

**Evaluation of Agricultural Projects under
People's Plan Campaign in Malappuram District**

Project Report

Submitted to

Kerala Research Programme on Local Level Development

By

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ACKNOWLEDGEMENT

*This study was done with the financial assistance from Kerala Research Programme on Local level Development (KRPLLD). I express my deep sense of gratitude and sincere thanks to the Programme Coordinator **Dr. K. Narayanan Nair** and the Project Directorate for giving me this opportunity. I acknowledge with gratitude their valuable guidance and encouragement at all stages of the study.*

I am thankful to the Kerala Agricultural University for allowing me to take up this study. The timely help rendered from the office of the Director of Research, KAU in tackling the official procedure is duly acknowledged.

I acknowledge with gratitude the help rendered by my colleagues, Smt. S. Anitha and Smt. S. Helen in organizing and conducting the field level workshops and for their constant encouragement.

My sincere thanks are also due to the Associate Director and colleagues at RARS, Pattambi for their constant encouragement and help at various stages of the study.

I am deeply indebted to Sri. Janush , Mss. Ushus , Miss. Rajashree and Sri. Pradeesh , my project staff who carried out bulk of the field investigation.

The help and unstinted co-operation extended by the Presidents and members of the panchayat committee of Amarambalam, Kottakkal and Thiroorangadi panchayats is gratefully acknowledged. My thanks are also due to the officials in the krishibhavans and the Krishikarma samithi of the three panchayats.

Let me place on record my gratitude to M/s Web world, Pattambi for their service in word processing the report.

It will be unfair if I fail to record my gratitude to the farmers of the study area who patiently answered my questions and opened their minds. Thanks are due to all those good people and farmers who co –operated with us and spared their valuable time for participating in the workshops and sharing their views and experiences in People's plan programmes.

PREMA.A

Evaluation of Agricultural Projects under Peoples Plan Campaign in Malappuram District.

1. Introduction

Ever since the launching of the first Five year Plan in 1951, decentralization has remained a cherished goal of India's economic planning. The 73rd and 74th amendments of the constitution led to the setting up of a decentralized democratic local self government system in the country. Kerala has embarked on decentralization and restructuring of local self government on 17th August 1996, by launching the Ninth Plan as Peoples plan. Although states like Gujarat, Rajasthan, Karnataka, West Bengal and Maharastra have been experimenting with different models of decentralized planning; all those ventures have been more administrative than democratic. Numerous attempts by Kerala for setting up a decentralized planning structure made during the past four decades like District Development Council (DDC) in 1960's and later in 1990's along with Eighth Five Year Plan turned out to be just implementing schemes supplied by the concerned departments (Gopinath, 2000). It is against this back drop that the Kerala Government took a decision to launch the Ninth Five Year Plan of the state as a democratically decentralized Peoples plan by devolving 35-40 percent of the state's annual plan for 1997-98 to the three tier Panchayati Raj Institution (PRI).

The PRIs empowered under the Panchayath Raj Act, 1994, were allocated about Rs.750 crore out of the Plan Fund of the state and were given freedom to formulate and implement their own development programmes within the operational guidelines issued by the State Planning Board (SPB). While allocating the plan funds, the government had stipulated that at least 40 percent of the fund should be spent in the productive sector, namely, agriculture, minor irrigation, animal husbandry, fisheries, manufacturing etc. In the IX plan, an amount of Rs.2855 crores was set apart as annual plan fund during 1997-98 in the budget, out of which Rs. 1025.37 crore was earmarked for the local self governments. Apart from this fund, the panchayats also raised their own funds

and beneficiary contribution in the form of donations and services. The State Planning Board has given directions to grama panchayats to distribute funds in the ratio of 40:30:30 on its productive, service and infra structure projects respectively.

Productive sector projects

The productive sector comprises of agriculture, animal husbandry, dairy development, fisheries, soil conservation and small scale industries. Under the panchayat raj system, improving the production and productivity of agriculture in a locality, introduction of new crops, adoption of mechanized farming and expanding the area under crops are vested with the grama panchayats. The projects under agriculture were implemented through Krishibhavadans, the panchayat level units for agricultural development. The newly emerged organisation of “Task forces” prepared the projects following the guidelines issued by the State Planning Board. In the case of productive sector projects especially the agricultural projects, it is expected that they should generate income and be sustainable.

As per the Handout for Agriculture published by the People's Plan Programme of the SPB(1998), altogether there were 9346 projects in agriculture during the first year (1997-98), out of which 873 were in Malappuram district (excluding Animal husbandry and Fisheries). Hence a study was taken up in the Malappuram district, one of the backward districts of Kerala yet an active participant in the People's Plan Campaign Programme. Objectives of the study were the following:

- 1) To have an economic evaluation of the projects implemented under agriculture in terms of increase in production and productivity of crops.
- 2) To study whether the projects selected and implemented are in tune with the problems identified and prioritized in the '*Vikasana Rekha*' of the grama panchayat.
- 3) To analyse the pattern and extent of participation of '*Krishi karmasamathi*' (Task Force on Agriculture) members in various stages of project formulation and implementation.

4) To probe into the problems and constraints experienced at various stages of project formulation, implementation, monitoring and evaluation and practical suggestions for overcoming them.

Rationale

The Krishibhavans which were set up in each panchayat in 1996 under the department of Agriculture with one Agricultural officer and 2 or 3 Agricultural Assistants has been implementing the schemes developed by the state and central governments. The schemes and programmes designed at the government secretary levels suited to vast stretches of fields in the northern and western plains were thrust upon this narrow stretch of land with undulating terrain as centrally sponsored schemes. The regional and location specific problems and peculiarities were not taken into consideration while formulating the schemes and projects. The actual beneficiaries had no say in spelling out their needs, identifying problems and planning programmes and schemes suitable to their locality and resource. The Agricultural officers who had been just distributors of seeds and other inputs were to spearhead the whole process of conceiving and developing projects for the real benefit of the farmers in the decentralized planning. The Task Force members who prepared the projects were mostly non-technical and the trainings given by the State Planning Board were not sufficient in many instances. The new projects under agriculture, which were locally relevant, were taken up with the objective that it would improve the agricultural scenario of the region utilizing the locally available resources. Hence a study of this sort was taken up to analyse whether the said objectives of the agricultural development projects have been achieved.

2. Methodology of study

Selection of samples

Three grama panchayats – Amarambalam in Nilambur block, Thirurangadi in Thirurangadi block and Kottakkal in Malappuram block representing the high land, the low land and the mid land regions of Malappuram district were selected for the study. A multi stage purposive sampling method was used in making the selection.

