Chapter-II

Administrative Structure of Watershed Management – Central and State Level
Watershed Programmes in the country were promoted broadly under Integrated Wasteland Development Programme (IWDP), Drought Prone Area Programme (DPAP) and Desert Development Programme (DDP) within the Ministry of Rural Development, Govt. of India. At the national level, the Secretary to Govt. of India, Dept. of Land Resources, and Ministry of Rural Development will be responsible for the overall implementation of these programmes wherein Watershed Programme is the main component. Further, there has been broad arrangement from the Central Govt. level to User Group Level and the same is described below:

INSTITUTIONAL ARRANGEMENTS

To make the programme successful, proper Institutional arrangement has been provided in the Guidelines from state level to village level. These institutions help in making the programme broad based, sustainable and equitable.¹ The names of the institutions are given below:

1. State Watershed Programme and Review Committee
2. Zilla Parishadas / DRDAs
3. Watershed Development Advisory Committees
4. Project Implementation Agencies (PIA)
5. Watershed Development Team (WDT)
6. Watershed Committee (WC)
7. User Groups
8. Self Help Groups
State Watershed Programme Implementation and Review Committee

This is an apex organisation at a state level under the chairmanship of Chief Secretary/Addl.Chief Secretary/APC. Representatives of prominent NGOs, SIRDs, and Heads of Department of related Departments are also members of the Committee. The Committee undertakes monitoring, review and evaluation of Watershed Development projects. It is an important link between DRDAs and Department of Wastelands Development. Success of programme depends on functioning of State Watershed Programme Implementation and Review Committee.

District Rural Development Agency

DRDA is the key institution in the programme execution. The project is sanctioned in favour of the DRDA and funds are released to it directly from Government of India. The DRDA is responsible for successful implementation of the project watershed as per guidelines and submission of various reports and returns to DoWD as well as State Government.

Project Implementing Agency (PIA)

The PIA is an organisation having sufficient exposure and experience in the field of community organisation as well as watershed development activities. These organisations can be reputed NGOs having proven credibility or technical officers like DFO, Soil Conservation Officer, Horticulture Officer, etc. The PIA is an important link between the villagers and the DRDA. It imparts technical know how to the villagers with the help of
Watershed Development Team and ensures that programme is executed as per Guidelines and funds are spent judiciously. It compiles information from Watershed Committees and send to DRDA.

**Watershed Development Team**

The Watershed Development Team is a multi-disciplinary team responsible for technical and financial supervision of the project activities. The team consists of field level officials drawn from various disciplines like forestry, soil conservation, horticulture, social sciences etc. These officials are key functionaries in sensitisation of Self help Groups/User Groups and villagers at large.

**Watershed Development Association**

Watershed Development Association (WA) consists of all members of the village whose land is situated in the watershed area, and is called user group (UG) and all those members who derive sustenance from the watershed are called self help group (SHG).

**Watershed Committee**

Watershed Committee (WC) is the key institution at Watershed level consisting of about 2-3 representatives, each of UG, SHG, Panchayat and women etc. The Committee also appoints a Watershed Secretary, preferably a local man, graduate from the same area.
As for Watershed Management, the district and below level issues matter most in terms of administrative and financial aspects. Hence, elaborate administrative arrangements have been made in this regard. The details of these arrangements are presented in the following manner:

**INSTITUTIONAL ARRANGEMENTS AT DISTRICT LEVEL**

District level advisory committee, governing body of watershed programme, project authority at district level, Multi disciplinary team, resource organization are the district level institutional arrangements to facilitate and coordinate watershed development programme.

**District Level Watershed Development Advisory Committee**

The District Level Watershed Development Advisory Committee has been constituted and its main functions are as follows:

- Consolidating all the plans and activities in capacity building and institutional development and ensuring that they are implemented on time
- Ensuring proper consolidation of the action plans prepared by PIAs and Watershed Committees and other participatory institutions.
- Functioning as a platform of convergence of various development activities on watershed basis and foster local micro plans
- Organizing meetings on regular basis.
Governing body of Watershed Programme

Government of Andhra Pradesh has extended the Jurisdiction of the governing Body of DRDA for reviewing the implementation of watershed development and Neeru-Meeru activities. (Water and your activities)

Project Authority at District Level

The initiative of Andhra Pradesh Government in establishing separate Project Directorates for drought prone areas and for District Waters Management Agencies have certainly provided greater focus and undivided attention to the execution of watershed development projects in respective districts. The strengthening of the Project Directorate for implementing the watershed project at the district level assumes greater importance as the number of projects taken up for implementation is significantly scaled up.

