

Government of Odisha
Agriculture & Farmers' Empowerment Department

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From

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Development Commissioner cum Additional Chief Secretary,
Department of Planning and Convergence,
Government of Odisha,
Bhubaneswar

To

Collector & District Magistrate, Gajapati
Collector & District Magistrate, Kalahandi
Collector & District Magistrate, Kandhamal
Collector & District Magistrate, Koraput
Collector & District Magistrate, Malkangiri
Collector & District Magistrate, Nuapada
Collector & District Magistrate, Rayagada

Subject: Guidelines for implementation of 'Special Programme for Millets in Tribal Areas of Odisha' in seven districts of Southern Odisha

Sir/Madam,

Millets have a prominent role in the culture of Odisha and are co-terminus with growth of our civilization. Millets, with their high nutritional value used to be a major staple food for a millennium. They are climate change resilient crops requiring very little water to cultivate. Green revolution strategies have increased food security but now we need to focus on nutritional security. In this context, Government of Odisha is launching a special programme for promotion of millets in tribal areas as a part of its overall strategy to increase nutritional security and improve tribal livelihoods.

The programme envisages reviving millets in 30 Blocks with significant tribal population spreading across seven districts (Gajapati, Kalahandi, Kandhamal, Koraput, Malkangiri, Nuapada and Rayagada) of Southern Odisha. Millet hubs are expected to be created through this programme to further millet economy and increase production.

Major objectives of the programme are

1. Promoting household level consumption to increase food and nutrition security.
2. Setting up decentralized processing facilities for easy access to processed millets.
3. Improving Productivity of Millet crops to secure household level surplus.
4. Promoting farmer collectives and marketing to further the millet economy.

Directorate of Agriculture & Food Production, Odisha (D.A.& F.P.) is the nodal agency for monitoring and implementation of the Programme. It will review bi-monthly to monitor the progress of the work. It will make overall administrative decisions of the programme and report to Principal Secretary, Department of Agriculture and Farmers Empowerment, Govt of Odisha for policy decisions. It will approve the annual report of the programme.

This programme will be implemented with the help of community based organisations with support of Facilitating Agencies at Block level. Watershed Support Services and Activities Network (WASSAN) will be the Programme Secretariat. It will provide technical and monitoring support for the programme to D.A.& F.P., Odisha. Nabakrushna Choudhury Centre for Development Studies, Bhubaneswar (NCDS) will provide research back-up and evaluation support for the programme.

Given the enormous importance of the project to tribal livelihoods it is requested that the Collector & District Magistrates in each of the seven districts, may supervise and regularly monitor this programme in accordance with the guidelines, which are attached as Annexure-1.

Yours sincerely,


Development Commissioner-cum-
Additional Chief Secretary to Government

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Commissioner-cum-Director, Directorate of Agriculture and Food Production, Government of Odisha, Email: diragri.or@nic.in.

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Guidelines on "Special Programme for Promotion of Millets in Tribal Areas of Odisha"

1. Background

The project "Special Programme for promotion of Millets in Tribal Areas of Odisha" originated from the state level consultation on the subject "Comprehensive revival of millets securing nutrition and mitigating droughts in southern Odisha" held on 27th January 2016 at NCDS, Bhubaneswar organised by Planning and Convergence Department, Government of Odisha. As a follow up on the plenary recommendations chaired by Development Commissioner cum Additional Chief Secretary, a detailed Programme framework was developed.

The proposed Programme envisages reviving of millets in farms and promoting household level consumption. It is expected to improve millet based cropping system in nearly 30000 acre@ 1000 acre per block covering 30 Blocks with significant tribal population in 7 districts of Southern Odisha. The Programme intends to promote processing and business enterprises in addition to increasing productivity through various agronomic measures. Programme has also research component for assessing impacts and policy development related to millets.

Major Objectives of the Programme:

- Increasing household consumption of millets by about 25% to enhance household nutrition security and to create demand for millets.
- Promoting millet processing enterprises at Panchayat and Block level to ease processing at households and for value added markets
- Improving productivity of millets crop systems and make them profitable.
- Developing millet enterprises and establishing market linkages to rural/urban markets with focus on women entrepreneurs.
- Inclusion of millets in State nutrition programs and public distribution system

2. Programme Implementation

The programme will be taken up in predominantly in tribal Blocks with a history of consumption of millets. Total number of blocks for the programme will be 30. Block will be taken as a programme unit. The programme will cover an area of 400 ha in a Block in about 3 to 4 clusters of GPs. It is expected that additional 200 Hectares/500 acres will be impacted indirectly.