The grama panchayats were selected based on the crop diversification and cropping intensity. From each of the selected panchayats, projects on crop husbandry were listed out and those projects pertaining to the year 1998-99 were selected for the study. One project each under individual beneficiary category and group beneficiary category was selected for detailed study. A sample of 30 beneficiary farmers of each project formed the farmer respondents. Well structured pre tested interview schedules were used for collecting the data from the respondent farmers. The information on the planning, formulation & implementation phases of the project were elicited from the grama panchayat presidents, Agricultural officers and Krishi karma samithi (Task Force on Agriculture) members through participatory group discussion.

A profile of the panchayaths selected for the study is given in table 2.1

Table 2.1 Profile of the selected panchayaths.

Sl no	Particulars	Amarambalam	Thiroomangadi	Kottakkal
1	Location(distance from district HQ)	58 km	48 km	20 km
2	Block panchayath	Nilambur	Thiroomangadi	Malappuram
3	Geographical Area (sq. km)	140.15	17.73	20.45
4	Population (No)	26804	43465	33909
5	Literacy rate (%)	86.84	88.25	89.66
5	Soil types	Laterite. Forest loam	Red loam, Sandy loam	Laterite
6	Cultivated Area (ha)	1742	1556	1740

7	Major crop grown	Rubber, Paddy Arecanut, cashew,coconut	Paddy, coconut, arecanut, banana, betelvine	Paddy, arecanut, coconut, cashew, vegetables
8	*Cropping intensity	112	126	124

- Cropping intensity (CI) = $\frac{\text{Gross cropped area} * 100}{\text{Net cropped area}}$

Description of study area

Mapalappuram district is situated 10° 40' – 11° 32' north of equator and 75° 48' – 76° 33' east of the Greenwich line. The district holds third place with respect to area accounting to 9.13% of the total geographical area of the state and first place with regard to population. (10.66% of the state population as per 1991 census). The district is clearly classified as high land (Malanadu), mid land (Edanadu) & plain (valley). The average annual rainfall is 2908mm. The district is richly endowed with water resources even though it is not utilized properly. The four main rivers flowing through the district are Bharathapuzha, Chaliyar, Kadalundipuzha and Tirurpuzha. The cropping pattern of the district shows drastic reduction in the area under paddy cultivation. (81388 ha in 1969 to 31098 ha in 1997). Other crops that are widely cultivated in the region are coconut, arecanut, rubber, cashew, pepper, betel vine etc.

As a district that had been experiencing backwardness and continued negligence with respect to development, Malappuram district had wholeheartedly welcomed decentralized planning. The planners in the district have viewed decentralized planning and Peoples plan as a solution for many of their long lasting unresolved local problems and to give due priority to local development plans / programmes.

Amarambalam

Amarambalam represents the highland region of Malappuram district. It comes in the Nilambur block and is situated about 48 km from the district head quarters. It has an area of 140.15 sq.km of which 84.09 sq.km is forest area. The land use pattern of the panchayat is given below in table 2.2

Table 2.2 Land use pattern - Amarambalam

Particular	Area (ha)
Total geographical area	14015
Forest	8409
Land put to cultivation	4355
Cultivable waste	568
Uncultivable waste	683

(Source: Basic Data Register, Amarambalam Krishi Bhavan & Viakasana Rekha, Amarambalam Grama Panchayat).

The ownership pattern of land holdings in the panchayat indicated that 70.34% of the people were having less than 50 cents of land, 15.31% had between 50 cents and 1acre and only 1.79% had more than 5 acres. The remaining 12.56% of the families have between 1and 5 acres of land.

The major crops cultivated in the panchayat are rubber, paddy, coconut, arecanut cashew and pepper. The cropping pattern of the panchayat is given in table 2.3.

Table 2.3 Cropping pattern - Amarambalam

Sl No.	Crop	Area (ha)
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1	Rubber	2614.8
2	Paddy	473.2
3	Coconut	672.0
4	Arecanut	101.2
5	Cashew	98.8
6	Pepper	51.2
7	Others	343.8

Source : Vikasana Rekha, Amarambalam

An overview of the agricultural situation in the panchayat indicated that paddy was the major crop in the earlier days. It was due to the settlement of marginal / small farmers from Travancore region in 1960s that this forest region has been largely converted to agricultural region.

Thiroomangadi

Thiroomangadi representing the low - land region is situated in the northwest of Malappuram district. It comes in the Thiroomangadi block and is situated about 28 kms from the district head quarters. It occupies an area of 17.73 sq. km. out of which 1769 ha is cropped area. The major crops in the panchayat are paddy, coconut, arecanut, banana, vegetables, ginger, pepper, Betel vine and tapioca. The cropping pattern of Thiroomangadi panchayat is given below in table 2.4.

Table 2.4 Cropping pattern - Thiroomangadi

Sl.No.	Crop	Area (ha)
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1	Paddy	1769
2	Coconut	1025
3	Banana	100
4	Vegetables	10
5	Tapioca	120
6	Pulses	50

Source: Vikasana Rekha, Thiroorangadi

Although there are 4 major lift/minor irrigation schemes operating in the panchayat, most of them are under utilised. The potential area for irrigation is 2149 acres, but the actual area irrigated is only 971 acres. There are six 'padasekhara samithis' and one 'kera vikasana samithi' in the panchayat.

An overview of the agriculture situation in the panchayat depicted that paddy had been cultivated extensively in all the season, virippu, mundakan and puncha. Traditional varieties were used which showed resistance to pests and diseases. The shift to HYV demanded increased use of fertilizers and pesticides, which in turn increased the cost of cultivation. The low price for paddy and the hike in cost of cultivation has resulted in farmers shifting to other remunerative crops or fallowing of lands or conversion to construct houses.

Kottakkal

Kottakkal represents the midland region of Malappuram district. It is in the Malappuram block and has an area of 20.47 sq.km. The panchayat is designated as special grade panchayat and comprises of 17 wards. The literacy rate is 92%. The land holding pattern of the panchayat shows that majority of the farmers are having cultivable area less than one hectare.

The land use pattern of the panchayat is given in table 2.5

Table 2.5 Land use pattern – Kottakkal

Particular	Area (ha)
Total geographical area	2045
Forest	-
Land put to cultivation	1910
Cultivable waste	80
Uncultivable waste	55

Source: Vikasana rekha, Kottakkal

Coconut, paddy, arecanut, betel vine and pepper are the major crops grown. Crops are mainly rainfed. Modan cultivation and black gram can be seen in the garden lands. The cropping pattern of the panchayat is presented in table 2.6. The area under paddy cultivation has diminished and paved way to perennial crops and buildings. The present prosperity of the panchayat is attributable to the influence income from Gulf countries.

Table 2.5 Cropping pattern - Kottakkal

Sl.No.	Crop	Area (ha)
1	Coconut	634
2	Paddy	296
3	Arecanut	391
4	Banana	61
5	Vegetables	17
6	Tapioca	13
7	Pulses	51
8	Betel vine	29
9	Medicinal plants	22

Data Collection

Personal and focused group discussions and questionnaire based field surveys were conducted to evaluate the performance of the agricultural projects from the view point of the stakeholders. The post evaluation survey was conducted in the year 2001-2002.

