

GOVERNMENT OF INDIA
MINISTRY OF RURAL DEVELOPMENT

New Delhi
Dated 18th February 2009

To
The Chief Secretaries of States

Subject:- Guidelines for Convergence between NREGS and the schemes of the Ministry of Water Resources (MoWR).

Sir/Madam,

Substantial public investments are being made for strengthening of the rural economy and the livelihood base of the poor, especially the marginalized groups like SC/STs and women. To effectively address the issue of poverty alleviation, there is need to optimize efforts through inter-sectoral approaches.

2. In view of the inter-sectorality of NREGA, the commonality of target area and beneficiary group, planning institutions and processes of most development programmes, the Ministry of Rural Development had constituted a Task Force to explore effective modalities of convergence with NREGA. The Task Force comprised representative from Ministry of Water resources, Ministry of Environment and Forest, Department of Land Resources, Ministry of Agriculture, Ministry of Human Resources, Ministry of Women and Child development. The Task Force recommended beginning with select programmes of select Ministries.

3. The Ministry of Water Resources (MoWR) has been identified as an important partner to NREGA, as more than 50% of NREGA works relate to water resources sector. A series of high level interface meetings have been held between Ministry of Rural Development and Ministry of Water Resources (MoWR) on exploring the Based on these discussions, convergence areas and modalities were identified. Detailed Guideline for convergence between NREGA and MoWR schemes convergence is developed and Annexed.

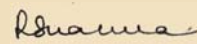
4. These guidelines are meant to optimise synergies between NREGA Schemes of Ministry of Water Resources. They are suggestive in nature and should be used to encourage innovative convergence project at the districts level, enabling a more efficient use of resources.

5. We would request you to convene a meeting of the officers of the Department of Rural Development and Department of Water Resources to discuss these guidelines.. This should be by a joint meeting of the districts officer in charge of the NREGA and Water Resources schemes.

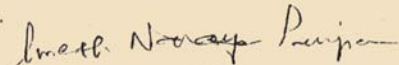
6. The districts officers meeting should aim at firming up processes for operationalising the convergence guidelines in a time bound manner. A joint review mechanism under your Chairmanship at the State level could then facilitate and review the implementation and outcomes of convergence for further improvement

5. We would appreciate an acknowledgement of this communication and intimation of action initiated.

Yours faithfully


(Dr. Rita Sharma)

Secretary
Department of Rural Development


(Umesh Narayan Panjari)

Secretary
Ministry of Water Resources

1. Convergence between NREGA and programmes of MoWR

There is a gap between the irrigation potential created and that utilised. Many of the irrigation projects in the country have also been under operation below their potential due to inadequate maintenance, which is one of the important factor for reduced irrigation efficiency at project level. This has resulted in the problem of low efficiency of water usage and low productivity. Increasing trend of water logging, salinity and alkalinity is offsetting the advantages of irrigation by rendering the affected areas unproductive or under-productive. The process of reclamation is far exceeded by an additional area becoming water logged and saline/alkaline. There are seven programme of MoWR being implemented in the country with works similar or complementary to NREGA works. Details may be seen in Annexure A

2. Modalities for convergence

2.1. For integrated development of irrigated area, it is necessary that the project of a village is prepared on Command Area Development approach, integrating all the activities into a project. In this project, the activities allowed under NREGA and those to be covered under schemes of MoWR may be clearly indicated.

2.2. All the works/ activities required for the integrated development of the command area will be shown clearly in terms of the size of area/ work, estimated cost, and the programme under which these are to be covered, so as to ensure that all the required works/activities have been proposed and there is no duplicity. A typical exercise is given at Annexure-B

2.3. The Command area proposed for development under NREGA and the area under ongoing programmes of MoWR should be incorporated in the projects separately. However, with every project report, a statement showing different works/activities proposed under different programmes be attached, so that it is ensured that all the required works/activities have been proposed and also there is no duplicity.

2.4. Since the District Collector / CEO Zila Parishad are coordinators of programmes at district level related to Agriculture Development, therefore, they should converge all these programmes starting from planning to monitoring, for integrated development of the area.

