

**EVALUATION OF COMPREHENSIVE DISTRICT AGRICULTURE
PLANS (C-DAPs) OF 3 DISTRICTS OF GUJARAT**

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FOREWORD

The Rashtriya Krishi Vikas Yojana (RKVY) was launched by the Government of India in 11th Plan to achieve much needed 4 per cent agricultural growth rate. An important condition laid down for obtaining 100 per cent central assistance under RKVY was that each state will prepare Comprehensive District Agriculture Plans(C-DAPs). The Planning Commission had provided detailed guidelines for preparing C-DAPs. Accordingly, such plans have been prepared for each district of the Gujarat State.

The Agro Economic Research Centre, Vallabh Vidyanagar (AERC, VVN) had been asked by the **Planning Commission** and the **Ministry of Agriculture, GoI** to review the C-DAPs prepared for three districts (Anand, Junagadh and Banaskantha) of Gujarat.

Keeping in view the guidelines and detailed parameters for reviewing C-DAPs provided by the Planning Commission, the AERC, VVN project team carefully reviewed the district plans after having extensive discussions with various stakeholders and subject matter specialists. The present report provides separate review for each selected district. It also provides an overview of C DAP work in Gujarat on the basis of lessons learnt from the experience of three districts as well as valuable feedback received from the discussions with state level officials.

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- (4) Dr. H. S. Sur, Senior Consultant, Planning Commission, Gol, New Delhi.
- (5) Dr. Surjit Singh, Director, IDS, Jaipur.
- (6) DDO and his team of Anand, Junagadh and Banaskantha districts.
- (7) Vice Chancellor, Director of Research and other subject matter specialists of Anand, Junagadh and Dantiwada (Banaskantha) Agriculture Universities.
- (8) NABARD head office, Ahmedabad and its district level offices of Anand, Junagadh and Banaskantha.
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- (10) WAPCOS, Head office of Gujarat State, Gandhinagar.
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CHAPTER-1

C-DAP IN GUJARAT: AN OVERVIEW

The Agro-Economic Research Centre, Vallabh Vidyanagar (AERC, VVN) had been asked by the Planning Commission, GoI to review the Comprehensive District Agriculture Plans (C-DAP) prepared for three districts (Anand, Junagadh and Banaskantha) of Gujarat. Reports of these three districts were obtained from the Nodal Agency Gujarat Agro Industries Corporation, Ahmedabad. A copy of the consolidated C-DAP report for Gujarat was also obtained from GoG, Gandhinagar.

The RKVY has been launched in the 11th plan to achieve much needed 4% agricultural growth rate. An important pre condition laid down for obtaining 100 percent central assistance under RKVY has been that the states will prepare Comprehensive District Agriculture Plans (C-DAP) for each district.

C-DAP is a bold and major initiative for achieving a vital breakthrough in the planning process. A participatory bottom up approach should help in preparing development plans reflecting the felt needs and aspirations of the people at the grass root level. Preparation of district plans on the basis of specific and detailed guidelines provided in the Planning Commission Manual was a massive and time bound effort. It is obvious that such a participatory planning process cannot be implemented overnight. It will be a slow learning process to be nurtured over a period of time. Hence the initial plans prepared at the district level will suffer from several limitations. However, this planning process deserves all possible support and encouragement for strengthening the planning system at the grass root level.

The AERC, VVN had constituted a project team to review the C-DAPs prepared in Gujarat. The AERC project team had useful discussion at various levels with government / non government organizations.

The planning team approached the Department of Agriculture, GoG at Gandhinagar with a request to provide necessary help and support for this work. The response received from Gujarat government was excellent and very encouraging. Subsequently, detailed discussions were held with DDO and his team at the district head quarters of selected districts. As the headquarters of three state agriculture

universities (SAU) are also located in the selected districts, detailed discussions were held with the Vice Chancellors, Directors of Research and other subject experts at Anand, Junagadh and Dantiwada. Responses provided at the district level were also very positive and encouraging. Useful feedback was also received from Chief General Manager, NABARD, Ahmedabad and his three district level offices located at Anand, Junagadh and Banaskantha.

WAPCOS, a multi disciplinary consultancy organization established by the Gol, and having work experience of about 4 decades, was invited by the GoG to act as a Technical Support Institution (TSI) for plan preparation. The project team had detailed discussions with senior representatives of WAPCOS at Gandhinagar regarding the process and problems of preparing district plans.

Keeping in view the guidelines for preparing C-DAP and the detailed parameters for review provided by the Planning Commission, the AERC, VVN project team has carefully reviewed the development plans for three selected districts. Consolidated C-DAP report for Gujarat state has also been examined. Important observations based on this review are given here.

I) Major Achievements:

- 1) The total outlay for RKVY projects proposed in the Consolidated State Agriculture Plan [2007-11] has been Rs.2485 crores. The total RKVY grant released by the Gol up to June 2010 has been only about Rs.1395 crores. All the three districts, visited by the AERC Review team, expressed their concern about inadequacy of funds for implementing priority programmes identified by them. Keeping in view the recent excellent record of agriculture development in Gujarat as also its potential for future growth, there is a strong case for making a larger allocation for states like Gujarat. If the momentum of growth in the high performance states is sustained, it will help in achieving the overall target growth rate of 4 percent for the country as a whole.
- 2) The development programmes suggested in the three district plans are comprehensive, relevant and consistent with the priorities for development laid down by the Planning Commission and the state government.

- 3) There are specific programmes for increasing production and productivity of major food and non food crops by increasing area under HYV. Every district plan has a proposal for establishing a network of seed farms (1 per block/ taluka). High quality breeder seeds to be procured from ICAR will be multiplied into foundation seeds by the taluka level seed multiplication farms. The entrepreneur farmers will be supplied these seeds to produce certified seeds. This is expected to make Gujarat self reliant in seed supply. These seed farms can deliver the desired results provided they are managed in a professional manner.
- 4) Keeping in view the potential for value addition, every district plan envisages rapid strides in crop diversification.
- 5) There are several programmes in each district plan which are expected to serve the cause of natural resource management and sustainable development. These programmes relate to soil health, watershed/ wasteland development, micro irrigation, integrated pest management, organic farming and vermi compost and afforestation.
- 6) A large majority of cultivators in these districts are small/ marginal farmers (49.5% in Banaskantha, 64.22% in Junagadh and 83.37% in Anand). Wherever possible, the development programmes have a definite focus on this weaker segment of the farming community. Such focus is visible in all the three district development programmes such as distribution of HYV seeds, self help groups (SHGs) and collection centers for marketing, training in micro irrigation, supply of cross breed cattle etc. The AERC, VVN project team noted that under the Vikas Voluntary Vahini (VVV) scheme launched by NABARD, farmer's clubs have been established in all the villages of Anand district. Anand has earned the distinction of being the first district in the country to have 100 percent coverage of villages under this programme.
- 7) When Gujarat launched its mega extension effort, known as Krishi Mahotsava, in 2005, one of its flagship programme was to issue soil health cards to all the 42.39 lakh farmers of Gujarat. Though highly desirable and innovative, this programme could not be pursued as vigorously as required

due to lack of adequate soil testing facilities available in Gujarat. Soil health card programme is going to be a major beneficiary of RKVY funds. Gujarat is expected to have soil testing capacity of 10.70 lakh sample per year by March 2011. In order to expedite this work, the government has decided to outsource the work of soil sample collection and analysis. The APMC is to expand its soil testing capacity substantially and play a major role in this work. As a result, soil health card will be issued to all the 42.39 lakh farmers by the end of March 2011. This has been accepted as a Golden Goal programme by the government to be implemented in a mission mode. This indeed will be a creditable achievement for Gujarat. This will provide useful lessons for other states to follow.

- 8) As such Gujarat is leading in animal husbandry with its well established network of dairy cooperatives. All the three districts selected for C-DAP review (Anand, Junagadh and Banaskantha) have a strong presence in animal husbandry. All the district plans incorporate appropriate programmes for further strengthening the animal husbandry and dairy activities through supply of cross breed cattle and increasing fodder production.
- 9) The three district plans also envisage a major initiative for providing much needed marketing support to the farming community. Each district plan has a proposal for establishing agriculture clinics (1 per block/ taluka), agri business centres (5 per block/ taluka), Self Help Groups (SHG 1 per village) and collection centres (1 per 100 SHG). These innovative programmes, if successful, can ensure substantial increase in farming literacy and provide adequate marketing support to the farmers.

II) Planning- Constitutional Aspects:

C-Daps for all the 26 districts of Gujarat have been prepared by WAPCOS, Gandhinagar. The Gujarat government issued GR (15-12-2007) constituting District Agriculture Planning Units (DAPU) and Block Agriculture Planning Units (BAPU). A State Level Sanctioning Committee (SLSC) has also been constituted. Village Level Planning Units have not been established. The participatory bottom up approach as visualised in the Planning Commission Manual requires planning process to start at

the village level. The Planning Commission Manual considers Panchayat level planning as “the most important exercise in the preparation of C-DAP” (p.19). The Technical Support Institution (TSI) was expected to provide Training of Trainers (TOT) for block level plan coordinators who in turn will provide training to village Panchayat enumerators and planners. The Village Agriculture Planning Unit (VAPU) has to ensure participation of all sections of the people, especially women and disadvantaged sections of the society. The Planning Commission Manual has suggested 10 steps to be carried out in a “campaign mode” to ensure effective participation at the village level (p.20) and preparation of village plan. The Gram Sabhas were not convened specially for preparing C-DAP. Thus, C-DAP prepared for the districts has not strictly followed the bottom up approach as suggested in manual of the Planning Commission. However, fairly adequate feedback from the grass root level is ensured through Krishi Mahotsava, ATMA network and district level PLC reports prepared by NABARD.

III) Planning-Technical Aspects:

- 1) District Plan:** All the three district plan programmes are fairly comprehensive. They address the priority areas identified by the policy makers. Some innovative ideas have also been incorporated in the district plans.
- 2) SWOT analysis:** SWOT analysis is attempted in every district plan and a good beginning has been made. However, this analysis is partial in some reports and there is a scope to sharpen this analysis with the help of subject experts (especially from Agriculture University and NABARD) and identified progressive farmers.
- 3) Vision Statement:** A vision statement has been provided in each district plan. A clear statement of vision and strategy is essential for any plan document. Such statement should be neither too brief nor too long. However, it should clearly reflect the felt needs and aspirations of the people. The vision statement should provide a picture of desired and possible development in agriculture and allied activities in a 10 year perspective. The vision statements given in the reports are partial and have scope for further elaboration and refinement.

4) Capacity Building: Formal training programmes for imparting knowledge about the planning process were not organised. About three to four meetings were held for preparation, presentation and finalisation of C-Dap in each district. Material for such training was not distributed.

Discussions held by the AERC project team at various levels indicate that there is a need as well as ample scope for capacity building for various layers of government from top to bottom. NABARD, Agriculture Universities and recognised NGO's can provide necessary support for organizing such training programmes on a wider scale. Based on their rich and varied experience NGOs such as Development Support Centre (DSC), AgaKhan Rural Support Programme (AKRSP), Sadguru Seva Foundation, Foundation for Ecological Security can provide help in trainers training. Based on such trainers training, the four agriculture universities of the State can introduce capsule courses for providing training to government and Panchayat functionaries as well as progressive farmers. Although a good beginning has been made for bottom up participatory planning, a lot more remains to be achieved to scale higher peaks of performance. Leading and well established NGOs of Gujarat can share their valuable experience for participatory planning for a wider coverage. Meaningful participatory planning requires systematic exposure to the planning process. Continuous learning process will ultimately help us in centre staging village communities in planning process.