Multi-Disciplinary Teams

The multi-disciplinary team is an institution created especially in Andhra Pradesh to monitor, facilitate and support the implementation of the watershed projects within the district. The team is a key link between field and district level. Each team would normally be in charge of 50 to 60 watershed projects. The MDT shall comprise an expert from social mobilization discipline in order to provide effective capacity building inputs. If suitable persons are not available for serving as Multi disciplinary team members from the line departments, they can be hired from open market or taken on deputation from Voluntary organizations. Project director will
facilitate the process of appropriate orientation to Multi-Disciplinary Teams on various issues related to participatory development programs and the knowledge, skills and attitudes it requires. The main functions of the Multi-Disciplinary Team are to:

- Provide social mobilization inputs
- Ensure capacity building of CBOs
- Provide technical support
- Monitor the programme progress
- Facilitate regular quality control and super check of 10% works
- Conduct impact evaluation and corrective action

Resource Organisations

The participatory methodology for implementation of natural resources management programme is being implemented from six years. Newer experiences are being generated in the field of natural resource management, which have the potential for large-scale application. Experience indicates that the Project Implementation Agency and other implementers of the program need inputs and support on different aspects of the program. Without this support, facilitating effective watershed development with community participation is difficult.

It is experienced that no single organization can alone handle the various managerial and technical requirements. It is therefore essential to take support of those organizations competent enough across the relevant fields. The state administration will identify various government agencies as well as departments, non-governmental organizations, research institutions and other
training institutes, which are within the district, state to help the Project Implementation Agency in their efforts. These organizations should have capacity to support the program in one or several of the following fields.

- Communication and use of cultural media
- Community mobilization and Capacity building
- Technology trouble shooting
- Process monitoring and Impact Assessment
- Improvement of management practices

The Project Director will develop appropriate terms of reference with these organizations describing time bound delivery of outputs within sanction budgets. The budget component for training and community organization available at District Level Project Authority level can be used for hiring services of resource organizations.

INSTITUTIONAL ARRANGEMENTS AT PROJECT LEVEL

Project Implementation Agency

The Project Implementation Agency (PIA) is the backbone of the project and success and failure largely depends on the commitment of Project Implementation Agency. All Project Implementation Agencies have to follow some norms to meet the expectations of the project.

It is widely noticed that the Project Implementation Agencies are not devoting full time to the projects. There is imminent need for a full time coordinator representing Project Implementation Agency, whether they belong to government or non-government organizations. The roles and responsibilities of Project Implementation Agency are:
- Recruiting Watershed Development Team and opening project account.
- Creating awareness through exhibition, press, kalajatha, and public meetings.
- Facilitating the creation of institutions of stakeholders at village level (User Groups/self Help Group /WA / WC, etc.).
- Conducting baseline surveys and collecting relevant information on villages
- Facilitating preparation of action-plans that reflect concern for equity, gender and explicit bias in favour of resource poor, ridge level farmers and women.
- Convening and attending meetings of stakeholders at various levels.
- Facilitating the planning and implementation of action plans prepared by User Groups / Self Help Groups
- Converging the activities of relevant line departments like Animal Husbandry, Agriculture, Forest, Women and Child Welfare etc.
- Reviewing expenditure, ensuring project review
- Open fund flow, verifying works through Watershed Committees and Watershed Development Team maintaining quality and rendering of vouchers and accounts.
- Monitoring and Evaluation of projects in a participatory and transparent manner, using tools like social audit, etc.
- Facilitating the institutional arrangements for post project phase to ensure proper maintenances and sustainability of the created assets.

**Watershed Development Team**

Watershed Development Team is the most critical and essential support system that should be developed on a full time basis by each Project Implementation Agency. A Watershed Development Team can handle a
Each Watershed Development Team shall have at least four members, are each from the disciplines of plant sciences, animal sciences, civil or agricultural engineering and social sciences. At least one member should be a woman. Preferable qualification of a Watershed Development Team member would be a professional degree. One of the members should be designated as project leader. District Level Project Authority has to monitor the size of Watershed Development Team and number of projects handled by the team from time to time. Once the number of watersheds increases beyond 8 to 10, Project Implementation Agency must have flexibility in terms of organizing its staff structure & composition. Main functions of Watershed Development Team are:

- Assisting Project Implementation Agency in the project implementation.
- Creating awareness regarding natural resource and their management.
- Creation and strengthening of institutions of stakeholders at watershed level.
- Identifying the capacity building needs at various levels and facilitating the inputs.
- Capacity building of jankars / volunteers, who are selected by communities
- Facilitating the participatory action planning process with equity, gender considerations
• Supporting the communities in preparation of estimates and implementation of action plan.
• Ensuring that the meetings of watershed committee and watershed association take place
• Facilitate active participation of resource poor and women at all stages of the program.
• Developing systems of quality control of the works and 100% check measurement of work along with village level functionaries
• Assessing the impact of the activities carried out
• Improving delivery system of other line departments relevant for watershed development project.