3. Works

The Water Resources department should plan, provide technical advise, supervise to ensure quality activities. The list of works completed/ taken up will be shared with Department of Water Resources which will indicate appropriate activities/technologies for each work for value addition.

4. Convergence through works may be effected in any of the following ways

- A. Gap filling through NREGS for similar work under water resources schemes
- B. Dovetailing inputs into a common project
- C. Area approach
- D. Value addition through NREGA works
- E. Technical support for ensuring quality in planning, selection and execution of NREGA works

4.1. Gap filling/enhancing scale

Under this, permissible works may be converged for gap filling/ enhancing scale resources for common needs and inputs.

4.1.1. Artificial recharge of ground water under the schemes of dug well recharge and ground water management and regulation:

Artificial recharge of ground water is one of the most efficient ground water management tools for ensuring sustainability of ground water resources. Many areas of the country having limited aquifer storage potential are facing acute problems of over exploitation and depletion of ground water resources. Presently two schemes viz. dug well recharge scheme and Ground Water Management and Regulation are being implemented under Ministry of Water Resources. These programmes may be integrated with NREGA initiatives/projects.

4.1.2. Repair, Renovation and Restoration of Water Bodies:

The Scheme of RRR of Water Bodies includes the comprehensive improvement of selected tank systems, catchment area treatment, command area development and capacity building of stakeholders. There is a provision of Rs. 2750 crore for these works during XI Plan. Under different programmes, the Government of India and the State Governments channelize funds, which can easily meet the requirement of funding some of the components of projects relating to RRR of Water Bodies. However, in order to optimize this investment in a way that can facilitate comprehensive rehabilitation and subsequent management of the water bodies, it is necessary that these partial investments are dovetailed and integrated with investments under NREGS.

The convergence of this project with related activities under NREGA will maximise benefits. Accordingly, common projects may be prepared and implemented.

4.1.3. Accelerated Irrigation Benefits Programme (AIBP):

This programme is for major, medium and minor irrigation projects and extension, renovation & modernization of irrigation projects which (a) having investment clearance of Planning Commission can be completed in the next four financial years (b) are not receiving any other form of financial assistance. This programme is being implemented throughout the country. Surface minor irrigation Schemes of the states of North East, Hilly states (Himachal Pradesh, Sikkim, Jammu & Kashmir and Uttaranchal) and drought prone and tribal districts are also eligible for assistance under the programme.

Central grant at the rate of 90% of the estimated cost for completion of the project is provided in the special category states, projects in Kalahandi, Bolangir & Koraput districts in Orissa and project benefiting the tribal areas, drought prone and flood prone areas. For major and medium projects in other areas central grant is provided at the rate of 25% of the estimated cost.

The earth works like embankment construction, desilting of canal, minor irrigation schemes can also be taken up under NREGA with close coordination and planning with the project implementing agencies.

4.1.4. Flood management programme:

Flood management works like construction/ raising and strengthening of embankments, anti-erosion works, drainage development, flood proofing works are being funded by the Ministry of Water Resources under the Flood Management Programme. Smaller schemes costing up to Rs. 1 crore involving the labour oriented flood management works, and not covered under this programme can be taken up under NREGA.

4.2. Dovetailing inputs into a common project

4.2.1. Farmer's Participatory Action Research Programme (FPARP):

Ministry of Water Resources is implementing this programme at 5,000 sites throughout the country. Under this programme new irrigation technologies developed by various agricultural universities, research institutes, etc. are being demonstrated to farmers as a measure of creating awareness amongst farmers to save water. There are number of technologies where involvement of manpower is of very high magnitude such as construction of Jal Kund, in situ moisture conservation, etc. These programmes can also be taken up under NREGA.

4.3. Area approach

4.3.1. Command Area Development & Water Management Programme (CAD&WM):

Command area development and water management programme aims at efficient utilisation of irrigation water for optimising agricultural productivity and production from irrigated lands in a coordinated manner on a sustainable basis and increasing the pace of tackling the problem of waterlogging by bringing in newer technologies like sub-surface drainage and bio-drainage under the realm of this programme.