5) Convergence: The Planning Commission Manual for preparing C-Dap emphasised the need for ensuring convergence among programmes funded through various development schemes. Convergence of RKVY scheme with NREGS, BRGF, PMGSY, IWMP, Bharat Nirman etc. is mandatory. None of the district plans have used plan plus software for this purpose due to non entry of relevant data. The National Informatics Centre (NIC) in collaboration with Ministry of Panchayat Raj; Gol has developed this package to facilitate the process of decentralized planning. However, several questions have been raised about the need as well as feasibility of convergence. Convergence

exercise may be difficult in the absence of simultaneous and timely availability of details of various plan programmes. Again, unless the district level authorities have a clear idea about the availability of funds and are adequately empowered, it will be difficult for them to attempt convergence exercise. However, the merit of convergence exercise can not be ignored. The Planning Commission also has laid great emphasis on “convergence among resources and efforts”. Some of the DDOs with whom the AERC project team had detailed discussions recognised the need as well as scope for convergence exercise. However, what is missing is systematic exposure and training in plan plus for concerned officials. A well thought out convergence exercise helps in avoiding duplication of efforts. Resource pooling ensures that development schemes supplement and complement each other.

The Planning Commission Manual for C-DAP preparation indicates that the plan plus software has been successfully tested in several states such as West Bengal, Kerala, Karnataka and Chattisgarh. Several states have organised workshops for imparting training for plan plus. Since this is considered to be a very versatile software. Gujarat should carefully review the pilot work done in other states and take appropriate decisions regarding the use of this software for decentralized planning.

6) Inadequacy of Data Base: A major weakness of the three district plans has been their failure to establish and present the required data base. The Planning Commission Manual for C-DAP preparation provides specific formats for preparing 78 tables covering agriculture and allied activities. WAPCOS had reviewed the suggested tabulation formats and they decided to modify them to suit local requirements. Perhaps they opted for short cuts to prepare the reports within the stipulated time. In the process the need for establishing a uniform and sound data base at the district level was neglected. It needs to be emphasized that once established such a bench mark will be an invaluable permanent asset for district planning. Once established, such data base can be easily updated for future requirements.

The three district plans do not include many basic tables suggested in the Planning Commission Manual. The tables given also suffer from several inadequacies. In most of the tables reference years and source of data are missing. Most of the maps suggested in the Manual for 'C-DAP' (Annexure V) have not been given at all. Income analysis of various categories of farmers not attempted. Yield gaps, Processing / Storage / Marketing gaps and research / extension / adoption gaps not discussed. Agriculture credit and usury related issues not fully addressed. Similarly, wherever possible, block wise data should have been provided. The Planning Commission has also asked for presenting data relating to high/ medium/ low growth regions. At least some data could have been presented for this purpose. Finally, in the absence of relevant bench mark data, it would be difficult to assess the outcomes of plan efforts.

- 7) **Wasteland/Pasture Development Programmes:** The Planning Commission manual for preparation of C-DAP has emphasized that it should address the emerging challenges of environmental concern and suggest innovative approaches for conservation and ecological restoration. In this process, it should ensure improved livelihood for the people, especially poor. Gujarat provides some remarkable success stories for “converting wastelands into vibrant commons”. Realizing that commons are exploited by all and cared by none, the Foundation for Ecological Security (FES)* has established, meaningful community participation through Tree Growers Cooperatives (TGC). They have over the years, achieved very encouraging results for conservation and ecological restoration. Its Anand Area Project Team, working in 4 districts of Gujarat (Anand, Kheda, Vadodara, Panchmahals) has established 45 TGC which are working on 1744 ha. of government wasteland. Successful pasture development programme ensures much needed fodder and fuel wood for the rural poor. The area under commons is

*FES was established in 2001 for ecological restoration through collective efforts of rural communities. Its operations are now spread over 6 States (Gujarat, Rajasthan, Madhya Pradesh, Andhra Pradesh, Karnataka and Orissa) covering 1526 village institutions located in 27 districts.

not only declining over the years, serious problems of erosion and degradation are also escalating. While vast majority of poor depend upon agriculture and animal husbandry for their livelihood, their demand for fodder and fuelwood is also increasing. This can be met through a well crafted wasteland / pasture development programme. The pasture development programme supported by the FES has been tied up with MNREGA. Looking to the encouraging results provided by this programme and also the vast scope and need for expanding this work, a similar tie up with RKVY programme can also be considered. Apart from FES other leading and well established NGO's of Gujarat can also be involved.

- 8) Agri Clinics and Agribusiness Centres (ACABC):** The three C-DAP reports contain a proposal for establishing agri clinics (one per block) in Anand (8), Junagadh (12) and Banaskantha (14) districts. The Agri Business Centres (5 per block) are to be established in Anand (40), Junagadh (60) and Banaskantha (70) districts. The consolidated C-DAP report for Gujarat has a proposal to establish 224 agri clinics and 1130 Agri Business Centres in all the 26 districts of Gujarat.

The scheme for establishing Agri Clinics and Agri Business Centres (ACABC) was launched by the Ministry of Agriculture, GoI in association with NABARD, as far back as April, 2002. The Hyderabad based National Institute of Agriculture Extension Management (MANAGE) was to act as a nodal agency for training. The purpose of launching this scheme was two fold. First, to create general employment opportunities for a large number of agriculture graduates remaining unemployed due to limited absorption in the employment market. Second, to promote agri entrepreneurship which can supplement the work of existing extension machinery. The scope of work for ACABC is quite comprehensive and fairly well defined. Liberal financial support is to be extended through NABARD and training support by MANAGE.

A surprising and somewhat unflattering outcome of this review has been that Gujarat record for this innovative programme has not been so encouraging.

When the C-DAP review team discussed the status of this programme in Gujarat with the Chief General Manager of NABARD, Ahmedabad, his response was that this scheme is not doing well because of the preference of agriculture graduates for regular employment rather than private enterprise. There can be some other reasons as well for the poor record. The data available from NABARD website clearly indicates that Gujarat is not among the top performers.

Data regarding new ACABC ventures established during the period 2002-2009 indicate that Gujarat (147) was way behind some other developed and not so developed States such as Uttar Pradesh (1408), Maharashtra (1150), Karnataka (722), Bihar (719), Rajasthan (625) and Tamil Nadu (350). During the same period the number of training programmes organised for this scheme were limited in Gujarat (25) as compared to other States such as Uttar Pradesh (120), Maharashtra (115), Bihar (78), Rajasthan (67) and Karnataka (61).

If the ACABC programme as proposed in the C-DAP plan is successfully completed, Gujarat may be able to establish its position among the top ranking States. However, Gujarat will have to make concerted efforts to achieve this position.

- 9) DAPU as Planning Hub:** An important issue pertaining to participatory planning is about establishing the creditability of DAPU as a hub of the planning process. It is true that the DDO shoulders a heavy responsibility of managing the affairs of more than 20 departments. However, if the participatory planning is to be launched in a mission mode, the DDO, as chairman of DAPU, should be encouraged to play a more proactive role in the planning process. A participatory planning framework has to put DAPU and village community in the centre stage enabling them to provide a more effective stewardship in the development effort. If this is ensured, the title

page of the C-DAP report would carry the name of the concerned DAPU and not the nodal agency or the Technical Support Agency! Moving a step further, the DDO as Chairman of DAPU, would be writing a forward / preface for the C-DAP where in he will be acknowledging the support / help received from different sources. If DAPU is to be firmly established as a planning hub, it should have information both about the development proposals made and also the proposals accepted for implementation through various agencies.

10)Monitoring and Evaluation: The three district plans are silent about arrangements to be made about monitoring and evaluation of RKVY. However, at the state level, the Government of Gujarat has appointed Director of Agriculture as a nodal officer to monitor and coordinate RKVY. Internal monitoring of the programme is also ensured through regular monthly meetings of all concerned departments taken by the Additional Chief Secretary, Agriculture, GoG.

Apart from this internal monitoring mechanism, the consolidated state C-DAP also makes a liberal provision for independent monitoring and evaluation of RKVY programme. Sample bench mark surveys, concurrent evaluation during project implementation and impact evaluation at the completion of the project have been proposed over a period of 4 years (2008-09 to 2011-12) at an estimated cost of Rs. 1200 lakhs.

Learning from the past experience, the GOG seems to have recognized the need for a qualified group of professional experts which can help in RKVY project planning, monitoring and evaluation. The GOG has provided an appropriate response to this challenging task by establishing an Agriculture Project Implementation Cell (APIC) with head quarter at Gandhinagar. This cell will have 14 qualified professionals, 7 senior and 12 junior subject matter specialist and 2 advisors (IT) (GoG circular letter No. RKV/102010/281/K7 dated 3rd September 2010). This cell will ensure effective planning, monitoring and implementation of programmes of RKVY as well as other agriculture related Central and State government schemes .It

is proposed to put all data of these programmes/schemes on line to ensure transparency and accountability.

11)Conclusion: The RKVY, launched in the 11th plan, is expected to help in achieving much needed overall 4% agricultural growth rate for India. Agricultural growth rate for Gujarat has been around 9% since 2000 as compared to 3% achieved by the country as a whole. Sustaining a reasonably high growth rate for another decade is bound to be an uphill task. The RKVY initiative for preparing C-DAP provides an excellent opportunity to plan for sustaining the momentum of growth in Gujarat. Plenty of opportunities available for development in agriculture and allied sectors need to be identified and appropriate programmes and strategies formulated for future growth.

As such, the core development programmes suggested in the three district plans are comprehensive, innovative and relevant. Several gaps in the plan documents have been identified in the three case studies presented in this report. These gaps can be filled up in the course of on going planning process. On the whole, a good beginning has been made for decentralized planning. A bottom up participatory planning process requires establishment of Village Level Planning Unit (VAPU) and their effective functioning. This is an important gap in the current planning process and it needs to be bridged. Efforts need to be made to strengthen this planning process over time. Plan preparation is a difficult and complex exercise demanding creative thinking. For those involved in planning, it becomes a continuous learning process. Given concerted efforts, each district can produce more refined and articulated C-DAP documents.

CHAPTER-2

EVALUATION REPORT OF C-DAP: ANAND DISTRICT

The Comprehensive District Agricultural Plan (C-DAP) of Anand District was received by the Agro Economic Research Centre (AERC, VVN) from nodal agency “Gujarat Agro Industries Corporation Ltd Ahmedabad”. This C-DAP has been prepared jointly by District Agriculture Planning Unit and WAPCOS, Gandhinagar.

Keeping in view the guidelines for preparation of C-DAP circulated by the Planning Commission and the parameters suggested for review work, the Anand district report was carefully and thoroughly reviewed by the project team constituted by AERC, VVN. The AERC project team had useful discussion at various levels with government/ non-government organizations such as DDO Office, Agriculture University (AAU) experts, NABARD and other bank officials. The Project team also interacted with progressive farmers of the district.

This evaluation report is prepared as per the parameters for review provided by the Planning Commission, GOI.

I. Status of C-DAP preparation in the states.

- i. Number of districts in the state? : 26**
- ii. Number of districts for which : 26**

C-DAP prepared

- iii. If C-DAPs for all districts not prepared by what time rest of C-DAPs will be ready?**

-Not Applicable

II. Constitutional aspects of planning

1. General

i. DPCs formed or not?

-Yes. DPC was constituted at the district level vide GR Dated 15-12-2007. A 15 member committee was constituted at the district level with DDO as chairman and DAO as member secretary. The other members were from line departments, Agriculture University, NGOs, AMUL etc.

ii. C-DAP approved by the DPC or not? If not, what is the institutional mechanism at the district level through which it was passed?

- C-DAP was prepared by WAPCOS in consultation with District Planning Team. The first draft of C-DAP was presented by WAPCOS on 5-7-2008 to District Level Planning Committee (DLPC/ DPC). After discussion on various aspects included in the first draft of DAP, members of DPC suggested some modifications. After effecting suggested modifications, a revised draft of DAP was prepared. The revised draft was again discussed at each block level and district level planning committee, PRI members and DPC comprising of Panchayati Raj Institutions (PRI) members, concerned department officers, experts, representatives from Anand Agricultural University (AAU), KVK, Lead Bank (BOB) etc. After incorporating the suggestions made, final C-DAP of Anand district was prepared and duly approved by DLPC subsequently.

iii. Has C-DAP been integrated with DDP or not?

