRO, Bangalore

Sujala at a Glance, Project brochure, Watershed Development Department

Operation Manual, Sujala Watershed Project, Watershed Development Department

Agreement for Consulting Services – Financial Management Technical Support (Accounting) Consultants, Ravi & Iyer Associates, 3rd July 2007.

Agreement for Consultants – Auditing, YCK Associates, 12th September 2007

Sujala Watershed Project, Progress Report prepared for World Bank Implementation Support Mission, 3-7 Dec, 2007

Sujala – A Journey Towards Sustainability, Watershed Development Department

Satellite Based Training – Training Manual on SWS EC members (Kannada version), Watershed Development Department.

Note on various issues of watershed development in Karnataka, WDD.

Contract for consultants services between SDD and Antrix Corporation Limited, 2002

Agreement for consulting services, Monitoring, Evaluation, Learning and Documentation Consultation (NABARD Financed), between WDD and Antrix Corporation Limited, 2009.

Contract for consultant's services for FNGO between DWDO Chitradurga and JMECT, 2006.

Sujala Watershed Project Completion Report of Partner NGO MYRADA October 2002 to September 2007.

Contract for consultant's services for Partner NGO Services between WDD and MYRADA, 2002.

Approved amendments to the PNGO contract between WDD and MYRADA, 2003.

Approved amendments to the Training Component of the PNGO contract between WDD and MYRADA, 2004.

Agreement for consulting services for Financial Management and Technical Supporting (Accounting) consultants between WDD and M/s Ravi & Iyer, 2007.

Agreement for consultants between WDD and M/s YCK Associates, 2007.

Contract for consultant's services for LNGO between WDD and MYRADA 2002.

Final Report (June 2002 to June 2007) of LNGO Myrada for Chitradurga district.

Contract form for consulting services for promoting Income Generation Activities and setting up Micro Enterprises under Sujala Watershed Project Phase III, between WDD and Initiatives for Development Foundation (IDF), 2007.

Compendium of GO and circulars, WDD.

An assessment of Training Impacts, Antrix Corporation, Bangalore, May 2007.

Training Assessment Report, Antrix Corporation, Bangalore, October 2004.

Major Observation Report (as on 15.09.2004) prepared by Antrix Corporation, Bangalore.

Process Monitoring Schedule, Monitoring, Evaluation and Learning Unit, Sujala Watershed Project, Antrix.

Pre-Training Assessment Format, Antrix.

Survey schedule prepared for thematic study on 'Role of women in decision making under Sujala' by Antrix.

Sujala Impact Assessment Report – Midterm Evaluation (Phase II) prepared by Antrix Corporation.

In the recent decades the expanding role of government has been questioned and there has been a strong sense of belief that government would better fit as an enabler rather than a doer. Even in the context of public goods where government so far had a rationale for government intervention was questioned. The logic behind this phenomenon is that the procedural inefficiency of government has been the stumbling block in effective delivery of services.

It is in this context it was argued that there are Alternative Implementation Models/Mechanism (AIM) that would be much more effective than the government agencies. The study has captured the learning's of AIM model and the insights drawn assume importance to create effective Alternate Implementation Models for better delivery.

*Submitted by*



*Designed by*



*Prepared by*