The works allowed under NREGA are such that they cover almost all the activities required for Command Area Development. Planning NREGA works with command area development from outlet of drain of a command area to water source will yield benefits in terms of better utilisation of irrigation potential created, better efficiency of water use, increase in intensity of irrigation, increase in agriculture production and productivity, increase in farmer's income.

Works/ activities required under CAD&WM are:

- i) Renovation and de-silting of existing irrigation tanks and control structures within the irrigated command area.
- ii) Correction of system deficiencies above outlet up to distributaries of 4.25 cumec (150 cusec) capacity.
- iii) Construction of field channels
- iv) Full package on- Farm Development (OFD) Works including field channels, realignment of field boundaries, land levelling/ shaping.
- v) Construction of field, intermediate and link drains
- vi) Land levelling and shaping
- vii) Conjunctive use of surface water and ground water- It serves the dual purpose of increasing the area under irrigation on the one hand through supplementing canal water for irrigation and reduces water logging on the other.
- viii) Reclamation of water logged areas in irrigated commands of CAD Projects.

Out of these activities, three activities at sl. no. i), vi) and vii) have now been deleted from CAD&WM, however, these activities are permitted under NREGA.

The work of Irrigation Canal is also permitted under NREGA. Therefore, under the activity, “Correction of system deficiencies above outlet up to distributaries of 150 cusec capacity”, the complete work or the earthwork part can also be taken up under NREGA as a gap filling, wherever required.

Similarly, the work of Irrigation facility, land development, is covered under NREGA. Therefore, these works on the Individual land of SC/ST/BPL/ beneficiary of Land Reform and IAY can be carried out under NREGA as a gap filling and on Individual land of other than SC/ST/BPL/ beneficiary of Land Reform and IAY can be carried out under CAD&WM.

In view of above, for integrated development of command area, the project of a command area should be prepared by integrating all the activities into a whole project with convergence. Activities allowed under NREGA be planned / covered under NREGA and left over work be covered under programmes of the Ministry of Water Resources.

The convergence has been elaborated in detail at Annexure-B

4.4. Value addition

The work of Canal plantation may be carried out in the Command area under NREGA as value addition. The work of Canal fair weather road can also be taken up under NREGA.

4.5. Technical support

The technical norms i.e. required survey, planning, design as per Technical Manual being used by the Water Resource department, is to be followed, so that the works are sustainable, productive and economical. For illustration, in Command Area Development and water management programme, planning, designing and specification are to be followed as per the Guidelines / manual of Water Resource Department.

5. Cost norms

Under NREGA, there is neither cost norm for the area nor unit cost for work / activity. However, the unit cost for works/ activity in Command areas to be carried out under NREGS will also be as per cost norms / unit cost under CADWM, AIBP and RRR of Water Bodies of Water Resource Department in the area/ local requirement.

6. Execution

- i) 50 % of Works under NREGA like desilting of tanks and canals, construction of field channel, field drains which are labor intensive can be executed by the Panchayat with the guidance of District Level Implementation Committee (DLIC) of water resource programmes and concerned technical staff of Water Resource Department.
- ii) 50% work in the command area under NREGA, like correction of system deficiencies above outlet up to distributaries of 150 cusec and construction of intermediate and link drains be assigned to the concerned water user associations. In Water User's Association(WUA), which are constituted in every command area, one member from Panchayat should be include as a member.

In the areas, not covered under CAD&WM project, these works/ activities should be assigned to the concerned line department i.e. Water Resource Department.

7. Monitoring

The Ministries of Water Resources and Rural Development will jointly monitor the implementation of the scheme and ensure concurrent evaluation through quarterly physical and financial reports, inspection visits, meetings with senior officers of the State Governments, workshops for experience sharing, learning and dissemination and impact assessment studies. The social audit of the project(s) should be carried out by the concerned Gram Sabha. The monitoring of the work(s) should be done with the association of the Standing Committee of the Panchayat at the appropriate level. At the village level, the focal point for organization and implementation of the project will be the WUA of command area farmers and other eligible tank users such as fisherman etc. The WUA will play an active role in the planning, implementation, supervision, maintenance of tank systems and other necessary activities. The WUA should report to the Gram Sabha in these matters from time to time. However, for the convergence of different programmes with NREGS the monitoring agency independent of the construction agency will be appropriate. District Programme Coordinator NREGS as well as head of DLIC will monitor all aspects of implementation and convergence and thereby bring about a qualitative improvement in the implementation of the programmes.