- It is integrated partly with DDP. The programmes which match with the priorities outlined in the Vision Statement of C-DAP are included.

2. Has participatory bottom-up approach been followed or not?

Was information collected from 'Gram Sabhas'?

- The participatory bottom up approach as visualised in the Planning Commission Manual requires planning process to start at the village level. The Planning Commission Manual considers Panchayat level planning as "the most important exercise in the preparation of C-DAP" (p.19). The Technical Support Institution (TSI) was expected to provide Training of Trainers (TOT) for block level plan coordinators who in turn will provide training to village panchayat enumerators and planners. The Village Agriculture Planning Unit (VAPU) has to ensure participation of all sections of the people, especially women and disadvantaged sections of the society. The Planning Commission Manual has suggested 10 steps to be carried out in a "campaign mode" to ensure effective participation at the village level (p.20) and preparation of village plan. The Gram Sabhas were not convened specially for preparing C-DAP. Thus, C-DAP prepared for the district has not strictly followed the

bottom up approach as suggested by the Planning Commission. Some other consultative mechanism was followed for this purpose.

Furnish information in the given table if the information from 'Gram Sabhas' not collected:

a) What other consultative process (es) were followed in the plan preparation? What is the extent to which inputs from sub-district level have contributed to the planning exercise? Here the factual position may be described.

III. The participatory bottom up approach has been followed but in a somewhat different manner. Gujarat has been organizing a month long Krishi Mahotsava during May-June every year since 2005. Personnel from Agriculture and other concerned departments as well as scientists from Agriculture University are visiting all the villages of the district under this massive extension effort. This has been an annual feature and it has provided valuable feedback to understand the needs and problems of farmers. Apart from the feedback received during Krishi Mahotsava, Focused Group Discussions (FGD) too were conducted in atleast 5 typical villages of the district which were selected representing different agro-climatic regions of the district for bringing qualitative information to substantiate the quantitative data collected from various sources. The focus of the discussion was on problems faced by the farmers in agriculture and allied activities at the taluka/ district level. Regular feedback from the grass root level is also received through the network of Agriculture Technology Management Agency (ATMA), Village Level Farmers Organizations (FOs) and Farmer Interest Groups (FIGs) and taluka level Farm Information Advisory Centers (FIAC) and Farmers Advisory Committee (FAC). A pioneering effort has been made by NABARD under its scheme of Vikas Volunteer Vahini (VVV) to establish farmers clubs in all the villages of the district. Anand has been the first district in the country to achieve 100 percent coverage under this scheme. All these developments adequately ensure regular and useful feedback from the grass root level.

For the preparation of C-DAP, the District Level Planning Committee (DLPC/ DPC) was constituted under the chairmanship of District Development Officer (DDO). The District Agriculture Officer (DAO) worked as member secretary. The other members of DLPC were representatives of Zilla Panchayat, District Planning Officer, District Officers of Animal Husbandry, Horticulture and Fisheries, Director of DRDA, Agricultural Scientists from Anand Agriculture University (AAU), representatives of Lead Bank (Bank of Baroda), District Informatic Officer (NIC), AMUL Dairy, WAPCOS, and NGO.

For Planning exercise, the sub-district level inputs received from Krishi Mahotsava and taluka level meetings with concerned officials of various departments, PRI institutions and focused group discussions have helped.

a) Whether agriculture planning units (APUs) at village, block/ taluka and district level viz. VAPU, BAPU and DAPU actually exist. If not, what other mechanism was used for preparation of C-DAP

-No village level agricultural planning units (VAPUS) exist. BAPU & DAPU were constituted.

Name of District	No. of Blocks/ talukas	No. of Villages	No. of Gram Sabhas held	No. of Block/ Taluka level meetings**	No. of District level meetings**
Anand	8	367	367*	Several informal meetings were held	Several informal meetings were held

* Indicate Gram Sabha called during Krishi Mahotsava. It is not called for C-DAP.

**Schedule of these meetings circulated/ announced well in advance of not?

Yes, it was circulated in advance but not well in advanced.

III. Technical aspect of planning

1. Is Plan Comprehensive?

i) Is C-DAP based on the felt-needs of the farmers or not?

- Yes, it is felt that to a large extent C-DAP is based on the felt needs of the farmers of the district.

ii) Was a separate vision document prepared or not? If yes, was this vision reflected in C-DAP preparation in the form of vision statement or not?

- No separate vision document was prepared. The C-DAP report contains a half page vision statement (P.8-9). There is scope for improvement in vision

statement. It can be improved keeping in view the objectives and scope suggested in the C-DAP Manual (P.8-10) of the Planning Commission. The vision statement should foresee the future needs and provide an inspiring picture of desired and possible development. Detailed interactions with progressive farmers, university experts and agriculture administrators and policy makers can provide a valuable feedback for preparing the statement.

iii) Were all departments (agriculture and allied activities) involved in planning?

- Yes, all line departments of agriculture and allied activities were involved in planning and preparation of C-DAP.

iv) All agricultural and allied developmental activities being carried out in the district by governmental and non-governmental agencies, accommodated in the C-DAP or not? Provide following information:

Name of District	No. of Govt. Schemes / Programmes			Schemes/ Programmes Referred in C-DAP		
	Central	State	LB	Central	State	LB
Anand	Not Indicated clearly			SGSY, Others Not Indicated clearly		

Name of District	No. of Non-Govt. Schemes / Programmes			Schemes/ Programmes Referred in C-DAP		
	NGS 1	NGS 2	NGS 3	NGS 1	NGS 2	NGS 3
Anand	Not Indicated clearly			Not Indicated clearly		

** NGS 1, NGS 2, NGS 3 refer to non government programmes/ schemes effectively being implemented in the district by agency like Bank, SHG or any other agency.

A number of agricultural and allied developmental programmes/ activities are carried out in the district by Central /State Government and non government agencies. However, no reference of such programmes/ activities has been made in the C-DAP.

(v) Were efforts made to address a) Emerging challenges from global trade and climate changes? b) Innovative approach which can improve the livelihood and economic condition of the people in the area c) Priority areas as per agro-ecological situation.

The district plan is quite comprehensive covering a number of traditional and innovative programmes. For example, each taluka will have a seed farm of 10

hectares each. A fixed and a mobile soil testing laboratory is proposed. Soil health cards will be issued (55,000). Training for organic farming (30,000 farmers), integrated pest management (30,000 farmers) and micro irrigation (440 SHGs) is proposed. Agri clinics (one per taluka) and agri business centers (5 per taluka) are proposed. It is also proposed to strengthen marketing system through SHG/ Farmers clubs, collection centers (1 per 100 SHGs) and storage facilities (30 rural godownes and one cold storage unit). Several useful programmes for animal husbandry have also been included in the district plan. Focus of most of the programmes has been rightly on small/ marginal farmers who constitute 83% of the total farm workers in the district. Programmes such as organic farming, integrated pest management, micro irrigation and vermi compost will help the cause of natural resource management.

The programmes selected are quite useful for overall agricultural development of the district. They cover a wide range of activities. However, when the C-DAP is judged in terms of the guidelines provided by the Planning Commission, there is scope for improvement in several respects as follows:

- 1) It would be useful to provide information about the present status for each activity alongwith the targets fixed for eleventh five year plan. It is not possible to review the progress of RKVY programmes in the absence of vital benchmark data. The projects proposed should be more detailed and self contained.
- 2) When one thinks of emerging environmental challenges and the need for innovative approaches for conservation and ecological restoration in a district like Anand, one can not but remember some excellent work done by the National Dairy Development Board (NDDB). Anand district provides some unique examples of pioneering work. The Potential Linked Credit Plan (PLCP) 2010-11 for Anand district, prepared by NABARD, has a box item on page 25 under the caption "Wastelands to Vibrant Commons". This refers to Dharmaj, a progressive village of Anand district, which has converted vast wastelands into extremely fertile tracts for providing fodder, fuelwood and other orchard crops. The Dharmaj experiment has been highly successful because of

several unique advantages that it enjoyed such as NRI resources and strong and committed leadership. Although it may be difficult to replicate the same model elsewhere, it has indicated a promising direction for future work. The NDDB had initiated some work in this direction in 1986 which subsequently led to the establishment of Foundation for Ecological Security (FES) in 2001. Its Anand Project Area (spread over 4 adjoining districts of Anand, Kheda, Vadodara and Panchmahals) team has established 45 Tree Growers Cooperatives working on 1744 ha. of government wasteland. This experiment has provided very encouraging results for conservation and ecological restoration. Keeping in view the excellent outcomes of this pioneering effort, it would have been rewarding if C-DAP for Anand district had given some thought in this promising direction.

- 3) Although poultry and fisheries are important allied activities of Anand district, they have not been covered in the district plan. The agricultural credit aspect is missing. It needs to be incorporated.
- 4) The state government had directly entrusted some RKVY related programmes to state agriculture universities. However, programmes relevant for Anand district should have been mentioned in the district plan.
- 5) The district plan refers only to activities to be supported by RKVY funds. Programmes funded through other sources are not even mentioned. In that sense, the document can not be termed as Comprehensive District Agriculture Plan (C DAP) as conceived by the Planning Commission.
- 6) Suggested projects have not been prioritized. This is no doubt a difficult exercise. However, priorities based on the felt needs of the people will facilitate the decision making process.
- 7) Khambhat and Tarapur are considered as relatively backward talukas/blocks of the district. It would have been useful if their problems had been separately analysed and programmes suggested for their improvement.

2. Capacity building of Planning Committees (PCs) and APUs and others involved in planning.

i) Number of trainings/ workshops. Meetings conducted for capacity building of the planning units

- Formal trainings/ workshops were not organised for capacity building of the planning units of district /block/village level. However, three meetings were held on 12, 13 and 26 June, 2008 for preparation, presentation and finalisation of DAP of Anand district.

ii) Material for No. (i) Prepared and distributed or not? If yes, enclose specimens

- Material not prepared

iii) Has *Plan Plus* or any other software been used to facilitate planning or not?

- Not used as data not entered for any district of Gujarat.

3. Data Collection and Analysis for Planning (Quantity and Quality of data)

i. Sources---

a. Name the sources: The major sources are as follows:

Taluka/ District Panchayat Offices, NABARD, AMUL DAIRY, ATMA, Directorate of Agriculture, Directorate of Horticulture, Directorate of Animal Husbandary, DRDA Office, Soil Survey Department, other related departments and NGOs.

b. Give suggestions for improving data sources:

Collect and present the available data as per table formats given in C-DAP manual. Invariably mention the source of data and reference year of the data given. Wherever data are available block-wise, present them block-wise. AERC (VVN) has provided to DDO office, Anand a set of table formats with suitable modifications as per district requirement.

ii. Quantity and Quality of data satisfactory or not? If not, what more data was needed? How the quality of data can be improved?

Neither the secondary data (in 78 tables) nor the village/ GP level data are given as suggested in C-DAP guidelines. The tables on area under crops, production and yield are given for one year instead of giving average of

preceding 3 years. For many tables, block-wise data are available. Yet data are not given block-wise. Many tables (for example manual table no: 9, 11, 12, 13, 14, 15, 17, 21..... 53, 54.....62, 64.....) are not given at all. Tables relating to credit institutions, credit disbursement and insurance status (table 37 to 40) are not given. Some tables given are incomplete and inadequate. On account of incomplete data, relevant data have not been analyzed properly. Sector-wise district domestic product and workforce distribution in agriculture and per capita agricultural income are not available but can be estimated. The sources of data and reference years of data are generally not quoted.

A systematic and comprehensive data base at the district level is essential for any planning exercise for the present and for future. Hence, the C-DAP document is incomplete without the suggested data base. The Department of Agriculture, Gandhinagar has also drawn attention to this limitation. Comprehensive and systematic district level data base needs to be built-up for future planning.