Although a pre-tested interview schedule (Annexure-1) was used for collecting the data; most of the farmer respondents were not able to quantify their benefits. Nevertheless, the interview schedule was useful in assessing the general perception of the farmer respondents about peoples planning, their participation in Gramasabhas and Krishibhavan meetings, participation in the different phases of the people`s plan programme, assessing individual constraints/problems experienced in peoples` plan and the extent of technology adoption. The socio-economic profile of the respondent farmers also had been collected, which would definitely influence their social behaviour.

Utmost care was taken to ensure the veracity of the information furnished by the respondents, particularly the beneficiaries, by cross checking with neighbours, and knowledgeable persons in the locality.

3. REVIEW OF LITERATURE

In pursuance of the 73rd and 74th amendment of the Constitution, power and resources were transferred to the Panchayati Raj institutions in Kerala on 17th August (first day of Malayalam year) and the decentralization process was supported by launching the People's Planning Campaign for the Ninth plan period. The political system and the local governance turned out to be conducive for experimenting with the idea of knowledge generation using participatory methods to empower the rural poor. People could be active in the democratic decentralization process only when they are critically conscious of themselves and the environment in which they live.

When the rural administrative institutions such as village panchayats were changed under the democratic decentralisation policy and process, it brought about many kinds of problems such as in rural leadership as the new political positions were monopolized by the traditional leaders. However, one cannot deny the fact that because of these new programmes of government, the Indian rural societies have gained a lot of momentum towards modernity (Jahangirdas, 1992).

According to Misra (1997), decentralization of functions at village level has improved response time of governments at higher levels to problems and suggestions. By decentralization there would be greater transparency and accountability in rural affairs. It would reduce corruption by breaking existing patronage networks. He is of the opinion that decentralization would be cost effective to get tasks done faster, to improve response time of administrators and to devise projects that cover a large number of beneficiaries. It can also mobilize more resources and persuade to supply free labour and materials.

Jain (1997) reported that in the ninth five-year plan, it was recognized that rural development should include in its widest sense besides crop production, all its allied activities. Such integrated type of development would be possible only through cooperation and participation of the people, which could be secured by strengthening the Panchayati Raj institutions at various levels, and when people are entrusted with the implementation of specific programmes following norms and criteria.

Issac and Harilal (1997) after assessing the ongoing people's campaign programme had stated some observations regarding its far reaching implications. As per their observations, there has to be a change in the attitude of the officials, experts, elected representatives and the people at large. This is what is sought to be achieved through the people's plan campaign for ninth plan. The campaign assumes importance also from the point of view of the contemporary crisis of Kerala's widely acclaimed development model. The crisis in productive sectors is manifested in the virtual stagnation of the agricultural sector, deplorably lower levels of productivity of important crops, growing apathy among cultivators, over burdening of the fragile eco-system etc. The discussions at gramasabhas in panchayats and ward committees in municipalities as the first stage in the planning process would identify the needs of the people and the gaps in local development.

Bandyopadhyay (1997) observing about people's participation in planning in Kerala experiment expressed that the core of people's campaign was to make use of the legacy of collective social intervention and the strength of mass movements to meet the contemporary crisis in development. The campaign was not merely to get some suggestions regarding some projects from the masses directly. The real agenda was to make the planning process an instrument of mass conscientisation in regard to the issues in development.

Palanithurai (1999) in his evaluation about new Panchayati Raj system at work observed that people's participation was the basis for development and is realized through the creation of a body at grass root level called "Gramasabha". Gramasabha enabled the people to share their knowledge with others. It enabled the village to have a concrete database for planning and also provided opportunity to the people to express their grievances and demands. The Gramasabha developed a new democratic culture through its meetings where everybody gets a chance to speak and listen to others. The unutilized resources of the panchayat can be put to use for the well being of the society if the Gramasabhas are conducted in the right spirit.

Santhosh (1999) conducted a multi dimensional analysis of agricultural development programmes implemented through people's plan. The findings were that more than 60 per cent of the farmers had the perception that agricultural projects implemented through people's plan were highly useful to them. Nearly 45 per cent of the farmers always participated in the planning process of agricultural projects implemented through the people's plan, but as far as the extent of participation of the farmers in the implementation process is considered it is very low (32%). The major constraints identified by the farmers in the implementation of the agricultural projects through people's plan were the lack of financial assistance and the lack of energy resources required for farming.

Parvati (2000) studied the participation of women in agricultural development programmes under people's plan and found that in the planning process the percentage of participation of the rural women were 60 per cent, it was only to a medium extent. Comparatively women office bearers had a high extent of participation (67%). Economic motivation, achievement motivation, training, leadership propensity and self confidence are the factors that contributed to 25 per cent variation in the extent of participation of rural women under people's plan. The important constraints perceived by the rural women under people's plan were political interference in the selection of beneficiaries, misutilization of incentives, lack of technical advices and meetings convened in inconvenient place and time. The constraints perceived by women office bearers were non-involvement of all the members in implementing the programme, misutilization of the incentives, inadequate training and delay in implementing the programmes.

Chopra (2001) observed that the present arrangements in panchayat raj institutions are not very conducive to coordinate the development initiatives. As agriculture moves from being a livelihood system to a market operation, revenue machinery should play a pivotal role in raising resources so that at least the establishment expenditure incurred under the non-plan head in a district could be raised locally. It is important that the plan funds are earmarked for the creation of infrastructure at the district and sub district levels to facilitate the integration of

agriculture and rural industries with the larger markets. As the infrastructure upgradation improves productivity of land profitability on farmers, revenue realization must improve to strengthen the financial position of the state.

Mohanakumaran (2002) in his article 'From people's plan to plan sans people' had stated that the people's planning programme heralded a new approach towards decentralised planning and the participation of people in development programmes, especially by women and backward classes. Reversal of the trend in area under cultivation, production and productivity of crops especially rice was accorded the highest priority under people's planning. The agriculture sector registered a rate of growth of 3.82 per cent in 1998-99 against 1.3 per cent in earlier years. About 3.16 lakh acres of land was brought under intensive cultivation and 6 lakh farmers benefited under various schemes.

Labour bank models were evolved with people's planning in various grama panchayats, making use of the plan funds to encourage farmers to invest in agriculture and to attract labourers to the farm sector by ensuring around 20 days of employment a month with other pecuniary benefits like insurance and bonus during festival seasons. The activities of Labour banks included supervision, arranging labour for the farmers, leasing in of cultivable land from the part time farmers or those who did not want to cultivate and providing loans to farmers in terms of labour power to be repaid after harvesting. The production incentives and input subsidies as well as the interventions in marketing gave a fresh lease of life to Kerala's primary commodity production sector.