SELECTION PROCESS OF WATERSHED DEVELOPMENT TEAM

Recruitment to watershed development team has to be done from available candidates based on their qualification, experiences and attitude. In each district the Project director together with the support of State level Training Research Institutions shall organize capacity building programs so that a pool of such watershed development professional is available for work. Networks of voluntary organizations or support organizations can make a significant contribution in the development of such professionals. The selection of Watershed Development Team is to be done by the Project Implementation Agency.
INSTITUTIONAL ARRANGEMENTS AT VILLAGE LEVEL

Watershed Association (WA)

Watershed Association will comprise of all families living within the watershed area, thus it is the gram sabha for the watershed area. Watershed Association should be registered under Societies Act to ensure administrative and legal sanctity. To define Watershed Association as a working entity, it is advisable to promote the concept of membership fee to be a member of watershed association. Members of the Watershed Association who are directly or indirectly depending upon the watershed area shall be organized into user Groups (UG) and Self help Groups (Self help Group), which are basic building blocks of the project.

The Watershed Association shall meet, at least, twice a year to improve the watershed development plan, monitor and review its progress, approve the statement of accounts, formation of user groups or self-help groups, resolve differences of disputes between different user groups, self-help groups or amongst members of the user groups/self-help groups, approve the arrangements for the collection of public/voluntary donations and contributions from the community and individual members, lay down procedures for the operation and maintenance of assets created, approve the activities that can be taken up with money available in the Watershed Development fund, nominate members of the Watershed Committee(WC) from the user groups or self-help groups by a system of rotation, and take disciplinary action and removal of membership from the Watershed
committee or user groups and whatever other disciplinary action it deems fit. The WA will elect its own President, who shall also be the Chairperson of the Watershed Committee. The Watershed Secretary shall assist the President of WA in the discharge of the responsibilities entrusted. Some of key responsibilities of Watershed Association are mentioned below:

- Initial approval of watershed development plans (Strategic and Annual Action Plans)
- Organisation of monthly meetings of committee to review the progress of works carried out by WC during implementation phase
- Arranging annual auditing of accounts through the Chartered Accountant out of the approved panel of Chartered Accountants
- Addressing issues related to conflicts on account of technological intervention, organization of committee, equity for poor, empowerment of women, recovering of revolving fund, collection of contribution from beneficiaries, social fencing in common land etc.
- Encouraging Watershed Association members to get organized into one or other Self-help Group, User Group (through credit and thrift activity)
- Any other function specified in the guidelines.

Watershed Committee (WC)

Subject to the overall supervision and control of the Watershed Association, a WC shall carry out the day-to-day activities of the Watershed
Development Project. The Watershed Committee may consist of 10-12 members who will be nominated by the Watershed Association from the user groups, self-help groups, Gram Panchayat and a member of the Watershed Development Team. While making nominations, it may be ensured that the committee has at least one-third representation of women. There should be also adequate representation of members from the Scheduled Castes / Scheduled Tribes etc. Needless to stress, the WC will be responsible for coordination and liaison with the Gram Panchayat, the Watershed Development Team, the DRDA, ZP and government agencies concerned to ensure smooth implementation of the Watershed Development Project. The W.C. shall meet at least once in a month on pre decided date.

Premature and non-democratic formation of watershed committee shall not be attempted. It should be formed only after forming User Groups, Self help Groups and only after more than 90 per cent of resource poor households are enrolled into WA. At least 50 per cent of the members in the WC should be resource poor; and at least half of the total members must be women. Normally it may take about 9-12 months time to establish a watershed committee and develop it on sound lines. The members of the committee (particularly members from resource poor and women) should get adequate capacity building inputs specially targeted at them. The members nominated from User Group, Self Help Groups shall be represented by rotation. The capacity development of watershed committee is an important responsibility of Project Implementation Agency. This committee should meet regularly
and as often as required. The entire committee together with its secretary should be trained in all aspects of watershed development project especially in democratic functioning, management of funds, participatory technology, social mobilization and livelihood issues. Their specific roles and responsibilities include:

- Evolve or improve the watershed development plan.
- Monitor and review the progress.
- Prepare the statement of accounts and get approved from Watershed Association.
- Formation of user groups, and self help groups.
- Resolve differences, disputes between different user groups and self help groups.
- Make arrangements for collection of donations or contributions.

The chairperson of the committee and the association shall be selected in the manner prescribed in the guidelines of Government of India. The roles and responsibilities of each functionary should be explained to the groups.