4. Parameters of data analysis-

i. SWOT analysis of LB/ District done thoroughly or not? (It should be of the district and not the individual activities)

- For overall development of region and preparation of meaningful long term development plan for agriculture and allied sectors, SWOT analysis is very important. In C-DAP, SWOT analysis has been presented (pages 14, 15) in general terms. There is scope to improve and upgrade this SWOT analysis through interaction with administrators, agriculture scientists, progressive farmers and NGOs. It would be better if SWOT analysis is prepared sector wise.

ii. Block data to explain spatial disparities/ variabilities of the district given or not?

- Some data have not been presented block-wise (Land holdings available, land capability classification, Nos. of SHGs, micro nutrients status, crop-wise area and production etc.) and hence block wise disparities / variabilities not highlighted and explained.

iii. Gaps for important variables worked out or not?

- Yield gap analysis, credit gap and storage/processing gap for the district is very important for any planning document. However, it has not been attempted either at district or block level. The reasons for gaps also not discussed.

iv. Trends from the data collected for important variables like land use parameters, agro-based industry, production, productivity, population, population growth and migration, employment opportunities etc. taken into account or not?

- The data on land use pattern, productivity and population are given. The data on land holding pattern, agro industry, migration, employment opportunities etc. are not given and therefore, emerging trends from these data not analysed. However, trends emerging from the data presented in C-DAP have been taken into account.

v. Summary tables prepared or not for discussions to synthesize needs/problems/ potentials in a participatory mode?

-As per manual out of 78 tables, only a few tables are given. The executive summary and summary tables are not prepared.

vi. Base maps and district profile given or not? Are these adequate?

-All the base maps as suggested in the Planning Commission Manual (annexure-V) are not given.

5. Synthesis of needs, problems and potentials

This is reflected in the various development programmes suggested for agriculture and allied activities.

Parameters

Needs/ problems/ potentials were synthesized taking into account the following or not?

a) SWOT analysis of the district. Inputs from Gram Sabhas.

- SWOT analysis is by and large satisfactory. It used inputs received from Krishi Mahotsava/ Focused group discussions. There is scope to improve

SWOT analysis. Involvement of experts from NABARD and Anand Agriculture University can be helpful for improvement.

b) Detailed analysis of the data.

- Partial analysis of data was possible as data for many tables were not given. Please, add some more tables of basic data, if possible, block-wise. Analysis attempted is not explaining variability across blocks.

c) There is scope to improve the analysis?

- Yes. Attempt it block wise and highlight inter block disparities.

d) List of these needs/ problems/ potentials given or not?

- Most of the needs/ problems/ potentials spelt out in the report are for district. They are not shown block/ region wise.

e) Has prioritization of needs been done or not? Give the list of prioritized needs.

- A number of useful projects have been suggested. But prioritization has not been suggested. Priorities of the projects should be decided keeping in view the agro-climatic conditions as well as felt needs of the people.

6. Study of ongoing programmes in the area

Parameters-

i) Were on-going programmes and schemes been studied or not?

- The central/ state's on-going programmes and schemes have been not studied. Only mention has been made about a few on-going schemes/ programmes.

ii) How many needs, problems, potentials and solution interventions have been addressed through on-going programmes/ schemes?

- Not clearly mentioned in C-DAP.

iii) How many funds were available from on-going programmes? Were these converged to formulate C-DAP or not?

- This is not very clear from the report. However, as per DAO and DSO of Anand, this was taken into consideration while deciding the funds requirement of the proposed projects. Some ongoing programmes such as NREGA, PMGSY, BRGF etc. were not considered for convergence.

7. Formulation of projects in C-DAP

Parameters-

i) Were the projects and works identified on the bases of: a) Prioritized needs, b) benefits expected, c) expenditure involved and d) availability of needed material or infrastructure taken into account.

- The projects and works were identified on the basis of needs. Expected benefits are also shown. Expected expenditure to be made during XI plan is shown year-wise from 2008-09 to 2011-12. Instead of taking into account the quantum of work to be done in each-year, the expenditure shown for each year is uniform. Hence, it seems that availability of material and infrastructure are not taken into account while suggesting year-wise break-up of expenditure.

ii) Was the decision logistics in deciding projects and works improved by discussion with the planning committee or not? (This ensures participation at various levels of C-DAP preparation)

- The technical support agency WAPCOS held meetings at each block level with TDO, Taluka Panchayat President and members, NGO members and officers of concerned departments to sense the needs of the farmers and to find possible ways to meet needs of the farmers. However, village level participation is missing in C-DAP preparation.

8. In a number of district plans so far received, the procedure followed (in the plan preparation) is not clear. As a result some of the issues will become difficult to review. Therefore, the planning units may be advised to include one chapter/ section describing methodology of preparing C-DAPs with the following details.

i) Sources of data- official documents, sample surveys, Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA), case-study method or any other method followed

- Not explained clearly. The discussion reveals that official documents, Krishi Mahotsava and focused group discussions held for a cluster of 5/6 villages have been used.

ii) Technical methodology followed in arriving at the cost estimates of the proposed projects in the plan or at least a reference to the respective DPRs.

- The methodology followed in arriving at the cost estimates of the proposed projects in the plan was not explained.

iii) Description of the consultative processes followed. Details of the procedure followed in village level, block level and district level consultations may be provided. A copy of the village and block level schedules canvassed, if any, may also be included.

- Explained earlier. No canvassing of village level schedules.

iv) A scheme of convergence (functional and convergence) among the existing programmes/ schemes.

- Not explained. However, it is felt that ample scope exists for convergence from other ongoing programmes/schemes.

v) Any other detail important to preparation of C-DAP

- Explained earlier in 2.

(This will help the reader to know about the procedure followed and activities undertaken during preparation of C-DAP)

9. Programme delivery spelt out or not? A table showing Name of department, project/ works/ activities entrusted to each department and funds provided are shown in C-DAP or not?

- Year wise physical and financial target for various activities have been provided. Important tables not furnished for (a) animal husbandry (Table 58, 59), (b) fish production (Table 61 to 63, 65), (c) agro processing units (Table 66), (d) social forestry (Table 68), (e) K.V.I programme (Table 70), (f) action plan of DIC (Table 72) and (g) handloom industries (Table 74).

10. Monitoring and evaluation mechanism suggested or not?

- No suggestions are given on monitoring and evaluation mechanism.

11. Others

AERCs should also comment on awareness about this planning initiative of the Government among people, departments, administrators and politicians of the area.

- Awareness about this planning initiative was found among the concerned officials of agriculture and allied departments, State agriculture universities and a few personnel of related NGOs. Many farmers were found aware about the various on-going government schemes such as farm pond, micro-irrigation, NREGS, SGSY, Awas Yojana, Farm Mechanisation etc. but they were unaware about RKVY and C-DAP. Awareness about RKVY and C-DAP was very limited among farmers and village leaders.

General Observations:

1: Data base needs to be properly established. The graphs/ charts suggested in C-DAP manual should be given. The source of data and reference year of data should be given in all tables. From the suggested 78 table formats only a few tables are given and many basic tables are missing. The tables given are not as per format given in C-DAP manual. The tables also have several inadequacies and gaps. The data on area under crops, crop-production and yields are given for latest 1 year only, which may not always be representative. It would be better to give such data with 3 years average. Crop-wise area irrigated not given. Crop-wise yield under irrigated and unirrigated conditions not given separately. Yield gap analysis not given. Reasons for yield gaps not mentioned. Processing / Storage/Marketing gaps not identified. Also details of Research / Extension /Adoption gaps not discussed. Income analysis of various categories of farmers not attempted. Issue of farmers margin for various crops in last 5 years is not addressed in C-DAP. Agriculture credit and usury related issues not discussed.

2: General description of the district such as location, temperature and climatic details, agro-climatic zones, irrigation and groundwater status, source-wise net and gross area irrigated, canal irrigation, animal husbandry, social forestry, co-operation and banking, block-wise crop-pattern, sea/ road/ rail network etc. not shown in chapter-2.

3: Swot analysis is general and can to be sharpened. A clear statement on vision and strategy is essential for any plan document. Such statement should be prepared in consultation with all stakeholders and it should reflect the felt needs and aspirations of district people. The vision statement should provide a picture

of desired and possible development in agriculture and allied sectors in the coming years. For vision statement, swot analysis may also be taken into account. More active involvement of Anand Agriculture University experts would have helped the preparation of both SWOT analysis and vision statement. NABARD experts can also be helpful for this purpose.

4: Classification of growth regions (vibrant, medium, low) not given. The characteristics of each region and steps to promote growth in these regions may be helpful.

5: Analysis/ write up not given separately for each important crop showing current status, problems, constraints, potential and strategies to achieve potential yield. The yield gap analysis is very important for C-DAP. This may be attempted.

6: District agricultural growth rate achieved in Xth five year plan not given. It needs to be calculated and presented alongwith targeted growth rate of XI plan.

7: Capacity building of planning units at village/ block/ district level needs to be strengthened. It will be helpful in improving the formulation of C-DAP.

8: It will be useful to compile data showing past and current status of the district in various spheres of development vis-à-vis the state.

9: Plan plus soft-ware prepared by NIC is not used at present in the state due to non-entry of related data. However, if arrangement is made to provide plan plus facility, the quality of C-DAP will undoubtedly improve. The Planning Commission Manual indicates that this software has been successfully tested in several states such as West Bengal, Kerala, Karnataka and Chattisgarh. Since this is considered to be a very versatile software, Gujarat should take the necessary initiative for its active use.

10: Block-wise/ crop wise SRR and popular varieties not given. Steps to improve SRR for important crops may be given.

Conclusion:

Gujarat's record of growth in agriculture and allied activities during the past decade has been impressive. The RKVY initiative for preparing C-DAP provides an opportunity to plan for sustaining this momentum of growth. As such, the core

development programmes suggested in the C-DAP for Anand district are comprehensive and relevant.

On the whole, a good beginning has been made for decentralized district planning. A bottom up participatory planning process requires establishment of Village Level Planning Unit (VAPU) and their effective functioning. This is an important gap in the current planning process and needs to be bridged. Efforts need to be made to strengthen this process by creating necessary data base and preparing a comprehensive district agriculture plan (inclusive of RKVY). Shelf of projects in agriculture and allied activities may be suggested keeping in view the development priorities of the district.

CHAPTER-3

EVALUATION REPORT OF C-DAP: JUNAGADH DISTRICT

The Agro-Economic Research Centre, Vallabh Vidyanagar (AERC, VVN) received a copy of the Comprehensive District Agricultural Plan (C-DAP) of Junagadh District from nodal agency “Gujarat Agro Industries Corporation Ltd Ahmedabad.” This C-DAP has been prepared by district level team with the technical support of WAPCOS Ltd.Gandhinagar.

Keeping in view the Planning Commission guidelines for preparation of C-DAP and the parameters suggested for review work, the final version of C-DAP of Junagadh district was carefully reviewed by the project team constituted by the AERC, VVN. The AERC project team had useful discussions at various levels with government/ non government officials such as DDO Office, Junagadh Agriculture University and NABARD experts and progressive farmers.

The following observations are made on the basis of review work:

1. Status of C-DAP preparation in the states.

i. Number of districts in the state? : 26

ii. Number of districts for which C-DAP prepared : 26

iii. If C-DAPs for all districts not prepared by what time rest of C-DAPs will be ready?

-Not Applicable

1. Constitutional aspects of planning

1. General

i. DPCs formed or not?

-Yes. A 15 member district level Planning Committee (DLPC/ DPC) was constituted vide GR dated 15-12-07 with District Development Officer (DDO) as chairman and District Agricultural Officer (DAO) as member secretary. The list of committee members is given in 2 (a).

ii. C-DAP approved by the DPC or not? If not, what is the institutional mechanism at the district level through which it was passed?