Programme expects to cover around 1000 households in a block directly and about equal number of households indirectly. Program will intensely cover 120 such clusters in 30 Blocks in 7 districts namely Kalahandi (4 Blocks), Koraput (7 Blocks), Kandhamal (4 Blocks), Malkangiri (4 Blocks), Rayagada (4 Blocks), Gajapati (4 Blocks) & Nuapada (3 Blocks) working with an area of 12000 Hectares (30000 acres) and about 60,000 households. No of blocks for the district may change based on consultations at district level. Though based on the consultations with civil society organizations, blocks have been selected tentatively, final selection will be made based on discussions at the district level. Programme budgets will be transferred to respective PD ATMAs after the submission of final blocks of the 7 districts to Directorate of Agriculture & Food Production, Odisha.

Besides taking up intensive productivity enhancement measures (using organic inputs, agronomic innovations and supportive irrigation), the programme is designed to promote processing enterprises at GP level meant for providing services to households (consumption) and to promote relatively higher end processing and value adding enterprises to link with urban markets, state nutrition programs etc. Intensive household millet-consumption awareness campaigns are expected to increase demand for household consumption and retention of produce for the purpose by farmers. Market interventions are also built into the design to link production and consumption.

Roles & Responsibilities of different stakeholders at the State and District level will be as follows:

(A) State Level:

i. Mission on Millets

- A High Power Committee will be formed under the chairmanship of Development Commissioner to promote millets in a mission mode and to look into aspects of policy making related to millets in addition to governance of the programme.
- Principal Secretary, Agriculture & Farmers' Empowerment, Principal Secretary, Women and Child Development, Commissioner cum Secretary, Panchayati Raj Department, Commissioner cum Secretary, ST & SC Development, Minorities & Backward classes Welfare Department will be the members of the Committee.
- Commissioner cum Director, Agriculture and Food Production will be the member-convener of the committee.
- Committee will meet once in 6 months to discuss governance and policy related aspects of the Programme such as introduction of millets into PDS, reworking on the state nutrition programmes to include millets, tax and market incentives for millet based industries to come up, etc.

ii. Department of Agriculture and Farmers Empowerment, Govt. of Odisha

- Department of Agriculture and Farmers Empowerment, Govt. of Odisha is the apex body which will look after the administration & funding for the Programme.

iii. Directorate of Agriculture & Food Production, Odisha

- Directorate of Agriculture & Food Production, Odisha is the nodal agency for monitoring and implementation of the Programme.
- It will review bi-monthly to monitor the progress of the work. It will make overall administrative decisions of the programme and report to Principal Secretary, Department of Agriculture and Farmers Empowerment, Govt of Odisha for policy decisions
- It will approve the annual report of the programme.

iv. **State Secretariat for Millets Programme:**

- Nabakrushna Choudhury Centre for Development Studies (NCDS), Bhubaneswar will host the State Secretariat of the Programme. NCDS will coordinate with various stakeholders to ensure smooth implementation of the programme and to develop research programme.
- NCDS will enter into tripartite agreement with WASSAN and Directorate of Agriculture & Food Production, Odisha.
- This State Secretariat will support the Director of Agriculture & Food Production, Odisha, Bhubaneswar in smooth implementation of the Programme.
- The State Secretariat consists of Programme Secretariat and Research Secretariat.
- **Programme Secretariat will be anchored by WASSAN.**
- **Research Secretariat will also be anchored by NCDS.**

Programme Secretariat

- Programme Secretariat will be responsible for developing programme processes and design including
 - Programme implementation, process manual and policy guidelines
 - Capacity building modules and identifying Community based institutions and resource persons & extending support to Facilitating Agencies (FAs) in the field.
- It will identify resource organisations/ individuals, liaison with research institutions and formation of expert support groups for supporting FAs.
- It will prepare standard estimates with Department of Agriculture for the project.
- It will prepare relevant reporting formats and documentation formats for reporting and documentation.
- It will support PD, ATMA in verification of technical and financial documents submitted by FAs.
- It will support PD ATMA in facilitating convergence with District administration.
- It will develop & manage "Management Information System" for the project.
- It will regularly monitor the programme implementation and develop monitoring & evaluation reports and submit it to Directorate of Agriculture & Food Production, Odisha.
- It will recommend to ATMA and Directorate of Agriculture & Food Production, Odisha on actions to be taken based on the progress of the project.
- It will facilitate convergence across departments at the state level with the support of Directorate of Agriculture & Food Production, Odisha.
- It will document experiences in form of publications, brochures, success stories etc. for dissemination of the information.
- It will regularly monitor the progress of work through field visits and review meetings with FAs.
- It will also support FAs in developing the required formats for fund processing.
- It will verify technical & financial documentation submitted by FAs to ATMA for technical & financial compliance respectively. It will submit the same to PD ATMA for fund processing.
- It will develop separate branding strategy for promotion of millets.