8. Post Project Management

Post project management, for sustainability is very necessary. Therefore, all projects, depending on the nature of works involved in these projects, after completion should be handed over to Water Users' Associations/PRI/Departments concerned, as the case may be, for their use and related repair and maintenance.

9. Funding will be through NREGA and WR programmes

Procedure for settlement of accounts, inclusion of projects, establishing coordination at different levels for effective implementation of converged project proposals, details of monitoring and evaluation will be decided subsequently in consultation with concerned State Governments wherein the pilot projects are taken.

Annexure-A

		Programmes under Water Resource Department							
S.No.	Content	NREGS	Command Area Development & Water Management (CAD&WM)	Repair, Renovation and Restoration of Water Bodies.	Dug well Recharge Scheme	Ground water management and Regulation Scheme	Flood Control and River management Works	Accelerated Irrigation Benefits Programme (AIBP)	Farmer's participation Action Research Programme (FPARP)
A	B	C	D	E	F	G	H	I	J
1.	Objective	i) To enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work ii) Creation of durable assets and strengthening the livelihood resource base of the rural poor	Efficient utilization of created irrigation potential	To restore and augment storage capacities of water bodies., and also to recover and extend their lost irrigation potential	To recharge ground water	To demonstrate the efficacy of artificial recharge & rain water harvesting techniques	To take up flood management works in an integrated manner.	Major, medium, and minor irrigation projects and extension, renovation & moderniza-tion of major and medium irrigation projects	Field demonstration of technologies developed by the institutes which will enhance yield and income per drop of water

Programmes under Water Resource Department									
S.No.	Content	NREGS	Command Area Development & Water Management (CAD&WM)	Repair, Renovation and Restoration of Water Bodies.	Dug well Recharge Scheme	Ground water management and Regulation Scheme.	Flood Control and River management Works.	Accelerated Irrigation Benefits Programme (AIBP)	Farmer's participation Action Research Programme (FPARP).
A	B	C	D	E	F	G	H	I	J
2.	Funding/ subsidy	i) 100% on unskilled labour and ii) 75 % of the cost of material and wages for skilled and semi-skilled workers	Funding pattern of 50: 50 between centre and states, state share including 10 % contribution by the beneficiary. on software activities subsidy 100 to 75%	Funding pattern of 25: 75 between centre and states for water bodies under domestic support for non-special category states and 90:10 for special category states as well as naxal affected/ drought prone/ tribal areas. for Externally Aided Programmes (EAP), 75% is loan taken from the world bank and passed on to the concerned states on back to back basis and is to be repaid by the states. The balance 25% is taken as liability of GoI which is also taken as loan from the World Bank. Central funding in form of grant to the State	100% subsidy to marginal & small farmers. 50% subsidy to other farmers	100% funding from Central Government	Special category states- 90:10 between centre and other States-75:25 between centre and states. For restoration of damaged flood management works-90:10 between centre and states	Central grant 90% to special category states (North-Eastern states, drought prone area, tribal area & flood prone area). 25% to non-special category states	100% funding from MoWR. Expenditure incurred above the approved cost will be borne by the institutes themselves