- The first draft report of C-DAP was prepared by WAPCOS in consultation with District Planning Team. The preliminary draft of C-DAP was presented by WAPCOS to District Level Planning Committee (DLPC/ DPC) and District Panchayat Committee. Each and every aspect included in first draft of C-DAP was discussed at length and members suggested some modifications. After effecting suggested modifications/ corrections in the first draft, revised draft (second draft) of DAP was prepared. The second draft was placed for approval before each Taluka/ Block Panchayat Samiti of the district and District Panchayat Samiti and DLPC during June, 2008. After incorporating the suggestions/ corrections, final version of the report of DAP was prepared by WAPCOS. While preparing final version of DAP, DLPC and WAPCOS took all possible care to reflect the priorities and felt needs of agriculture and allied sectors.

iii. Has C-DAP been integrated with DDP or not?

- C-DAP has been integrated to some extent with DDP. The programmes of DDP which match the priorities mentioned in the vision statement of C-DAP are included

2. Has participatory bottom-up approach been followed or not?

Was information collected form 'Gram Sabhas'?

- The participatory bottom up approach as visualised in the Planning Commission Manual requires planning process to start at the village level. The Planning Commission Manual considers Panchayat level planning as "the most important exercise in the preparation of C-DAP" (p.19). The Technical Support Institution (TSI) was expected to provide Training of Trainers (TOT) for block level plan coordinators who in turn will provide training to village Panchayat enumerators and planners. The Village Agriculture Planning Unit (VAPU) has to ensure participation of all sections of the people, especially women and disadvantaged sections of the society. The Planning Commission Manual has suggested 10 steps to be carried out in a "campaign mode" to ensure effective participation at the village level (p.20) and preparation of village plan. The Gram Sabhas were not convened specially for preparing C-DAP. Thus, C-DAP prepared for the district has not strictly followed the

bottom up approach as suggested by the Planning Commission. Some other consultative mechanism was followed for this purpose.

Furnish information in the given table if the information from 'Gram Sabhas' not collected:

a) What other consultative process (es) were followed in the plan preparation? What is the extent to which inputs from sub-district level have contributed to the planning exercise? Here the factual position may be described.

While preparing DAP, the participatory bottom up approach as suggested has not been followed but other consultative process was followed.

Since 2005, Gujarat has been organizing a month long Krishi Mahotsava during May-June of every year. Block/ District level Personnel from Agriculture, Animal Husbandry, Horticulture and other allied departments as well as agricultural scientists from State Agriculture Universities (SAU) visit all the villages of the district under this massive extension effort. During such visits they meet the villagers and have discussion on the problems and needs of the villagers. On some problems, experts are giving on the spot solution. This discussion provides valuable feedback to understand the area specific needs/ problems and possible solution of the problems. Apart from the feedback received from Krishi Mahotsava, Focused Group Discussions (FGD) too were conducted in 5/6 villages of the district by the project team during May-June, 2008. These villages were selected keeping in view the agro climatic conditions. The discussion focused on various area specific problems/ needs of agriculture and allied activities and possible solution to mitigate them. Regular feedback is also received through the net work of Agriculture Technology Management Agency (ATMA) Village Level Farmers Organizations (FO) and Farmer Interest Group (FIG) and Taluka Level Farm Information Advisory Centers (FIAC) and Farmers Advisory Committee (FAC). It was reported that ATMA is already doing very useful work at the district level. Its work below the district level will also be strengthened.

To help the District Planning Team and Technical Support Institute WAPCOS Ltd. in preparing C-DAP, a 15 member committee was constituted at district level with DDO as chairman. The following officials were the members of this committee.

Sr. No	Designation	Remark
1	District Development Officer (DDO)	Chairman
2	District Agriculture Officer (DAO)	Member Secretary
3	Director, Dept. of Animal Husbandry (DHA)	Member
4	Deputy Director, Agriculture, Junagadh	Member
5	Asst. Director, Agriculture, Veraval	Member
6	Planning officer, Junagadh Agri. Uni.	Member
7	Horticulture officer, Junagadh	Member
8	D.D, Agriculture, Junagadh	Member
9	Director, Fisheries, Veraval	Member
10	Forest Dept. Junagadh	Member
11	Asst. Director, Soil Conservation Dept, Guj. State Land Dev. Bank, Junagadh	Member
12	Chairman, Irrigation Committee	Member
13	Vice President, District Panchayat, Junagadh	Member
14	Asst. Director, Agriculture, Junagadh	Member

The sub-district level inputs were received from village level focused group discussions, taluka level meetings with PRI members, concerned officials of various line departments, discussion with experts from Junagadh Agriculture University (JAU) and other institutions and Krishi-Mahotsava. These sub-district level inputs have contributed to a great extent in the planning exercise for this C-DAP.

b) Whether agriculture planning units (APUs) at village, block/ taluka and district level viz. VAPU, BAPU and DAPU actually exist. If not, what other mechanism was used for preparation of C-DAP?

- VAPU does not exist at village level. BAPU and DAPU were constituted at block and district level.

Name of District	No. of Blocks/ talukas	No. of Villages	No. of Gram Sabhas held	No. of Block/ Taluka level meetings**	No. of District level meetings**
Junagadh	14	1031	1031*	Several informal meetings were held	Several informal meetings were held

* Indicate Gram Sabha called during Krishi Mahotsava Not conveyed for C-DAP.

* *Schedule of these meetings circulated/ announced well in advance of not?
Yes, it was circulated in advance.

III. Technical aspect of planning

1. Is Plan Comprehensive?

iv) Is C-DAP based on the felt-needs of the farmers or not?

- Yes it is felt that to a large extent C-DAP is based on the felt-needs of the farming community.

v) Was a separate vision document prepared or not? If yes, was this vision reflected in C-DAP preparation in the form of vision statement or not?

- No separate vision document was prepared for the district. C-DAP, report includes a short vision statement (P.8-9). This statement can be elaborated and refined keeping in mind the objectives and scope for vision statement indicated in the Planning Commission Manual (P. 8-10). The vision statement should foresee the future needs and provide an inspiring picture of desired and possible development. Detailed interactions with various stake holders can provide a useful feedback for this purpose.

vi) Were all departments (agriculture and allied activities) involved in planning?

- Yes, all related line departments were involved in the planning process.

vii) All agricultural and allied developmental activities being carried out in the district by governmental and non-governmental agencies, accommodated in the C-DAP or not? Provide following information:

Name of District	No. of Govt. Schemes / Programmes			Schemes/ Programmes Referred in C-DAP		
	Central	State	LB	Central	State	LB
Junagadh	Not Indicated clearly			SGSY only. Others not Indicated clearly		

Name of District	No. of Non-Govt. Schemes / Programmes			Schemes/ Programmes Referred in C-DAP		
	NGS 1	NGS 2	NGS 3	NGS 1	NGS 2	NGS 3
Junagadh	Not Indicated clearly			Not Indicated clearly		

** NGS 1, NGS 2, NGS 3 refer to non government programmes/ schemes effectively being implemented in the district by agency like Bank, SHG or any other agency.

A number of agricultural and allied developmental programmes / activities are carried out in the district by Central and State Government and Non Government

agencies. However, no reference to such programmes / activities has been made in the C-DAP.

(v) Were efforts made to address a) Emerging challenges from global trade and climate changes? b) Innovative approach which can improve the livelihood and economic condition of the people in the area c) Priority areas as per agro-ecological situation.

The total outlay for RKVY projects proposed for Junagadh district amounts to Rs. 123.86 crores covering both stream-I (98.04 crores) and stream-II (Rs. 25.82 crores). The district plan is quite comprehensive covering both traditional and innovative programmes. For example, it is proposed to increase productivity of major food crops (wheat, bajra, gram & black gram) and cash crops (groundnut, cotton, cumin) by bringing 20% of their cultivated area under improved HYV varieties. It is proposed to issue soil health cards (80,500 SF/MF) strengthen existing soil testing laboratory and establish a new mobile soil testing laboratory. It is proposed to have 10 Ha. seed farm in every taluka (Total 14). Breeder seeds (ICAR) will be multiplied in to foundation seeds in these taluka farms. Foundation seeds will be used by entrepreneur farmers to produce certified seeds. Micro nutrient training is to be provided in all the 1031 villages of the district. Separate training programmes for organic farming and integrated pest management (IPM) will be launched for 40,000 farmers selected from all talukas/ villages of the district. Out of 1,33,000 Ha. of wasteland available in the district, 24500 Ha. will be taken up for development. It is proposed to establish 14 Agri Clinics (1 per taluka) and 70 Agri Business Centres (5 per taluka) to provide multi purpose help to farmers. Another useful programme proposed, especially for small and marginal farmers, is to establish 6100 Self Help Groups (SHG) and Collection Centres (1 per 100 SHG) Training in micro irrigation (6100 SHG) will be provided and 1 Ha. nurseries will be established in 6 talukas to support horticulture. Similarly, useful programmes for animal husbandry, fisheries, afforestation and agro industries have also been proposed.

Thus, the RKVY programmes selected in the Junagadh district are quite comprehensive, relevant and useful for the development of agriculture and allied activities. The suggested basket of projects will focus on small/ marginal farmers

wherever necessary and possible. As such the RKVY development programmes proposed for the district are excellent. If they are properly implemented they should help a great deal in fulfilling the overall development objectives. However, when the plan document is judged in terms of the guidelines provided by the Planning Commission, there is scope for improvement in several respects as follows:

- i. It would be useful to provide information about the present status for each activity along with the targets fixed for five year plan. It will be difficult to measure future progress in the absence of benchmark data. More information about the modalities of implementation will be helpful.
- ii. The district plan refers only to activities to be supported by RKVY funds. Programme funded through other sources are not even mentioned. In that sense, the document can not be termed as Comprehensive District Agriculture Plan (C-DAP) as conceived by the Planning Commission.
- iii. Suggested projects have not been prioritized. This is a difficult exercise. However, priorities based on the felt needs of the people will facilitate decision making process.

2. Capacity building of Planning Committees (PCs) and APUs and others involved in planning.

i) Number of trainings/ workshops. Meetings conducted for capacity building of the planning units

- One meeting was held for capacity building of Planning Committees (PCs) and APU. No significance efforts were made for capacity building of the planning unit at district / block / village level.

ii) Material for No. (i) Prepared and distributed or not? If yes, enclose specimens

- A note explaining how to prepare C-DAP and objectives of C-DAP was prepared and distributed.

iii) Has *Plan Plus* or any other software been used to facilitate planning or not?

- District-wise/ state data not entered. Hence no scope of using plan plus software.

3. Data Collection and Analysis for Planning (Quantity and Quality of data)

i. Sources---

a. Name the sources:

Village / Taluka/ District Panchayat Offices, NABARD, Directorates of Agriculture, Horticulture, Fisheries and Animal Husbandary, DRDA Office, Soil Survey Department, Gujarat Land Development Corporation and other related departments.

b. Give suggestions for improving data sources:

- (i) Present the data as per table formats given in C-DAP manual.
- (ii) Mention the source and reference year of the data.
- (iii) Wherever possible, give data block-wise or agro-ecological zone-wise.
- (iv) Give data on area, production and yield with an average of last 3 years.

ii. Quantity and Quality of data satisfactory or not? If not, what more data was needed? How the quality of data can be improved?

There is scope to give more data and improve the quality of given data. Out of 78 tables suggested in C-DAP manual; only a few tables (8 tables) are given. From the given tables, some tables are incomplete and inadequate. The source of data and reference year of data are not always quoted in the given tables. The data in tables on area under crops, production and yields are given for latest single year instead of giving an average of preceding 3 years. Also, these tables are not given block-wise. Classification of district into High Growth, Medium Growth and Low Growth regions is not provided. Tables relating to credit institutions, credit disbursement, insurance status, land holding pattern, crop-wise yield-gap etc. are very important but not given in C-DAP. The data on contribution of agriculture sector in district domestic product, work force distribution in agriculture, per capita agriculture income etc. also not estimated/ given. In view of incomplete/ missing data, relevant data not analyzed.