Research Secretariat

- NCDS will anchor the Research Secretariat for the Programme.
- It will undertake Baseline Survey & assessment of the Blocks. It will undertake annual survey and report on issues of importance to the programme with a focus on assessing the milestones (quantity and quality)
- It will identify a suitable third party agency for End-Line assessment of the programme.
- It will provide research related to Millets Policy Development in the state (related to millet markets, production, inclusion in state nutrition programmes, PDS etc.).
- It will undertake impact assessment at the end of 2nd year and 4th year (and facilitate a third party End-line evaluation in 5th Year)
- It will report to Commissioner cum Director, Agriculture and Food Production on progress in research works and reports to Principal Secretary, Agriculture on policy aspects in the programme.
- Research Secretariat will be responsible for Developing Baseline and Indicators, Mid Term Evaluation, End line assessment, Impact Assessment and policy development.
- They may seek the support from other institutions and OUAT for technological advancement.

(B) District Level

i. District Level ATMA Governing Board :

- **District ATMA Governing Board under chairmanship of District Collector** will be responsible for implementation and monitoring of the programme at the district level. It will review the programme bi-monthly with help of Project Director, ATMA.
- District wise milestones, action plans and timelines of the project will be developed by the Programme Secretariat in consultation with the District ATMA Governing Board and will be submitted to the Directorate of Agriculture & Food Production, Odisha for approval.
- District ATMA Governing Board will facilitate convergence to meet any additional requirements for success of the programme at the district level.
- District ATMA Governing Board may make justifiable amendments to technical & financial protocols of the programme based on the local situations. These changes are to be submitted to the D.A.& F. P., Odisha through the Programme secretariat for approval of same.

ii. PD, ATMA:(District Level)

- District level ATMA will be programme administrative unit and will act as nodal agency for the Programme at the district level.
- It will enter into MoU with Facilitating Agencies (FAs) and Community Based Organisation (CBOs).
- It will receive programme funds from the state and releases them to FAs and CBOs as per the Approved Half-Yearly Action Plans.
- It will review the programme on monthly basis with support of Programme Secretariat at the district level to ensure progress of the work as per the deadlines & milestones.
- It will facilitate bi-monthly review of the programme by the District Collector.

- It will ensure compliance of financial and physical reports with support from Programme secretariat.
- The Program Secretariat will support ATMA in aspects related to review of the FAs work, verifying financial compliance, developing reporting systems etc.

iii. **Facilitating Agency (FA) for Project Facilitation:**

- An NGO active in the Block will be chosen as FA through a process of selection by ATMA and the Programme Secretariat. The selection will be made through EoI process. The selection process involves:
 - ✓ Expression of Interest (EOI) seeking details of their experience and preferred Blocks will be floated to enlist the potential NGOs.
 - ✓ Scrutiny of the credentials will be made by the Programme Secretariat and Criteria, score sheets and process will be developed by the Programme Secretariat. Short listed organizations will give their presentation before a panel of experts identified by the Programme Secretariat and ATMA Committee under chairmanship of District Collector.
- After scrutiny of FAs, MoU will be signed between ATMA, Selected FA and Programme Secretariat.
- One Block will be assigned to a Facilitating Agency who will work with and develop capacities of local farmers / Community Based Organisations (CBOs). Based on the experience and local presence, FA may be assigned to work in more blocks but it shall not exceed 3 Blocks across the state and 2 blocks in a district.
- FAs will support CBOs in preparation and submission of half yearly plans, relevant reports, estimates, book keeping, technical support, capacity building etc. FAs will also regularly monitor the work of CBOs.
- FAs will be responsible to ensure that work of CBOs progress as per set milestones and deadlines. The work of CBOs will be performed by the FPOs after their formation. FPOs will be formed by the end of 2nd year.
- FAs will ensure that all relevant technical & financial documentation is in place for processing the funds to CBOs by the PD, ATMA. It will conduct weekly/ fortnightly review meetings with CBOs.
- It will be responsible for submission of all the reports & documents related to CBOs (estimates, Utilization Certificates, etc.) as requested by PD, ATMA & Programme secretariat.
- Assistant Agriculture Officer at the Block level will extend support to FA in technical matters, help in convergence, participate in block level review of the Programme and report the progress to PD, ATMA.