**Watershed Secretary**

Each watershed development project shall have a Watershed Secretary (WS) engaged by the Watershed Association. He should preferably be a matriculate from the same village or at least from a nearby village and agree to live in the watershed village during the project period. In case of non-availability of such a person a moderately educated person of the village with
good writing and reading skills sufficient for maintaining records and accounts of the project may be engaged to function as WS. They will work under the direct supervision of the Chairperson of the WC and will be responsible for convening meetings of the WA/WC and for carrying out all their decisions. They will maintain all the records of project activities and proceedings of meetings of WC and WA. She/He should get adequate inputs and support from Watershed Development Team in performing her/his duties. Selection process of Watershed Secretary should be done by the committee members and should be based on qualities (honesty, willingness to work in transparent systems, etc), skills of person, ability to give adequate time, etc. Salary/honorarium of Watershed Secretary is paid from administration budget of the project and may be linked to the quantity of work/outputs. Some of key roles and responsibilities of Watershed Secretary are discussed below:

- Consolidate action plan of the Watershed in collaboration with WC and Watershed Development Team during planning phase
- Maintenance of all records.
- Arrange payment of works to labourer and others.
- Facilitate the procurement of material or hiring of equipment through a committee approved by WA.
- Prepare the proceeding and action taken report of the each meeting of WC and WA.
- Prepare the monthly and quarterly reports on physical and financial progress and budget demands for monthly meeting of WA and District Nodal Agency.
- Facilitate organization of WC and WS meetings.
• Depositing of user's contribution into the bank and preparing statement on contributions collected.
• Certificate by the concerned user regarding satisfactory completion of work;
• Responsibility for ensuring quality works and financial accountability.

Self Help Groups

Self Help Groups are formed based on social affinity or common interest of its members. Members of a self help group believe in the principles of collective action with their own/external resources. In the context of watershed program, efforts must be made to promote self-help and group action for improving livelihood opportunities in particular of resource poor. Accessing rights over natural resources supporting natural resource linked livelihoods of poor, increasing productivity and value addition of resources owned by resource poor are some of the important considerations. Self Help Groups should be encouraged and involved in the following activities.³

• Wage employment and monitoring the works.
• Development of common property resources.
• Managing village corpus for meeting livelihood needs.
• Agriculture and allied activities.
• Sustained Micro Enterprise with a strong NRM linkage.

Federation of Self Help Groups of resource poor

A federation consisting of representatives of all mature Self help Groups of resource poor households and groups of person in disadvantageous
position are to be formed by the end of community organization and capacity building phase. The purpose of this federation is to ensure distribution of project benefits (funds and other inputs) to resource poor including women on priority basis. In some villages, such federations of Self Help Groups at village level may also be formed as watershed committees.

**User Groups**

Strong and capacitated user groups will help in transparency and sustainability of watershed works. A group of persons who come together to conserve and use natural resources of a watershed in a direct manner are called a user group. Owing land or any asset is not necessary for being a member in a user group, but the members of a user group should have access to watershed resources and entitlements to use them as detailed in the user plans. The user groups shall:

- Prepare plan for their mini area within micro watershed.
- Get it approved in the committee.
- Supervise execute works.
- Arrange advance genuine contribution.
- Maintain structures.
- Implement water management plans for efficient cropping pattern.
- Continue further development of resources after the project period.

**Existing Groups**

Existing groups of men and women (Water users Associations, Forest Committees, Women – DWCRA groups, CMEY, etc.) should be integrated into watershed program, by creating appropriate stakes in the program (access
to program benefits / budgets, institutional space and capacity building inputs). They can become directly Self Help Groups or User Groups depending on their dependence on watershed resources (indirect or direct) and involvement.

**ROLE OF PANCHAYAT RAJ INSTITUTIONS**

The Zilla Parishads and other Panchayati Raj Institutions (PRIs) shall have very important role to play in Watershed Development Programmes. Wherever the DRDA has been made responsible for implementation of the watershed programmes, the Chief Executive Officer of the Zilla Parishad shall be a member of the DWDC. The PRIs shall have the right to monitor and review the implementation of the programme and provide guidance for improvements in the administrative arrangements and procedures with a view to ensure convergence of other programmes of Ministry of Rural Development such as JGSY, SGSY, IAY, CRSP, Rural Drinking Water Supply etc. At the village level, the Gram Panchayat shall be fully involved in implementation of the programme, specially community organization and training programmes. It may use its administrative authority and financial resources to support and encourage the formation of SHGs/UGs, the operation and maintenance of the assets created during project period and the common property resources such as pasture lands, fisheries tanks, plantations on village common lands, etc. The Gram Panchayats may also ensure that funds from other developmental programmes of MORD are used to supplement and
complement the Watershed Development Programmes. The Gram Panchayat shall be empowered to review and discuss the progress of watershed development programme in its meetings. The watershed action plan should have the approval of Gram Sabha and it should be a part of annual action plan of Gram Sabha. The Secretary, Watershed Committee Association shall provide all information in respect of action plan, funds earmarked for various activities, details of expenditure progress of works and future plan of action to the Gram Panchayat / Gram Sabha of PRI.
References

4. Personal Interview conducted with officials.