Programmes under Water Resource Department									
S.No.	Content	NREGS	Command Area Development & Water Management (CAD&WM)	Repair, Renovation and Restoration of Water Bodies	Dug well Recharge Scheme	Ground water management and Regulation Scheme	Flood Control and River management Works	Accelerated Irrigation Benefits Programme (AIBP)	Farmer's participation Action Research Programme (FPARP)
A	B	C	D	E	F	G	H	I	J
3.	Unit cost/cost norms	Nil	i) Correction of system deficiencies above outlet up to distributaries of 150cusec capacity – Rs. 4000 per ha. To field drains - Rs. 5000 per ha.	Rs.40000-45000 per hectare.	Unit cost Rs. 3600 to Rs. 5700, varying from state to state	As per local requirement	As per local requirement	Project cost based on design and BSR	Rs. 50,000/- or the approved cost per demonstration whichever is less, limited to 100 demonstrations per institute.
4.	Area coverage	Entire country.	Command areas of Major & Medium Irrigation Project in plane areas and minor irrigation project also in hilly areas.	Water bodies having original irrigation culturable command area of 20 ha. Up to 2000 hectare will be considered under EAPs For scheme under domestic support, the proposals will be for irrigation as well as for non-irrigation tanks. Private owned water bodies not covered.	Hard rock areas in the states of Andhra Pradesh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan and Tamil Nadu.	Over-exploited/critical blocks, urban areas showing steep decline in GW, drought prone & water scarcity area, coastal areas, sub-mountainous/hilly areas, areas with geogenic contamination of GW.	Entire country	Projects on eligibility criteria	Command areas

		Programmes under Water Resource Department							
S.No.	Content	NREGS	Command Area Development & Water Management (CAD&WM)	Repair, Renovation and Restoration of Water Bodies	Dug well Recharge Scheme	Ground water management and Regulation Scheme	Flood Control and River management Works	Accelerated Irrigation Benefits Programme (AIBP)	Farmer's participation Action Research Programme (FPARP)
A	B	C	D	E	F	G	H	I	J
5.	Institutional frame-work	i) Central Employment Guarantee Council ii) State Employment Guarantee Council iii) District Panchayat iv) Intermediate Panchayat v) Village Panchayat, gram sabha	i) State Level Committee (SLC) ii) Water Users Association (WUA)	i) State Technical Advisory committee. (STAC) ii) District level Implementation Committee (DLIC) Chaired by District Collector (DC) iii) Water Users Association	i) State Level Steering Committee (SLSC) ii) District level Implementation Committee (DLIC) Chaired by District Collector (DC)	i) State level Technical Coordination Committee (SLTCC) ii) Local Technical Coordination Committee (LTCC) Chaired by District Collector (DC)	i) STAC, State Flood Control Board. ii) Water Resources Department	i) State Level Committee (SLC)	
6.	Convergence	Convergence of NREGA funds with funds from other sources for the creation of durable assets is permissible	The drafted schemes henceforth should provide clear linkages, integration and convergence to such schemes for holistic development	Issues on convergence of the project with related activities under other schemes should be achieved and this aspect should be brought out clearly		The work would be implemented as per guidelines framed under NREGS by the MoRD		Earth works like desilting of canal	

Name of Command area: -----, Area of the Command ----- Name of Village: -----, Name of Panchayat/Block/District:

S.No.	Work/Activity	Kind of Area	Programme Under which Proposed	Year in which Proposed	
				2009-10	2010-11
(i)	Renovation of traditional water bodies/ desilting				
	a) Renovation and de-silting of existing irrigation tanks	Common land / Government land	NREGA		
	a) Renovation and de-silting of existing irrigation tanks and control structures within the irrigated commands	Common land / Government land	RRR of water bodies/ CAD&WM Programme		
(ii)	Irrigation canals including minor irrigation				
	a) Major, medium, and extension, renovation & modernization irrigation projects (other than earth work and desilting)	land acquired by the Govt. for construction.	AIBP		
	b)Major, medium, and extension, renovation & modernization irrigation projects (earth work and desilting)		NREGA/AIBP		
	c)Minor irrigation schemes		NREGA/AIBP		
	d) Correction of system deficiencies above outlet up to distributaries of 4.25 cumec (150 cusec) capacity. (Earth work)	--do--	NREGA		
	e) Correction of system deficiencies above outlet up to distributaries of 4.25 cumec (150 cusec) capacity. (other than earth work)	--do--	CAD&WM Programme		
(iii)	Irrigation facility				
	a)Survey, planning and designing of OFD works	Complete Command Area	CAD&WM Programme		
	b)Construction of field channels	Individual land of SC/ST/BPL/ beneficiary of LR/IAY	NREGA		
	c)Construction of field channels	Individual land of other than SC/ ST/BPL/benefy of LR/IAY	CAD&WM Programme		
(iv)	Ground Water recharge				
	a)Artificial recharge through Dug well	All lands requiring recharge	NREGA/ Dug well Recharge/ G.W. mgt & Regulation		