Vyasulu (2002) in his article 'Development and participation: What is missing' observed that panchayats were seen as only one and not necessarily most important instrument in the process of enabling people's participation. The author further postulated that there was truth in the statement. Many panchayat today were corrupt that they were often manipulated by local vested interests and behaved like contractors.

Srivastava (2002) stated that a panchayat at the lowest level of democratic administration should be financially viable and should have the requisite competence for the discharge of entrusted functional responsibilities. The concept of a village community should give way to a viable unit of administration at the lowest level in rural

areas. The peoples planning programme had helped in drafting out projects that were suited to the local requirements.

Nair (2000) studied the peoples' plan implementation in Kerala with respect to Nanniyode and Vithura panchayats in Thiruvananthapuram district found that in overall, the implementation in both the panchayats was satisfactory. The people of the panchayats were not, in general, aware of the exact nature and content of People's planning, and that the annual plans of the two panchayats were not distinctly different from earlier plans and programmes. There was often encroachment by the three tiers of Panchayat raj Institutions on other's territory and observed about 20-25 per cent misuse of funds by the beneficiaries. Majority of the sample beneficiaries viewed that Peoples ' planning is a better system than the earlier one and opined that the delivery system of benefits was more efficient. The declining attendance of people in the grama sabha and low level of voluntary services were the weakest links in the implementation of the Peoples plan programme.

A bird's eye view of the literature indicated that most of them were on the concept and philosophy of Peoples' planning. Very few studies were available on the actual implementation and assessment of the productive sector projects.

4. Results & Discussion

Preparation of agricultural projects

For the smooth conduct of the peoples plan, the State Planning Board and the department of local self-government issued elaborate guidelines for the formulation and implementation of local level plans by the three-tier Panchayath Raj Institution (PRI) set up under the Kerala Panchayath Raj Act, 1994. Each and every panchayat has to prepare the '*Vikasana rekha*' which ought to be the base line data book depicting the socio- cultural history and resource status of the panchayat.

Vikasana rekha

Following the directions issued and the uniform agenda for action prescribed by the State Planning Board, the panchayaths convened special meetings of the gramasabhas (during September-October, 1996) and constituted Taskforces for the preparation of Resource maps and Development Reports (*Vikasana Rekha*) of the panchayats. The '*Vikasana Rekhas*' apart from describing the socio-political and cultural history, the resource availability, development needs, problems and constraints in the development of the panchayat, also gave an outline of an appropriate development strategy. Similar procedure had been adopted by all the panchayats for the preparation of the '*Vikasana Rekha*', which turned to be the basic material for the formulation of peoples plan projects implemented during the next five years. Depending upon the interest and resourcefulness of the task forces in preparing the *Vikasana rekha*, the degree of involvement and the political motivation of the panchayat committee, the quality of the documents varied across the panchayats. While some of the panchayats just listed down the major problems faced in the agricultural sector, some others had gone to the extent of suggesting possible solutions.

The major problems identified in the agricultural sector (specifically crop husbandry) as per the *Viskasana Rekha* of the selected panchayaths are given below.

Amarambalam

1. Low price of paddy
2. Hike in cost of cultivation
3. Insufficient irrigation facilities
4. Attack of pests and diseases
5. Lack of credit facilities
6. Attack of wild animals on cultivated crops
7. Migration of agricultural labourers to other sectors
8. Lack of processing facilities
9. Lack of marketing networks / facilities
10. Lack of knowledge about scientific and modern crop production technologies.

Kottakkal

1. Lack of sufficient data (information) about the available resources such as soil, water, plant, animals etc.
2. Lack of proper irrigation facility and various draw backs in the existing irrigation system.
3. Conversion and idling of paddy fields
4. Unavailability of sufficient labourers and lack of skilled workers.
5. Input supply and mechanization is very difficult due to lack of adequate transportation facilities.
6. Lack of sufficient number of tractors and other machineries
7. High cost of cultivation and decreasing prices of agriculture products.
8. High prices of machineries, fertilizers and pesticides, unavailability of seeds and planting materials on time.

9. Indiscriminate and unscientific use of chemical fertilizers and highly poisonous pesticides.
10. Destruction of soil properties due to the increased use of chemical fertilizers and decreased use of organic manures.
11. Lack of marketing facilities and exploitation by middlemen.
12. Non-availability of credit on time from the financial institutions.
13. Improper functioning of krishibhavan. The Agricultural officers being overburdened with clerical and accounting works seldom get time for extension activities. Due to lack of extension services, new technologies are not reaching the farmers.

Thiroorangadi

1. Soil erosion in sloppy lands which leads to loss of soil fertility.
2. Lack of irrigation facilities/drainage facilities
3. Conversion of paddy fields for non agricultural purposes
4. Non availability of quality planting materials.
5. Shortage of agricultural labourers
6. High wage rate and low price for produce
7. Lack of infrastructure facilities like farm road, marketing and processing facilities, electricity etc.

Apart from listing out the problems, the solutions for overcoming the constraints had also been outlined in the 'Vikasana Rekha' of Thiroorangadi. The solutions proposed are the following:

1. Create awareness among the people against conversion of paddy fields.
2. Distribution of plant protection equipments free of cost through Krishibhavans
3. Soil test data based manuring to be adopted.
4. In order to minimize the agricultural labour problem mechanization may be resorted to and the machines may be made available through the Krishi Bhavan.

5. Necessary arrangements for getting the seeds and planting materials on time may be done by the Krishi bhavan.
6. Organise marketing co-operatives of farmers.
7. Establish agri- business ventures for youth.
8. Good farmers may be recognized at the panchayat level by giving awards etc.
9. Agro-clinics and farmers training centres may be established.
10. First and foremost priority to be given for improving and reviving the irrigation and drainage facilities.

On scanning through the ‘Vikasana rekha’ of the panchayats, it was evident that the problems elicited were almost similar. ‘Increased cost of cultivation for paddy’ due to high wage rate and non-availability of labour were the major problems listed in all the three panchayats. Lack of sufficient marketing infrastructure and input delivery mechanism and low price of the agricultural produce were the other common problems. Wild animal attack on the crops grown was a problem specific to Amarambalam. They also had pointed out the lack of knowledge about scientific crop production technologies as another constraint. Problems of soil erosion and soil degradation are specific to Thiroorangadi. Lack of reliable data base and improper functioning of krishibhavans were the problems specific to Kottakkal panchayat apart from the other common problems.

In order to examine whether the agricultural projects prepared and implemented by the panchayats helped in solving the problems enlisted in the respective ‘Vikasana rekha’, the stock taking of the projects for the year 1998-99 and a detailed study of some projects were done.