4. Parameters of data analysis-

i. SWOT analysis of LB/ District done thoroughly or not? (It should be of the district and not the individual activities)

- Swot analysis is general and threat part is almost missing. There is scope to improve SWOT analysis. It can be attempted separately for agriculture and allied activities. It may be useful to work out possible responses to various parameters of SWOT analysis. Useful feedback for SWOT analysis can be obtained from experts in Junagadh Agriculture University, NABARD and local progressive farmer.

ii. Block data to explain spatial disparities/ variabilities of the district given or not?

- Only a few tables are given block-wise. Hence, they do not explain fully the spatial disparities/ variabilities of the district.

iii. Gaps for important variables worked out or not?

-Yield gap analysis has not been attempted for district/ block-wise. There are some important gaps (e.g. per hectare agriculture income, net sown area, gross cropped area etc.) not worked out.

iv. Trends from the data collected for important variables like land use parameters, agro-based industry, production, productivity, population, population growth and migration, employment opportunities etc. taken into account or not?

- The data on land use parameters, productivity etc. are given and trend has been taken into account. However, data for agro- based industry, land holding pattern, migration, employment, credit, input use pattern etc. not given and hence trends emerging from these data not analysed.

v. Summary tables prepared or not for discussions to synthesize needs/ problems/ potentials in a participatory mode?

-The executive summary with summary tables not prepared. Summary table is given for stream-I and II activities only.

vi. Base maps and district profile given or not? Are these adequate?

- None of the maps suggested in the Planning Commission Manual (annexure-V) have been given

5. Synthesis of needs, problems and potentials

This is reflected in the various development programmes suggested for agriculture and allied activities.

Parameters

Needs/ problems/ potentials were synthesized taking into account the following or not?

a) SWOT analysis of the district. Inputs from Gram Sabhas

- To a large extent SWOT analysis is based on inputs from Krishi Mahotsava / Focus Group Discussion/ Subject Experts from JAU, NABARD and Progressive Farmers.

b) Detailed analysis of the data.

- As stated earlier, many tables are not given. Hence, partial analysis of data attempted. By adding some more basic tables, if possible block wise, it is possible to attempt detail analysis.

c) There is scope to improve the analysis? : Yes. There is a ample scope to improve and sharpen it.

d) List of these needs/ problems/ potentials given or not?

- Most of the needs/ problems/ potentials spelt out in the report.

e) Has prioritization of needs been done or not? Give the list of prioritized needs.

- The number of useful project proposals have been made in C-DAP. But prioritization of needs has not been done. Give priorities to suggested projects keeping in mind the felt needs of the people.

6. Study of ongoing programmes in the area

Parameters-

i) Were on-going programmes and schemes been studied or not?

- The number of Central/State/LB sponsored programmes/schemes are under implementation in the district. However list of Central/ State/ LB sponsored

ongoing programmes/ schemes not given and hence not studied. Only mention has been made about a few on-going schemes (SGSY, Watershed etc.)

ii) How many needs, problems, potentials and solution interventions have been addressed through on-going programmes/ schemes?

- Information relating to on-going programmes of central, state and local body's not mentioned in the C-DAP. Therefore, no question of addressing needs problems and potentials through ongoing programme/schemes?

iii) How many funds were available from on-going programmes? Were these converged to formulate C-DAP or not?

- This is not very clear from the report. In the report only SGSY Programme fund is considered for convergence.

7. Formulation of projects in C-DAP

Parameters-

i) Were the projects and works identified on the bases of: a) Prioritized needs, b) benefits expected, c) expenditure involved and d) availability of needed material or infrastructure taken into account

- The projects and works suggested in the C-DAP are by and large on the basis of needs/ problems of the district. The expected outlay during XI plan is uniformly distributed over the five year period. In the absence of detailed project proposals, it is difficult to assess them in terms of their benefits or availability of needed material or infrastructure.

ii) Was the decision logistics in deciding projects and works improved by discussion with the planning committee or not? (This ensures participation at various levels of C-DAP preparation)

- The final version of C-DAP was prepared by technical support agency WAPCOS. WAPCOS held meetings at each block level with TDO (BDO), Taluka Panchayat President and Samiti, NGO members and officers of concerned government departments to sense the needs of the farming community of the district. However, village level participation is missing in C-DAP preparation.

8. In a number of district plans so far received, the procedure followed (in the plan preparation) is not clear. As a result some of the issues will become difficult to review. Therefore, the planning units may be advised to include one chapter/ section describing methodology of preparing C-DAPs with the following details.

i) Sources of data- official documents, sample surveys, Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA), case-study method or any other method followed

- Not explained clearly. Discussions with officials of WAPCOS and government indicate that official documents, Krishi Mahotsava data and focus group discussions were used.

ii) Technical methodology followed in arriving at the cost estimates of the proposed projects in the plan or at least a reference to the respective DPRs.

- Not explained and no reference to the respective DPRs.

iii) Description of the consultative processes followed. Details of the procedure followed in village level, block level and district level consultations may be provided. A copy of the village and block level schedules canvassed, if any, may also be included.

- The details of procedure followed at village/ block/ district level explained earlier. Village/ block level schedules were not canvassed.

iv) A scheme of convergence (functional and convergence) among the existing programmes/ schemes.

- Except SGSY scheme, no scheme of convergence among the existing programmes explained. The DDO, Junagadh was of the views that there is ample scope for convergence and it will be useful to take up this exercise.

v) Any other detail important to preparation of C-DAP

- Explained earlier.

(This will help the reader to know about the procedure followed and activities undertaken during preparation of C-DAP)

9. Programme delivery spelt out or not? A table showing Name of department, project/ works/ activities entrusted to each department and funds provided are shown in C-DAP or not?

- For XI five year plan physical and financial targets shown for some projects/activities. However, important tables not furnished for animal husbandry (Table 58, 59), fish production (Table 61, 62, 63, 65) agro-processing units (Table 66), action plan of DIC (Table 72) etc.

10. Monitoring and evaluation mechanism suggested or not?

- The C-DAP report does not contain any suggestions for monitoring mechanism. At present, a State Level Sanctioning Committee (SLSC) is constituted with chief secretary as chairman. The SLSC is monitoring the progress of sanctioned projects/ schemes. SLSC is sanctioning the projects and its meetings are held as required. The Director of Agriculture is the nodal officer for implementing, coordinating and monitoring this project work. Regular review meetings are held under the chairmanship of Additional Chief Secretary, Dept of Agriculture GoG.

11. Others

AERCs should also comment on awareness about this planning initiative of the Government among people, departments, administrators and politicians of the area.

- Awareness among village leaders/ farmers about RKVY was very limited. Most of the village leaders/ farmers were found unaware about the preparation of C-DAP. Awareness about this planning initiative was confined to concerned officials of agriculture and allied departments, some officials of State agriculture universities and a few personnel of related NGOs. Many farmers were found aware about the various on-going schemes such as Soil and Water Conservation, NREGA, Micro-Irrigation, minor irrigation, SGSY, farm pond, Awas Yojana, Farm Mechanisation etc. Awareness about RKVY was found limited among local village/ taluka level politicians.

General Observations:

1) The Junagadh district C-DAP has not strictly followed the bottom up approach as suggested by the Planning Commission. Village level plans were not prepared as required.

- 2) Data base needs to be properly established. The source of data and reference year are not quoted in many tables. From the suggested 78 table formats only a few tables are given and many basic tables are missing. The tables given are not as per format given in C-DAP manual. The tables also have several inadequacies and gaps. None of the graphs/ charts suggested in the Planning Commission manual have been given. Available graphs/ charts should be given. Reasons for yield gaps not mentioned. Processing / Storage/Marketing gaps not identified. Also details of Research / Extension /Adoption gaps not discussed. Income analysis of various categories of farmers not attempted. Issue of farmers margin for various crops in last 5 years is not addressed in C-DAP. Agriculture credit and usury related issues not discussed.
- 3) Swot analysis is general and can be sharpened. If possible, it may be prepared sector-wise.
- 4) A clear statement on vision and strategy is essential for any plan document. Such statement should be prepared in consultation with all stakeholders and it should reflect the aspirations and developmental needs of the district. Concerned Agriculture University experts of extension, soil science, agronomy, horticulture and animal husbandry can be involved in this exercise. The swot analysis may also be taken into account for preparing vision statement,
- 5) Classification of growth regions (vibrant, medium, low) not given. Information on the characteristics of each region and steps to promote growth in these regions will be helpful.
- 6) The yield gap analysis is very important for C-DAP. However, it is not attempted. It was reported by Junagadh Agriculture University experts that yield potential should be judged in relation to yield rate already achieved by progressive farmers of this district. Such yield rate achieved for Groundnut and Wheat are far ahead of the average yield rate for this district.
- 7) The achieved growth rate for X five year plan needs to be calculated and presented alongwith targeted growth rate of XI plan.

- 8) Capacity building of planning units at village/ block/ district level needs to be strengthened. It will be helpful in improving formulation and implementation of C-DAP.
- 9) It will be useful to compile data showing current status of the district in various spheres of development vis-à-vis the state.
- 10) Plan plus soft-ware prepared by NIC is not used at present in the state due to non-entry of related data. However, if arrangement is made to provide plan plus facility, the quality of C-DAP will undoubtedly improve. Since this is considered to be very versatile software, Gujarat should take the necessary initiative for its active use.
- 11) Block-wise/ crop wise SRR and popular varieties should be given.
- 12) Block-wise alkaline and saline area not shown and block-wise strategies to tackle this problem not shown.

Conclusion:

The growth record of Gujarat State in agriculture and allied sectors during past decades has been very impressive. The RKVY initiatives for preparing C-DAP provide an opportunity for sustaining this momentum of growth in the years to come. As such core development projects suggested in the C-DAP for Junagadh district are comprehensive, relevant and by and large reflecting the felt needs of people.

On the whole, a good beginning has been made for decentralized district planning. A bottom up participatory planning process requires establishment of Village Level Planning Unit (VAPU) and their effective functioning. This is an important gap in the current planning process and it needs to be bridged. Efforts need to be made to strengthen this process through several measures such as create and update necessary data base, make the process more participatory and transparent, have a proper vision and strategy of development and develop shelves of projects based on first, second, third priority needs of the people.

CHAPTER-4

EVALUATION REPORT OF C-DAP: BANASKANTHA DISTRICT

The Comprehensive District Agriculture Plan (C-DAP) of Banaskantha District in Gujarat was received by the Agro Economic Research Centre (AERC, VVN) from nodal agency “Gujarat Agro Industries Corporation Ltd Ahmedabad.” This C-DAP has been prepared by Technical Support Institute WAPCOS in consultation with District Agriculture Planning Unit (C-DAP).

Keeping in view the guidelines for preparation of C-DAP circulated by the Planning Commission, the project team constituted by AERC, VVN has carefully reviewed the C-DAP report of Banaskantha district. The project team also visited office of the District Development Officer (DDO) and had useful discussion on various aspects of C-DAP with his team. The project team also had very useful discussions with the Directors of Research and Extension and experts in Animal Husbandary, Agronomy and others of Sardar Krushinagar Dantiwada Agriculture University (SDAU). The project team also interacted with a few progressive farmers of the district.

The following observations are made on the basis of above review work:

1. Status of C-DAP preparation in the state.

i. Number of districts in the state? : 26

ii. Number of districts for which C- DAP prepared: 26

iii. If C-DAPs for all districts not prepared by what time rest of C-DAPs will be ready?

-Not Applicable

2. Constitutional aspects of planning

1. General

i. DPCs formed or not?

-Yes. The District Level Planning Committee (DLPC/ DPC) was constituted vide GR Dated 15-12-2007. There were 15 members in DPC with DDO as chairman and DAO as member secretary. Information of 15 members of DPC is given in 2 (a).

ii. C-DAP approved by the DPC or not? If not, what is the institutional mechanism at the district level through which it was passed?