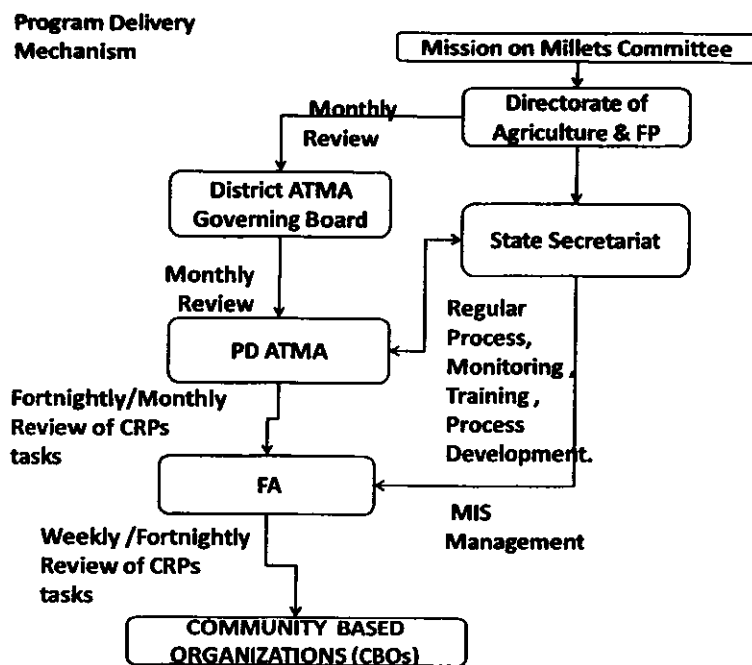
iv. **Project Implementing Agency: (CBO and Farmers' Producer Organisation at Block level):**

- The Facilitating Agency (FA) will identify and partner with a Community Based Organisation (CBO) for project implementation.
- Any functional Community Based Organisation (CBO) working with farmers in the Project Area (selected GPs) will be chosen as the implementing agency. The CBO must have required systems (books of accounts, audit statements, governance and

decision making structure). Programme implementation funds will be received by the CBOs.

- After FA's recommendation, a team from Programme Secretariat will evaluate the CBOs and grade them (A, B or C). Grade C ones will not be accepted for programme partnership. Grade B will be accepted with a probation period of 2 months to set the systems right and a re-assessment will be made. Grade A can get into programme partnership straight.
- The CBO can be a Farmer Group/ CIG/ FPO/ SHG/ Cooperative or any other local community institution.
- After selection of CBOs, a tripartite agreement will be made between ATMA, FA and the CBOs.
- CBOs will be supported by FAs in developing required technical & financial documentation.
- Any requisition for funds by CBOs will have resolutions, technical estimates and other relevant documentation as decided by ATMA.
- CBOs will be implementing the project with support of Facilitating Agencies, Village Agriculture worker and Assistant agriculture officer in the respective block for implementation of the project. They will be supported by FAs in plan preparation, technical support and documentation.
- PRI members at GP level will be involved and informed about the progress made at regular interval.

Programme delivery mechanism



3. Financial Protocol

- Programme Funds:** These are funds to be spent for implementation of Programme.
- Facilitation funds:** These are meant for Programme facilitation and are received / spent by the Facilitating Agency/ Secretariat.

Fund Flow Mechanism:

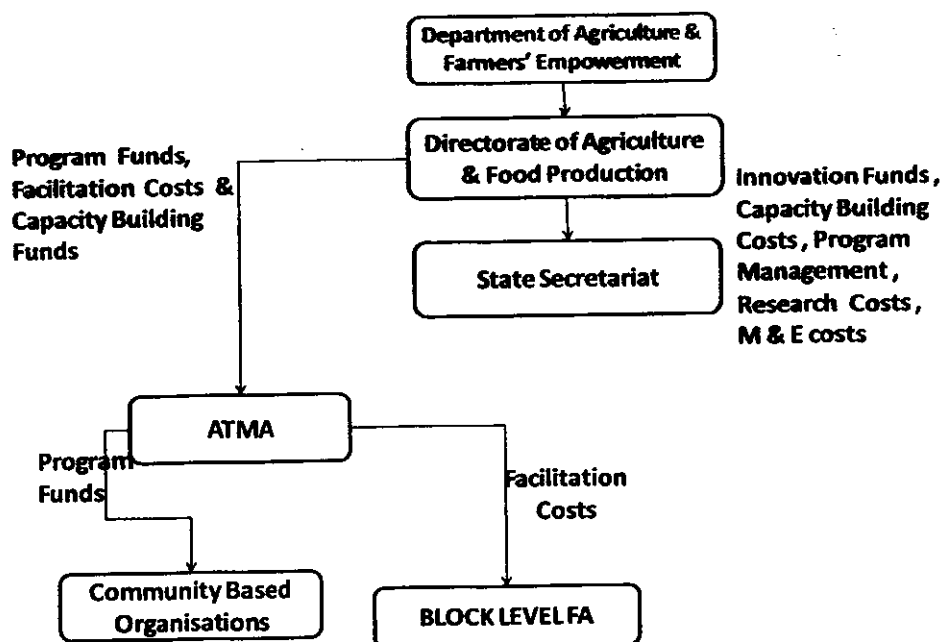
- Department of Agriculture & Farmer' Empowerment will release the funds to Directorate of Agriculture and Food Production, Odisha (D.A.& F.P.).
- D.A.& F.P., Odisha will release the funds for the purpose of research monitoring, capacity building, innovation and evaluation to the State Secretariat (NCDS).
- State Secretariat (NCDS) will release the funds for monitoring, capacity building of Programme Secretariat and innovation funds to the Programme Secretariat (WASSAN). WASSAN will be responsible for project management and will report directly to the Commissioner-cum-Director of Agriculture and Food Production, Odisha.
- D.A.& F.P., Odisha will also release the funds . to the respective district level ATMAs for overall implementation of the programme i.e. funds for facilitation & capacity building to FAs and funds for programme implementation to the CBOs
 - Funds for Facilitation & Capacity Building will be released to Facilitating Agencies by district level ATMA as per the recommendation of the Programme Secretariat.
 - Programme Funds will be released to CBOs as per the recommendation of the FA and Programme Secretariat.
- **The basis for fund release at any level is as per half yearly approved action plans.**
- **Funds will be released to the respective agencies against approved action plans and only after 70% of the expenditure on the earlier releases is made.**
- **All funds will be transferred electronically through NEFT / RTGS /PFMS mode.**
- **As the programme needs more investments, this can be used as symbolic intervention in 1st year which will be followed by dovetailing of other schematic programmes from 2nd year onwards.**

Expenditure & approvals:

- Programme Secretariat will verify financial compliance of FAs, whereas FAs will be accountable for financial compliance of CBOs.
- The FA and CBO level plan approvals will be made by PD, ATMA (as per the recommendation of the Programme Secretariat). The Secretariat level plans will be approved by the Commissioner cum Director, Agriculture and Food Production.
- CBOs will request for fund requisition through the District Level ATMA Governing Board. Any estimate preparation as per standard format, relevant documentation etc. will be provided by FAs with the support of Programme Secretariat.
- FAs will submit the fund request for community organizations. Funds will be sanctioned to community organizations against the required documentation.
- In case any field level check measurement is required, VAW at Village level/AAO at the Block level will do the same. If AAO needs additional support, ATMA Governing Board may depute staff from other departments for verification with approval from District Collector.
- FAs will submit the monthly financial expenditure statement to ATMA and Programme Secretariat (into the central database). FA will ensure requisite documentation for the expenditure incurred through CBOs.
- Quarterly assessment will be done by the Asst. Agriculture Officer at the Block level. The AAO will visit the program area at least once in a quarter and gives a report to the DAO.

- Programme Secretariat will provide required support in this process in redressing any issues arising during implementation. It will also make field visits and report the same to District ATMA Governing Board. **Any irregularities observed will be reported and brought for discussion and redressal at the District level.**
- PD, ATMA will approve the expenditure once in every quarter and certify compliance with the norms. Programme Secretariat will support PD ATMA in this process.
- FA will be responsible to ensure that utilization certificate is generated and submitted by community based organization to PD ATMA in due time. Programme Secretariat will verify the financial compliances pertaining to utilization certificates submitted by the FAs.
- Further installments of programme funds will be released only after the utilization certificates of previous installments are submitted as per the agreed timeline.
- CBOs accounts will be formally audited and audited utilization certificate will be submitted to ATMA.

Flowchart for intended fund flow mechanism



4. Web Based Management Information Systems (MIS):

Programme Secretariat will develop Web-Based MIS with login facility with a process of updating data on real-time basis and regular monitoring the Programme. A database will also be maintained containing Financial Transactional Information, Farmer Details, Location Details and Transactional Data. One page monthly update on millets shall be circulated among the stakeholders.

5. Transparency and RTI:

- The FA and Programme Secretariat are liable for RTI.
- The physical and financial statements will be available in the Programme website.

Guidelines for the programme will be further detailed by the Directorate of Agriculture & Food Production, Odisha and shared with the stakeholders.