Agricultural projects

The most serious and urgent problems facing the agricultural development of the panchayat concerned were outlined in the Vikasana rekha of the respective panchayat. The Development report also contained practical suggestions to solve the problems. The

taskforce identified for agriculture and allied sectors was entrusted with the responsibility of preparing projects based on the available data and to ascertain whether they are feasible. As a prelude to this, the selected task force members including the convenor (Agricultural officer) were given training on problem identification, prioritization and project preparation. All the three panchayats, systematically prepared the projects and submitted them for the approval of the Gramasabha. As per the general guidelines issued by the State Planning Board, each and every project had the following components; introduction, objectives, beneficiaries, activities, organization, financial analysis, benefits and monitoring. The SPB guidelines also stipulated that if possible, the cost and benefit of the projects also might be assessed in monetary terms.

The plan funds were allocated to the panchayats by the Government every year and once the amount available became known, the panchayat started formulating their annual plan programmes with the active participation of the resource persons and members of the Task Forces. The annual plan programmes for the grama panchayat for the year 1998-99 for the agricultural sector was prepared by the active involvement of the resource persons and the 'Krishi Karma Samithi' (Agricultural Task Force). While allocating the plan funds, the government had stipulated that at least 40 percent of the fund should be spent in the productive sector, namely agriculture, minor irrigation, animal husbandry, fisheries, small scale manufacture etc.

The plan fund allocation (1998-99) of Amarambalam grama panchayat for the year 1998-99 is presented in the table 4.1 given below.

Table 4.1 Plan fund allocation (1998-99) - Amarambalam

Source of fund	1997-98 (Spill over) (Rs)	1998-99 (Rs)	Total (Rs)
General	1,833	50,46,000	50,47,833
Special component plan (SCP)	14,602	14,04,000	14,18,602
Tribal sub plan (TSP)	4,865	3,04,000	3,08,865
Total	21,300	67,54,000	67,75,300

In this context, it would be worthwhile to review the 1997-98 implementation details presented in the Comprehensive Plan Document -1998-99 of Amarambalam GP.

The document highlighted that it was paddy cultivation, which accounted for 10.86% of total cultivated area that was facing serious problem. The mismatch between costs and returns, lack of sufficient irrigation facilities, lack of interest on the part of farmers, and limited knowledge on scientific and modern agricultural technologies had all led to the decline in area under paddy in the panchayat. Similar were the conditions with regard to other major crops. Financial and technical constraints, unscientific management, non-availability of raw materials and infrastructure facilities as well as marketing problems were the other constraints experienced in the agricultural sector. The document upholds that the above-mentioned problems and constraints remain as obstacles for the overall development of the panchayat. The 'White collar job syndrome' and the non-acceptability of agriculture and allied activities as respected vocation have added to the problems. Hence the panchayat has stressed upon the need for comprehensive approach with a long-term perspective for the ensuing years. They had also pointed out that many of the targets mentioned in the 1997-98 projects could not be achieved due to a host of problems like lack of experience, lack of time, low participation of people in monitoring of project etc. So, many of the projects proposed in the agriculture sector for the year 1998-99 were continuation of 1997-98 project and were proposed for a period of 3 years to have a sustained impact on the agricultural scenario of the panchayat.

Agricultural projects in Amarambalam

The projects in agriculture implemented during the year 1998-99 were in paddy, coconut and vegetables, being the three major crops which could create employment opportunities and improve the income status of the people.

In Amarambalam GP, also 40% of the plan funds had been earmarked for the productive sector. The total outlay of funds for the crop sector during the reference year 1998-99 is given in table 4.2. Total outlay is the total fund available for the sector by way of contribution from plan fund, own fund of the panchayat, allocation for centrally sponsored schemes, beneficiary contribution and loan from financial institutions.

Table 4.2 Fund allocation for crop sector during the year 1998-99 - Amarambalam

Crop	General (Rs)	SCP (Rs)	Total (Rs)
Paddy	958524	-	958524
Coconut	172450	10500	182950
Vegetables	200000	85000	285000
Other crops	79250	33000	112250
Agro- service center	109500	-	109500
Soil& water conservation	127000	-	127000
Total	1646724	128500	1775224

About 54 per cent of the total outlay had been allocated for paddy and 16 per cent for vegetables. Since paddy is the lively hood crop in the panchayat and there were so many problems related to its cultivation, allocation of more than 50 per cent was justifiable.

The projects on agriculture formulated and implemented by the panchayat during the reference year of study (1998-1999) pertaining to crop husbandry are listed below in table 4.3.

A perusal of the projects implemented for the three years, 1997-98, 1998-99 and 1999-2000 in Amarambalam panchayat indicated that during 1997-98, majority of the projects were individual beneficiary projects except for the project on Agro service center. The experiences and feed back gained from the first year (1997-98) of implementation of peoples plan projects necessitated the need for formulating comprehensive projects with longer perspective rather than individual crop based ones.

Hence most of the projects formulated in 1998-99 were for a period of 3 years. In the year 1997-98, all the 19 projects sanctioned in the productive sector had been completely implemented. (Source: Comprehensive plan document (1998-99), Amarambalam)

Table 4.3 Agricultural projects in Amarambalam (1998 – 99) (Rs.)

Sl No.	Name of Project	Plan fund	Own fund	CSS	Beneficiary contribution	Loan	Total
1	Comprehensive Paddy development	722857			235667		958524.00
2	Save coconut						
	(a) Irrigation & pumpset	100000			150000		250000.00
	(b) Lime	23333			46667		70000.00
	(c) Biofertilizer	36983			73967		110950.00
	(d) Daincha seeds	4000			8000		12000.00
4	Tissue culture banana (General)	22500			22500		45000.00
5	TC Banana (SC/ST)	24750			82500		33000.00
6	Agriculture seminar	2000					2000.00
7	Honouring farmers	2250					2250.00
8	Betel vine cultivation	10000			20000		30000.00
9	Coconut seedlings distribution						
10	Coconut seedling – SC			8750	8750		17500.00
11	Comprehensive vegetable promotion			7875	2625		10500.00
	(a) Women Self help group	30000				60000	90000.00
	(b)Vegetable cultivation	25000				85000	110000.00
	house wives	25000				60000	85000.00
	(b) Vegetable cultivation	750					750.00
	SC Women						
	(c) Vegetable cultivation- award	109500					109500.00
12		70000				57000	127000.00
13	Agro service center						
	Soil & water conservation						

Description of the projects selected for detailed study in Amarambalam

1. Project for Increased Rice Production

This project was under taken with the prime objective to increase the production of paddy in 180 hectares of land spread over 10 padasekharams. The project also intended to motivate farmers to continue rice cultivation rather than switching over to other crops, to decrease the cost of cultivation through group farming and to improve the organic carbon content in the soil. It is also expected to increase the employment opportunities and improve co-operation among farmers. The total project outlay was 10,12,000 rupees. In order to achieve the objectives, the following inputs were distributed to the 220 beneficiaries of 10 padasekharams; through the padasekharasamithi, at a subsidized rate.