- The first draft of C-DAP was prepared by District Level Team and WAPCOS. The first draft was based on secondary data, observations and discussions held with stake holders, PRI institutions and farmers etc. Feedback received from Krishi Mahotsava was also had used. Useful feedback was also received through Focused Group Discussions held in 5 to 6 typical villages selected on the basis of agro climatic conditions. The first draft was presented in August-2008 to DPC/ DLPC. After detailed discussion on various aspects included in the first draft, members of DPC had suggested several modifications. After effecting all modifications, a revised draft of DAP was prepared. The revised draft was again put up for discussion at each block level planning committee, block level PRI members and to DPC comprising of concerned line department officers, experts, representative of Dantiwada Agriculture University (DAU), KVK, NABARD, Lead Bank etc. In the meeting, members suggested to include three proposals, namely, financial assistance for wire fencing on fields and financial assistance for purchase of tarpaulin. They also proposed that "Seed Treatment Booths- STB" need to be established at village level and not at block level. After incorporating the suggested modifications, final version of C-DAP of Banaskantha district was prepared and sent for approval to State Level Sanctioning Committee (SLSC).

iii. Has C-DAP been integrated with DDP or not?

- It is integrated to a great extent with DDP. The plans of DDP which match the priorities outlined in the vision statement of C-DAP are included.

2. Has participatory bottom-up approach been followed or not?

Was information collected from 'Gram Sabhas'?

- The participatory bottom up approach as visualised in the Planning Commission Manual requires planning process to start at the village level. The Planning Commission Manual considers Panchayat level planning as "the most important exercise in the preparation of C-DAP" (p.19). The Technical Support Institution (TSI) was expected to provide Training of Trainers (TOT) for block level plan coordinators who in turn will provide training to village panchayat enumerators and planners. The

Village Agriculture Planning Unit (VAPU) has to ensure participation of all sections of the people, especially women and disadvantaged sections of the society. The Planning Commission Manual has suggested 10 steps to be carried out in a “campaign mode” to ensure effective participation at the village level (p.20) and preparation of village plan. The Gram Sabhas were not conveyed specially for preparing C-DAP. Thus, C-DAP prepared for the district has not strictly followed the bottom up approach as suggested by the Planning Commission. Some other consultative mechanism was followed for planning.

Furnish information in the given table if the information from ‘Gram Sabhas’ not collected:

a) What other consultative process (es) were followed in the plan preparation? What is the extent to which inputs from sub-district level have contributed to the planning exercise? Here the factual position may be described.

- The discussion with officials reveals that participatory bottom up approach as suggested in manual has not been followed, but other consultative process was followed for plan preparation. The Government of Gujarat has been organizing a month long Krishi Mahotsava during May-June every year since 2005. Personnel from Agriculture and other concerned departments as well as scientists from Agriculture University are visiting all the villages of the district under this massive extension effort. This has been an annual feature and it has provided valuable feedback to understand the needs and problems of farmers. Apart from the feedback received during Krishi Mahotsava, Focused Group Discussions (FGD) too were conducted in atleast 5 selected clusters of villages of the district keeping agro-climatic conditions in mind, to bring in qualitative information to substantiate the quantitative data collected from the various sources. The focus of the discussion was on problems faced by the farmers in agriculture and allied activities at the taluka/ district level and possible solutions of the problems. Regular feedback is also received through the network of Agriculture Technology Management Agency

(ATMA), Village Level Farmer Organizations (FO), Taluka Level Farm Information Advisory Centres (FIDC) and Farmers Advisory Committee (FAC).

For the preparation of C-DAP, the following officers were engaged:

Sr. No.	Designation	Dept./ Organization
1	DDO	Banaskantha district
2	Director of Research	Dantiwada Agri. University
3	Ex. Eng.	Irri. Dept., District Panchayat
4	Deputy Director	Agri. Dept., District Panchayat
5	District Registrar	District Registrar Office
6	Planning Officer	Planning Dept., District Panchayat
7	Research Officer (Planning)	Planning Dept., District Panchayat
8	Asst. Director (Soil- Conservation)	GSLDB, Palanpur
9	Programme Co-ordinator	KVK, Deesa
10	Director	DRDA, Palanpur
11	Asst. Director	Animal Husb. Dept., District Panchayat
12	DD (AH)	District Panchayat, Palanpur
13	Dept. Manager	Banas Dairy, Palanpur
14	Agriculture Officer	District Panchayat, Palanpur
15	Lead Bank Manager	Banaskantha District

The sub-district level inputs received from Krishi-Mahotsava and taluka level meetings of PRI members, concerned officials of various line departments and discussion with scientists of Agriculture University have contributed to in the planning exercise for preparing C-DAP.

b) Whether agriculture planning units (APUs) at village, block/ taluka and district level viz. VAPU, BAPU and DAPU actually exist. If not, what other mechanism was used for preparation of C-DAP

- Non-existence of village level agricultural planning units (VAPUS). Block-Level Agricultural Planning Units (BAPU) and District Level Agricultural Planning Units (DAPU) were constituted.

Name of District	No. of Blocks/ talukas	No. of Villages	No. of Gram Sabhas held @	No. of Block/ Taluka level meetings*	No. of District level meetings*
Banaskantha	12	1250	1244	Several informal meetings were held	Several informal meetings were held

*Schedule of these meetings circulated/ announced well in advance of not?

Yes, It was circulated in advance.

@ Indicate Gram Sabha called during Krishi Mahotsava. Not convened for C-DAP.

III. Technical aspect of planning

1. Is Plan Comprehensive?

i) Is C-DAP based on the felt-needs of the farmers or not?

- Yes, it is felt that to a large extent, C-DAP is based on the felt needs and priorities of the farmers.

ii) Was a separate vision document prepared or not? If yes, was this vision reflected in C-DAP preparation in the form of vision statement or not?

No separate vision document was prepared for the district. The C-DAP report contains a half page vision statement (P.8-9). There is scope for improvement in vision statement. The vision statement should foresee the future needs and provide an inspiring picture of desired and possible development. Interactions with various stakeholders such as progressive farmers, subject experts and agriculture administrators and policy makers can provide valuable feedback for preparation of vision statement. Keeping in view the objectives and scope suggested in C-DAP Manual (p.8-10) of Planning Commission, the vision statement can be improved.

iii) Were all departments (agriculture and allied activities) involved in planning?

- Yes. Agriculture and all allied departments of the district were involved in the planning process and preparing C-DAP.

iv) All agricultural and allied developmental activities being carried out in the district by governmental and non-governmental agencies, accommodated in the C-DAP or not? Provide following information:

Name of District	No. of Govt. Schemes / Programmes			Schemes/ Programmes Referred in C-DAP		
	Central	State	LB	Central	State	LB
Banaskantha	Not Indicated clearly			SGSY referred	Others Not Indicated clearly	
Banaskantha	No. of Non-Govt. Schemes / Programmes			Schemes/ Programmes Referred in C-DAP		
	NGS 1	NGS 2	NGS 3	NGS 1	NGS 2	NGS 3
	Not Indicated clearly			Not Indicated clearly		

** NGS 1, NGS 2, NGS 3 refer to non government programmes/ schemes effectively being implemented in the district by agency like Bank, SHG or any other agency.

A number of agricultural and allied developmental programmes/ activities are carried out in the district by Central and State Government and Non Government Agencies. However, no reference to such programmes/ activities has been made in the C-DAP.

(v) Were efforts made to address a) Emerging challenges from global trade and climate changes? b) Innovative approach which can improve the livelihood and economic condition of the people in the area c) Priority areas as per agro-ecological situation.

The total outlay proposed for the 11th plan is `147 crores. The C-DAP for Banaskantha district is quite comprehensive covering both traditional and innovative programmes. About 20% of the area under main food crops (Bajra, til, pulses) and main cash crops (cotton, castor, cumin) will be covered under improved HYV varieties. All the 12 talukas will have a seed farm of 10ha each. It is proposed to strengthen the existing soil testing laboratory and also establish a new mobile laboratory. Soil health cards will be issued (65643 SF/MF), training programmes will be organised for organic farming (33000 farmers), micro nutrient (all villages), integrated pest management (30,000 farmers) and micro irrigation (870 SHGs). Agri clinics (one per taluka) and 60 agri business centres (5 per taluka) are proposed. Marketing system will be improved for SF/MF by creating SHG (8700), collection centres (1 per 100 SHG) and enhancing storage facilities. Several useful programmes for horticulture, animal husbandry and agro forestry are also proposed. Innovative programmes such as "Seed Treatment Booth" for controlling seed borne diseases and pest, wire fencing to fields for protection etc. are proposed.

The programmes selected and suggested are quite useful to take care of the problems of agriculture and allied activities of the district. Thus, efforts were made in C-DAP to meet the emerging challenges through both innovative and traditional programmes. As such the basket for projects suggested in the C-DAP appears to be quite satisfactory. However, when the C-DAP is judged in terms of guidelines provided by the Planning Commission, there is scope for improving C-DAP in several respects as follows:

- 1) It would be useful to give information on current status for each activity alongwith quantified targets fixed for five year plan period. It is not possible to review the

progress of RKVY programmes in the absence of vital benchmark data. The project proposal/ action plan should be more detailed and self contained.

- 2) The programme proposals/ action plan suggested should invariably indicate the quantifiable outcomes that are expected through implementation.
- 3) Convergence of RKVY initiatives with other programmes like NREGA, BRGF, PMGSY, IWMP etc. should be made.
- 4) Cumin and Potato are two important crops of the district. Programmes for value addition in these crops can be covered in plan document.
- 5) The state government had directly entrusted some RKVY related programmes to State Agriculture Universities (SAUs) Programmes relevant for Banaskantha district should have been mentioned in the district plan.
- 6) The district plan refers only to activities to be supported by RKVY funds. Programmes funded through other sources are not even mentioned. In that sense, the document can not be termed as Comprehensive District Agriculture Plan (C DAP) as conceived by the Planning Commission.
- 7) Suggested projects have not been prioritized. Priorities based on the felt needs of the people will facilitate decision making process.
- 8) A monitoring mechanism for achieving intended growth every year needs to be evolved.

2. Capacity building of Planning Committees (PCs) and APUs and others involved in planning.

a. Number of trainings/ workshops. Meetings conducted for capacity building of the planning units

- Yes. Two meetings were conducted in June, 2008. No significant efforts were made for capacity building of the planning units at district, block and village level.

b. Material for No. (i) Prepared and distributed or not? If yes, enclose specimens

- A note on objectives and method of preparation of C-DAP was given.

c. Has Plan Plus or any other software been used to facilitate planning or not?

- Not used because of non-entry of related data for district/ state.

3. Data Collection and Analysis for Planning (Quantity and Quality of data)

i. Sources---

a. Name the sources:

Taluka/ District Panchayat Offices, NABARD, Banas dairy, Directorates of Agriculture, Horticulture and Animal Husbandary, DRDA Office, Soil Survey Department, ATMA, other related departments and NGOs.

b. Give suggestions for improving data sources:

Present data as per table formats given in C-DAP manual. Invariably mention the source of data and reference year of the data given. Wherever possible, present the data block-wise. Also classify district regions into agro-climatic zones and attempt analysis accordingly

ii. Quantity and Quality of data satisfactory or not? If not, what more data was needed? How the quality of data can be improved?

Neither the secondary data (in 78 tables) nor the village/ GP level data are given as suggested in C-DAP guidelines. The tables on area under crops, production and yield are given for one year instead of giving average of preceding 3 years. Moreover, these data are given for district as a whole and not block-wise. For many tables, block-wise data are available and they can be given. Table formats are given at the end of report, but most of the formats are blank. Tables relating to credit institutions, credit disbursement and insurance status (manual table. 37 to 40) are blank. Some tables given are incomplete and inadequate. On account of incomplete data, relevant data have not been analyzed properly. Sector-wise district domestic product and workforce distribution in agriculture and per capita agricultural income are not available but can be estimated. The sources of data and reference years of data are generally not quoted.