S.No.	Work/Activity	Kind of Area	Programme Under which Proposed	Year in which Proposed	
				2009-10	2010-11
(v)	Land Development				
	a) Full package On- Farm Development (OFD) works including field channels, realignment of field boundaries, land levelling/ shaping	Individual land of SC/ST/BPL/ beneficiary of LR/IAY	NREGA		
	a) Full package OFD works including field channels, realignment of field boundaries, land levelling/ shaping	Individual land of other than SC/ST/BPL/beneficiary of LR/IAY	CAD&WM programme		
	b) Land levelling and shaping	Individual land of SC/ST/BPL/ beneficiary of LR/IAY	NREGA		
	c) Land development	Common land	NREGA		
(vi)	Flood Control/Drainage in water logged				
	a) Flood management works like construction/ raising and strengthening of embankments, anti erosion works drainage development and flood proofing, etc. (Costing up to 1 crore)	All land requiring works	Flood Management Programme/ NREGA		
	b) Construction of drains.	--do--	NREGA		
	c) Reclamation of waterlogged areas/ drainage	--do--	NREGA/ CAD&WM programme		
	d) Bio-drainage	--do--	NREGA/ CAD&WM programme		
	e) Conjunctive use	Individual land of SC/ST/BPL/ beneficiary of LR/IAY	NREGA		
(vii)	Plantation				
	Canal Plantation	Common /Government land	NREGA		
(viii)	Popularisation of New Technological for efficient use of water				
	a) Demonstration		FPARP		
	b) In situ moisture conservation works	Command area	NREGA/FPARP		
(ix)	Rural connectivity	--do--	NREGA		
		Common land/ forest land/canal road	NREGA		

List of districts identified for convergence between NREGS & Schemes of MoWR

S.No.	State	District names
1	A. P.	Karimnagar, Kurnool, Nalgonda, Chittoor, Khammam, Mehboobnagar, Medak
2	Arunachal Pradesh	Pumpumpre, East Siang
3	Assam	Bongaigaon, Lakhimpur, Darrang, NC Hills
4	Bihar	Vaishali, Muzaffarpur, Goplaganj, Saran, Gaya, Jamui, Nawada
5	Chhattisgarh	Surguja, Bastar, Kabirdham, Rajnandgaon, Raipur
6	Gujarat	Dahod, Dang, Banaskantha, Sabarkantha
7	H.P.	Kangra, Solan, Mandi, Sirmaur
8	Jharkhand	East Singhbhum, Chatra, Koderma, Gumla, Palamu, Deoghar, Jamtara
9	Karnataka	Gulbargh, Gadag, Hassan, Chikmagalur, Kolar, Shimoga
10	Kerala	Malappuram, Palakkad, Thiruvananthapuram
11	M.P.	Mandla, Jhabua, Betul, Panna, Devas
12	Manipur	Thoubal, Churachandpur
13	Meghalaya	West Garo hills, Ribhoi
14	Maharashtra	Satara, Dhule, Amaravati, Nandubar, Akola, Pune, Satara
15	Orissa	Mayurbhanj, Ganjam, Bolangir, Bargarh
16	Punjab	Hoshiarpur, Ropar
17	Rajasthan	Ajmer, Jalore, Dungarpur, Bikaner, Sikar, Kota, Tonk
18	Tamil Nadu	Dindigul, Villupuram, Kanyakumari, Pudukkottai, Sivaganga
19	Uttar Pradesh	Gonda, Banda, Lalitpur, Pratapgarh, Allahabad, Chitrakoot, Jalaun, Jhansi, Hardoi
20	Uttaranchal	Champawat, Nainital, Uttarkashi
21	West Bengal	Bankura, Bardwan, Birbhum, Purulia