1. 20 t Lime
2. 1 t Daincha seeds
3. 500 kg Pulse seeds

All the farmers coming under the padasekharasamithi were its beneficiaries.

2. Self sufficiency in vegetables

This was a group beneficiary project and in the beneficiary selection, priority was given to widows, divorced women, unmarried ladies and small scale women farmers. The project aimed at the upliftment of occupationally, socially and economically backward sections of the society. This project was intended to make Amarambalam panchayat self sufficient with respect to vegetables. The main aim of the project was to produce good quality chemical free vegetables and to stabilize the price of vegetables. The women cultivators would make financial gains through the cultivation of vegetables. It was planned to make 20 units comprising of 10 women each in a unit. The target was to

cultivate vegetables in 10 acres of land by the 20 units, to produce 100 tonnes of good quality vegetables through effective utilization of the leisure time of women.

The minimum area cultivated by each group was 50 cents. The groups cultivating in leased-in land obtained a written consent from the owner of the land. All the preparatory operations, provision of stakes & supports, application of fertilizer etc. were done by the beneficiaries. Fifty per cent of the amount of expenditure on account of the cultural practices was given to the beneficiaries as subsidy by the panchayat. The seed kit worth Rs. 350/- was supplied to each unit by the Krishibhavan. The total financial outlay was Rs.1,63,000/-

Evaluation of the projects

The sample beneficiaries of the project selected were interviewed personally using a pre tested schedule. The socio-economic profile, the extent of participation, the benefits from the projects and practical constraints in implementation experienced by the farmers were recorded. The socio-economic profile of the respondent farmers in Amarambalam is given below in table 4.4

Table 4.4 Socio-economic profile of respondents in Amarambalam n = 74

Percentage of respondents							
Education		Occupation		Farming Experience		Operational area	
Illiterate	19	Farming	72	>15years	46	<25 cents	16
Primary	41	Ag.Labour	7	10-15years	40	26-50 cents	18
Secondary	19	Others	21	<10 years	14	51-100 cents	9
SSLC	18					1-2.5 acre	34
>SSLC	3					>2.5 acres	23

The major observations regarding the socio- economical characters of the respondents and the general profile of the peoples plan project are as follows.

- Majority of the farmers were old aged ie., > 55 years of age
- The number of illiterates were high (19 %)
- Farming was the major occupation for about 72% of the respondents.
- Average income of the farmers were high and about a half of the population had an income more than 10,000 rupees per year.
- Nearly 60 % of the respondents owned cultivated area of more than one acre.
- About one fourth had cultivated area of more than one hectare of land.
- Medium to good participation was observed in Gramasabhas and Krishibhavan meetings
- The respondents were not participating actively in the planning, implementation and evaluation phases of the peoples plan programme
- The respondents had very poor information about new technologies.

A regression analysis was done to study the influence of the socio- personal factors like age, education, occupation, farm size, farming experience and income on the perception of the respondents about peoples plan campaign. The analysis showed no relation of the perception index with the variables selected.

A **stake holder workshop** was conducted to get a vivid picture of the impact of the project, as the individual beneficiary farmer respondents were not able to comprehend the outcome.

In the case of the paddy development project, 60% of the respondents were aware of the stated objectives of the project. The inputs had been distributed to all the beneficiaries but they were not given at the appropriate time. Not even a single farmer opined that the project helped in bringing more area under paddy cultivation. Nevertheless all the farmers unanimously agreed that the productivity of the crop had increased. But they were unable to quantify the increased production. The farmers also

responded that the implementation of the project did not help them in learning any new technology. All the farmers responded that untimely distribution of inputs and benefits from the krishi bhavan were the major problem faced by them. About 90% of the farmers had rated the organization and execution of the above projects as moderately good, as the subsidies and benefits could be shared by a larger mass when compared to the earlier years when these were enjoyed by only 'a few' farmers.

In the case of the group beneficiary project on vegetables, the women group was aware of the objective of the project as the production of chemical free vegetables. But they were not aware of the total outlay of the project. In the year 1998-99, the seeds were purchased from Kerala Agricultural University and 90% of the seeds germinated. But the seeds were not available on time. Hence the cultivation could not be taken up on time which in turn resulted in low yield and the targeted production of 100 tonnes could not be realized. The project also did not help to increase the income of the rural women substantially. However, the women were of the opinion that they could reduce the house-hold expenditure on vegetables and could consume fresh chemical free vegetables. The beneficiaries also reported that the productivity of the vegetables was high for those who practiced improved cultivation practices.

Agricultural projects in Kottakkal

The plan fund allocation for the Kottakkal panchayat in the study period (1998-99) is given below in table 4.5.

Table 4.5 Plan fund allocation (1998-99) - Kottakkal

Source of fund	1997-98 (Spill over) (Rs)	1998-99 (Rs)	Total (Rs)
General	-	5036000	5036000
Special component plan (SCP)	-	398000	398000

Tribal sub plan (TSP)	-	--	--
Total	-	5434000	5434000

As per the SPB guide lines 40 % of the total fund was to be earmarked for agriculture comprising of crop, live stock and fisheries. The total out lay for the crop sector in the reference year is given in table 4.6

Table 4.6 Total out lay for crop sector during the year 1998-99 - Kottakkal

Crop	General	SCP	Total
Paddy	1025770	70092	1095862
Coconut	78000	-	78000
Banana	225500	-	225500
Pepper	83965	-	83965
Arecanut	224425	-	224425
Other crops	107000	-	107000
Women projects	169000	-	169000
Total	1913660	70092	1983752

The projects on agricultural development formulated and implemented by Kottakkal panchayat during the reference year of study (1998-1999) pertaining to crop husbandry are listed below.

Table. 4.7 Agricultural projects in Kottakkal (1998 – 99)

Sl No.	Name of Project	Plan fund	Own fund	CSS/SSS	Beneficiary contribution	Loan	Total
1	Comprehensive Paddy development	211930		70092	70020	428320	780362
2	Integrated paddy field development	46000	16500	-	253000 150000	-	315500
3	Banana cultivation	47500	15500		152500		215500
4	Banana cultivation (contd.)	-	10000	-	-	-	10000
5	Coconut cultivation	32000	16000	-	30000		78000
6	Pepper cultivation	38945	-	-	45020		83965
7	Arecanut cultivation	81425	28100	-	114900		224425
8	Betel vine cultivation	25000	25000	-	25000		75000
9	Cashew cultivation	16000	-	-	16000		32000
10	Mushroom cultivation (W)	25000	-	-	5000		30000
11	Bush jasmine (W)	50000	19000	-	5000		74000
12	Cultivation of medicinal plants (W)	50000	10000	-	5000		65000

Out of the total plan outlay for the crop sector, it could be seen that about 37% was by way of beneficiary contribution, 31% was plan fund and 22% was from loans.