A systematic and comprehensive data base at the district level is essential for any planning exercise for the present and for future. Hence, the C-DAP document is incomplete without the suggested data base. The

Department of Agriculture, Gandhinagar has also drawn attention to this limitation. District level data base needs to be built-up for future planning.

4. Parameters of data analysis:

i. SWOT analysis of LB/ District done thoroughly or not? (It should be of the district and not the individual activities)

- For preparation of meaningful long term development plan for agriculture and allied sectors SWOT analysis is very important. SWOT analysis has been presented (pages 14 and 15) in general terms. This SWOT analysis needs to be sharpened and upgraded. Interactions with administrators, agriculture scientists, progressive farmers and NGOs may help in this work. It would be better, if SWOT analysis is prepared sector-wise.

ii. Block data to explain spatial disparities/ variabilities of the district given or not?

- In many cases, block-wise analysis not attempted. Many tables have not been presented block-wise and hence block-wise disparities/ variabilities not explained.

iii. Gaps for important variables worked out or not?

- Analysis of yield gap, crop-wise gap in area under HYV and input use level is very important for any planning document. However, it is not attempted at block level. It has been attempted for district by comparing crops yield with the yield of frontline demonstrations. The reasons for yield gaps not discussed. Processing/Storage/Marketing gaps not identified, Agricultural credit gaps not worked out.

iv. Trends from the data collected for important variables like land use parameters, agro-based industry, production, productivity, population, population growth and migration, employment opportunities etc. taken into account or not?

- The data on land use pattern, productivity and population are given for single year. The data on land holding pattern, agro industry, migration, employment opportunities etc. are not given and therefore trends emerging from the presented data in C-DAP have not been analysed.

v. Summary tables prepared or not for discussions to synthesize needs/ problems/ potentials in a participatory mode?

- As per manual out of 78 tables, only a few tables are given and other formats of the tables are kept blank. Even tables given have some gaps. Summary table for suggested programmes under stream I and II has been given. Executive summary is not prepared.

vi. Base maps and district profile given or not? Are these adequate?

- Not a single map is given. All the maps as suggested in Planning Commission Manual annexure-V are not given.

5. Synthesis of needs, problems and potentials

This is required to work out important interventions needed for planning in a participatory manner-

Parameters

Needs/ problems/ potentials were synthesized taking into account the following or not?

a) SWOT analysis of the district. Inputs from Gram Sabhas

- SWOT analysis is given but there is scope to improve and sharpen it. For SWOT analysis, inputs were received from Krishi Mahotsava/ Focused Group Discussions, subject experts from Sardar Krushinagar Dantiwada Agriculture University (SDAU), NABARD and progressive farmers.

b) Detailed analysis of the data.

- During Krishi Mahotsava, a month long mega extension effort, district/ block level officials and research scientists are visiting every village and organizing meetings with the villagers to discuss needs/ problems of the villagers. Hence, it is felt that major inputs from villages are obtained and included in analysis. However, data analysis does not show current status/ trend. Analysis attempted is also not explaining variability among blocks of the district.

c) There is scope to improve the analysis? :

- Yes. Attempt block wise analysis of current status and interblock disparities.

d) List of these needs/ problems/ potentials given or not?

- Most of the needs/ problems/ potentials of the district spelt out in the report. However, they are not given block-wise/region wise of the district.

e) Has prioritization of needs been done or not? Give the list of prioritized needs.

- A number of useful projects have been suggested. Prioritization has not been suggested. Priorities of the projects should be decided keeping in view the agro-climatic conditions as well as felt needs of the people.

6. Study of ongoing programmes in the area

Parameters-

i) Were on-going programmes and schemes been studied or not?

- The number of Central/ State/ LB sponsored programmes/ schemes for agricultural development are under implementation in the district. However, mention has been made about very few on-going schemes/ programmes.

ii) How many needs, problems, potentials and solution interventions have been addressed through on-going programmes/ schemes?

- It is not clear how many needs/ problems/ solution interventions have been addressed through on-going programmes/ schemes.

iii) How many funds were available from on-going programmes? Were these converged to formulate C-DAP or not?

- This is not very clear from the report. From the ongoing programmes only SGSY was considered for convergence. The other on-going programmes such as BRGF, PMGSY, IWMP, NREGA etc. were not considered for convergence.

7. Formulation of projects in C-DAP

Parameters-

i) Were the projects and works identified on the bases of: a) Prioritized needs, b) benefits expected, c) expenditure involved and d) availability of needed material or infrastructure taken into account

- The projects and works were identified on the basis of prioritized needs. Expected expenditure to be made during XI plan is shown year-wise from

2008-09 to 2011-12. Instead of taking into account the quantum of work to be done in each-year, the expenditure shown for each year is uniform. Hence, it seems that availability of material and infrastructure were not taken into account while suggesting year-wise break-up of expenditure.

ii) Was the decision logistics in deciding projects and works improved by discussion with the planning committee or not? (This ensures participation at various levels of C-DAP preparation)

- The technical support agency WAPCOS held meetings at each block of the district with Taluka Development Officer (TDO) and concerned departments, Taluka Panchayat Samiti, leading NGOs, Progressive farmers, agriculture experts etc. to sense the needs of the farmers and to find possible ways to meet needs of the farmers. However, village level participation is missing in C-DAP preparation.

8. In a number of district plans so far received, the procedure followed (in the plan preparation) is not clear. As a result some of the issues will become difficult to review. Therefore, the planning units may be advised to include one chapter/ section describing methodology of preparing C-DAPs with the following details.

i) Sources of data- official documents, sample surveys, Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA), case-study method or any other method followed

- Not explained clearly. The discussion reveals that official documents and Krishi Mahotsava data have been used. Further, methods of case study and PRA were also followed.

ii) Technical methodology followed in arriving at the cost estimates of the proposed projects in the plan or at least a reference to the respective DPRs.

- Methodology followed in arriving at the cost estimates of the proposed projects in the plan not explained.

iii) Description of the consultative processes followed. Details of the procedure followed in village level, block level and district level

consultations may be provided. A copy of the village and block level schedules canvassed, if any, may also be included.

- Description of the consultative processes followed is explained earlier in 2(a) Village schedules were not canvassed.

iv) A scheme of convergence (functional and convergence) among the existing programmes/ schemes.

- Except SGSY scheme, no scheme of convergence among the existing programmes explained. The district officials and university experts felt that there is ample scope for convergence from other on-going Central / State programmes / schemes.

v) Any other detail important to preparation of C-DAP

- Explained earlier in 2.

(This will help the reader to know about the procedure followed and activities undertaken during preparation of C-DAP)

9. Programme delivery spelt out or not? A table showing Name of department, project/ works/ activities entrusted to each department and funds provided are shown in C-DAP or not?

- Important tables not furnished for (a) animal husbandry (Table 58, 59), (b) fish production (Table 61 to 63, 65), (c) agro processing units (Table 66), (d) social forestry (Table 68), (e) K.V.I programme (Table 70), (f) action plan of DIC (Table 72) and (g) handloom industries (Table 74) etc.

10. Monitoring and evaluation mechanism suggested or not?

- The report is silent on monitoring and evaluation mechanism. At present, State Level Sanctioning Committee (SLSC) is constituted with Chief Secretary as Chairman. The SLSC is monitoring the progress of sanctioned projects/ schemes. SLSC is sanctioning the projects and its meetings are held as required. The Director of Agriculture is the nodal officer for implementing, coordinating and monitoring the project work.

11. Others

AERCs should also comment on awareness about this planning initiative of the Government among people, departments, administrators and politicians of the area.

- Awareness about this planning initiative was found among the concerned officials of agriculture and allied departments, a few experts of agriculture universities and some personnel of NGOs. Many farmers were aware about various on-going government schemes such as farm pond, micro-irrigation, NREGS, SGSY, Awas Yojana and farm mechanisation. Awareness about RKVY and C-DAP was very limited among farmers and village leaders.

General Observations:

1. Data base needs to be properly established. The graphs/ charts suggested in C-DAP manual should be given. The source of data and reference year of data should be given in all tables. From the suggested 78 table formats only a few tables are given and many basic tables are missing/ blank. The tables also have several inadequacies and gaps. The data on area under crops, crop-production and yields are given for 1 year only, which may not always be representative. It would be better to give such data with 3 years average. Wherever available the data may be given block-wise. Crop-wise area irrigated, crop-wise yield under irrigated and unirrigated conditions have not been given separately. Given yield gap analysis is incomplete. Reasons for yield gaps not mentioned. Processing / Storage / Marketing gaps not identified. Also details of Research / Extension /Adoption gaps not discussed. Income analysis of various categories of farmers not attempted. Issue of farmers margin for various crops in last 5 years is not addressed in C-DAP. Agricultural credit and usury related issues not discussed. Crop-wise area under HYV not given. Most of the maps required for presentation as per Planning Commission Manual could have been easily obtained from the Sardar Krushinagar Dantiwada Agriculture University (SDAU).
2. Presentation of district profile (Ch. 2) can be improved keeping in view the major aspects that need to be covered as per the manual of the Planning

- Commission. Description on many aspects/ parameters of the district not given.
3. SWOT analysis is given but it is general and needs to be sharpened. It may be given sector-wise. The Dantiwada Agriculture University (SDAU), located in Banaskantha district has a number of subject experts who can make a valuable contribution in this work. The KVKs falling in the region also can provide technical and ground level corrections in making C-DAP effective for addressing developmental issues of the region. The SDAU can also ensure useful feedback through network of institutions spread across six districts, including Banaskantha, under its jurisdiction.
 4. A clear statement on vision and strategy is essential for any plan document. Such statement should be prepared in consultation with all stakeholders and it should reflect the felt needs and aspirations of district people. The vision statement should provide a picture of desired and possible development in agriculture and allied sectors in the coming years. For vision statement, SWOT analysis may also be taken into account.
 5. Convergence of various development schemes which is mandatory is almost missing and hence some of the suggested programmes are of limited value. For instance, it was indicated that subsidy available for farm mechanisation was higher under Food Security Mission programme compared to programme suggested under RKVY. Similarly, amount of subsidy proposed for potato cold storage under RKVY is lower than the subsidy available under Horticulture Mission.
 6. Block-wise/ crop wise SRR and popular varieties not given. Steps to improve SRR for important crops may be given.
 7. It will be useful to compile data showing current status of the district in various spheres of development vis-à-vis the state.
 8. The classification of growth regions (vibrant, medium, low) not given. The characteristics of each region and steps to promote growth in these regions may be given.

9. District agricultural growth rate achieved in Xth five year plan not given. It needs to be calculated and presented alongwith targeted growth rate of XI plan.
10. Capacity building of planning units at village/ block/ district level needs to be strengthened. It will be helpful in improving the formulation of C-DAP. The participatory planning system can not be firmly established without capacity building of those involved in the planning process. It was reported during our visit that the SDAU is planning to introduce a short term course on District Agriculture Planning (DAP).
11. Plan plus soft-ware prepared by NIC is not used at present in the state due to non-entry of related data. However, if arrangement is made to provide Plan Plus facility, the quality of C-DAP will undoubtedly improve.

Conclusion:

For the last decade, the growth record of agriculture and allied sectors for Gujarat has been impressive. The RKVY initiative provides an excellent opportunity for sustaining and strengthening this growth momentum in the coming years. The core development projects suggested in the C-DAP for Banaskantha district are comprehensive relevant and capable to generate growth momentum.

On the whole, a good beginning has been made for decentralized district planning. A bottom up participatory planning process requires establishment of Village Level Planning Unit (VAPU) and their effective functioning. This is an important gap in the current planning process and it needs to be bridged. Efforts need to be made to strengthen this process by creating/ utilizing the available data base and preparing a comprehensive district agriculture plan (inclusive of RKVY). Shelf of projects in agriculture and allied activities may be suggested keeping in view the development priorities of the district.