A scanning of the projects in crop sector proposed during the years 1997-2000, showed that most of the projects were individual beneficiary projects. In the year 1998-99, there were 12 projects in all in the crop sector, out of which three were women beneficiary projects. Excepting the project on Mushroom cultivation, all others had been implemented in the reference year. Non-availability of the mushroom spawn was the reason behind the non-implementation of the project on Mushroom cultivation. Out of the 11 projects implemented, the following projects had been selected for the detailed study.

Description of the projects selected for detailed study in Kottakkal

1. Banana cultivation

This project was implemented to increase the area under banana cultivation in the panchayat and also to improve the production by following scientific management. As part of the project, banana suckers, organic manure and fertilizers were supplied at 50 % cost to the farmers. There were 63 beneficiaries of this project and the total outlay of the project was Rs. 215500/-.

2. Integrated paddy field cultivation

About 160 hectare of paddy fields in the panchayat was being left fallow after the 2nd crop. This project envisaged to cultivate vegetables, pulses, sesamum as 3rd crop in the fallow paddy fields thereby increasing the productivity of the land and the income of the farmers. It was decided to extent the cultivation of cowpea, sesamum and black gram in 10 hectares and to cultivate vegetable in 2 ha. The total outlay was Rs. 315500 and the number of beneficiaries was 12 .

3. Bush Jasmine cultivation

The jasmine requirement in Kottakkal town is met by the flower coming from Tamil Nadu. Hence the said project was proposed as an income earning activity for unemployed housewives. This also aimed at improving the economic and social status of women. There were 50 women beneficiaries in this project .The total outlay was Rs. 74000/- out of which Rs. 50000/- was the plan fund.

4. Medicinal plant cultivation

Kottakkal is famous for Ayurvedic treatment and the Kottakkal Arya Vaidya Sala is a potential buyer of medicinal plants. The objectives of the project were to extend the cultivation of plants and confirm the availability of quality herbs and to ensure the availability of quality planting materials of medicinal plants. This also was an individual woman beneficiary project and there were only four participants. Each beneficiary cultivated selected species which were facing extinction in 10 cents of land, either as mono crop or as inter crop in coconut garden. Good quality planting materials were purchased from the Kottakkal Aryavidyasala nursery and supplied at 50% subsidy by the panchayat. 50% subsidy was also given for purchasing organic manure. Training on cultural practices, harvesting and processing were imparted to the beneficiaries utilizing the expertise at Kottakkal Aryavaidyasala. The plan outlay was Rs. 65000/-.

Evaluation of the projects

The socio-economic profile, the extent of participation, the benefits from the projects and practical constraints in implementation experienced by the farmers were recorded. The socio-economic profile of the respondents is given in table 4.8

Table 4.8 Socio-economic profile of respondents in Kottakkal n = 72

Percentage of respondents			
Education	Occupation	Farming Experience	Operational area
Illiterate 33	Farming 64	>15years 70	<25 cents 14
Primary 31	Ag.Labour 7	10-15years 21	26-50 cents 20
Secondary 4	Others 29	<10 years 9	51-100 cents 29
SSLC 26			1-2.5 acre 17
>SSLC 6			>2.5 acres 20

The major observations regarding the socio- economical characters of the respondents and the general profile of the peoples plan project are as follows.

- Majority of the respondent farmers were old aged (>45 years)
- The percentage of illiterates was very high (32.86%)
- Farming was considered as the major primary occupation (64%)
- Majority of the farmers had an area of only less than one acre (63%)
- The respondent farmers were having a long farming experience – 70 % had more than 15 years of experience.
- Coconut was the major crop grown followed by banana, areca nut and paddy.
- Respondents had a very good participation in Gramasabhas while poor participation in Krishibhavan meetings.
- Respondents opined that the peoples plan programme was useful for them; still they were not participating actively in the planning, implementation and evaluation phases.
- The information about new technologies was very low for the respondents. This may be due to the low level of education.
- Regression analysis showed a positive correlation with participation index and farm size while education and farming experience were negatively correlated with the perception of the respondents about peoples plan.

The **stake holder workshop** conducted in Kottakkal came out with the following observations.

- The beneficiary farmers of the banana cultivation project said that they were very much benefited by the project. The farmers were able to practice scientific management of banana which helped them to get more bunch weight. Since the inputs were supplied at subsidized prices, the cost of production had been reduced and this had a significant impact on their net income.
- The pump sets and wells supplied as part of the integrated paddy field development project had improved the irrigation facilities which in turn

increased the production and productivity of the crops. Raising pulses in the summer fallows of paddy fields improved the fertility of the soil and provided an additional income to the farmer.

- The women beneficiaries of the bush jasmine project opined that although it was a good project, it failed to achieve the objective of off-time income to house wives. The crop demanded extra care, easily susceptible to pests and failed to get a market. Marketing was the major problem as the regular supply of flowers to the market could not be ensured. More over the yield was also low.
- The project on medicinal plants was a success due to the tie-up arrangements with the Kottakkal Aryavaidyasala for purchase of the herbal products. But the cultivation adhering to the specifications of the ayurveda is a little difficult task and hence the number of beneficiaries was only four. But they were able to get assured income from the sale of herbal parts. The beneficiaries also said that trainings imparted to them were very useful and practical.

Agricultural projects in Thiroorangadi

The plan fund allocation for the Thiroorangadi panchayat during the study period (1998-99) was Rs. 7082838, out of which Rs. 1285776 (18 %) was in the productive sector. As per the SPB guide lines 40 % of the total fund allocation was earmarked for agriculture comprising of crop, livestock and fisheries. The total outlay for the crop sector in the reference year is given in table 4. 9

Table 4.9 Total outlay for crop sector in the year 1998-99 – Thiroorangadi

Crop	Plan (Rs)	Beneficiary contribution (Rs)	Total(Rs)
Paddy	131000	2631250	2762250
Coconut	182000	-	519500
Banana	9500	7000	165000
Vegetables	210000	132000	232000

The projects on agricultural development formulated and implemented in Thiroorangadi panchayat during the reference year of study (1998-1999) pertaining to crop husbandry are listed below. (Table 4.10)

Table. 4.10 Agricultural projects in Thiroorangadi (1998 – 99)

Sl No.	Name of Project	Plan fund	Own fund	CSS/ SSS	Beneficiary contribution	Loan	Total (Rs)
1	Comprehensive Paddy development	131000			2631250	-	2762250
2	Comprehensive coconut development	182000		-			519500
3	Banana cultivation	50000	-		384000	-	434000
4	Model kitchen garden(women)	100000	-		132000		232000

There were only four projects in the crop sector; other projects were for developing irrigation and drainage facilities. The projects selected for the detailed study were projects on paddy development, banana cultivation and model kitchen garden. The projects in crop sector proposed over the years 1997 to 2000 were mostly individual beneficiary projects.

Description of the projects selected for detailed study in Thiroorangadi

1) Comprehensive paddy development

This project was launched with the objective of increasing the productivity of puncha crop in the region. The specific objectives were to increase the yield of puncha from 3800 kg/ ha to 4500 kg/ha adopting scientific crop management. All padasekarams and farmers taking up puncha cultivation in the panchayat constituted

the beneficiaries. The inputs were distributed at 50% subsidy to the participating farmers. The maximum ceiling of subsidy to farmer was Rs. 1000 per hectare.

2) Banana cultivation

Banana was cultivated in about 100 ha in the panchayat without adopting the scientific management techniques. The project aimed at cultivating banana scientifically in 5 ha in the panchayat. Another objective was to increase the number of work days and thereby increase the income of the farmers. Small and marginal farmers cultivating banana either in own land or in leased land are the beneficiaries. 50 % of the expenditure on account of fertilizers and plant protection was given to the farmer so that he got a subsidy of Rs. 4/- per plant. The total outlay for the project was Rs. 434000/-

3) Model kitchen garden

This was a women beneficiary project intended to improve their job opportunities, increase their income and make available quality vegetables. The project was implemented adopting a group approach, through the women Neighbourhood Groups. Each group consisting of 4 women were entrusted with 20 cents of land to cultivate vegetables. In the beneficiary selection priority was given to women agricultural labourers below poverty line (BPL), women head of a family and families having more number of women members. Quality seeds were procured from the KAU/ State seed farms and distributed free of cost. All the cultural operations were done collectively by the beneficiary groups. The total outlay of the project was Rs. 232000/- of which Rs. 132000/- was beneficiary contribution.

The socio-economic profile, the extent of participation, the benefits from the projects and practical constraints in implementation experienced by the farmers were recorded. In table 3.10 the socioeconomic profile of the farmers are given.

Table 4.11 Socio-economic profile of respondents in Thiroorangadi n = 70

Percentage of respondents							
Education		Occupation		Farming Experience		Operational area	
Illiterate	22	Farming	79	>15years	58	<25 cents	43
Primary	25	Ag.Labour	13	10-15years	31	26-50 cents	10
Secondary		Others	8	<10 years	11	51-100 cents	4
34						1-2.5 acre	17
SSLC						>2.5 acres	20
19							
>SSLC	0						

Major results obtained from the data collection were as follows:

- Majority of the farmers were aged more than 45
- Percentage of illiterates was relatively high
- Highly backward in education which was clearly indicated by the fact that no one among respondents had college education
- Major primary occupation was farming
- Half of the population was having an income of less than Rs. 5000, while one fourth had an income over Rs.10000 per month.
- Over 50 per cent of the respondents were having an area of less than 25 cents and so leasing was popular in this area.
- Farmers were well experienced
- Coconut and rice were the most important crops grown

- The extent of social participation was very poor from the part of the respondents, majority not at all participating in the Krishibhavan or Gramasabha meetings
- The social participation of the farmers in Thiroorangadi was not satisfactory
- The perception index calculated showed a negative correlation with income, age and education of the respondents.
- The income was significantly inversely related with leasing of the land for cultivation.

The **stake holder workshop** conducted in Thiroorangadi came out with the following observations.

- Only 53 % of the respondent farmers were familiar with the objectives of the agricultural projects implemented by them. About 93 % of the farmers agreed that they got all the inputs being a beneficiary of the projects and 7% reported that they did not get any input. More than 80% of the farmers responded that implementation of Peoples' plan projects brought more area under cultivation and also increased the cropping intensity. In the opinion of nearly 80% of the farmers, the production of rice could be increased due to the implementation of the projects. At the same time 53% of the farmers opined that the implementation of the projects did not result in any new technology adoption. They had just followed the earlier practices that had hitherto been adopted. About 50 % of the farmers said that they had to encounter many constraints in implementing the peoples plan projects , the most serious one being the non availability of inputs and funds at the right time. The farmers also expressed some reservation regarding the ' politicization of the beneficiary selection' to some extent. The lack of marketing and market infrastructure facilities for inputs and produces were the other bottlenecks, and the increased production could not be efficiently marketed. Even though there were so many draw backs in the implementation of the Peoples plan projects, nearly 75 % of the farmers had rated it as 'good' and 17% as very good. The farmers opined that by implementing the IX th plan as peoples plan the then Government had actually helped in distributing the benefits of the development projects to the actual poor farmers. The

criteria setting and transparency in beneficiary selection for each and every project was considered as a bold initiative on the part of the Government to eliminate corruption.

General suggestions for the successful implementation of agricultural projects

The stake holder workshops organized in all the three panchayats came out with concrete suggestions for making people participatory development more effective and meaningful.

- Encourage group farming in cultivation especially for field crops.
- Cultivable fallow lands in each panchayat may be given to cooperatives of farmers/ Youth/women groups for cultivation. Necessary rules and regulations may be framed by the authorities in this regard.
- Timely supply of agricultural inputs may be ensured through Co-operative societies in the region at affordable prices.
- The procurement, processing and marketing of agricultural products to be ensured through the cooperatives or at the Government initiatives.
- Farmers' co operatives may be strengthened to take up these issues.
- The farmers may be provided with sufficient financial help in the form of easy and low interest loans through financial institutions.
- The dues like electricity bills payable by the minor irrigation department must be cleared in time so as to avoid the embarrassing situations of disconnection of electricity by KSEB which would affect the small/marginal farmers depended on the lift irrigation schemes.
- Irrigation and drainage are very much essential for successful crop production. Hence the irrigation/minor irrigation departments should work complementing the activities of the Agriculture department.
- Above all, fair and stable price for the produce should be ensured.

Perception of women about Peoples' Plan Campaign

The perception of women about the Peoples plan campaign was assessed through eight statements. An index was worked out (Ilindala Ravi, 1996) to compare the women perception about Peoples Plan in the three panchayats and are presented in the table 4.12.

Table. 4.12 Perception indices of women about Peoples plan

Sl.No	Panchayat	Perception index
1	Amarambalam	0.62
2	Kottakkal	0.61
3	Thiroomangadi	0.63

The results showed that in all the three panchayats, the women had moderately high perception about the Peoples plan activities. They believed that peoples plan had helped in empowering them to above moderate level.

Peoples' participation in agriculture development

The social participation of farmers was studied in terms of their participation in the gramasabha meetings during the study period. The respondents were asked to indicate whether they had attended all the Gramasabha meetings or only those meetings convened for beneficiary selection alone. The results are presented in the table 4.13 below.

Table 4.13 Social participation of respondents (%)

Sl No.	Description	Amarambalam	Thiroomangadi	Kottakkal
1	Attended all the Gramasabha meetings	45.94	58.33	67.7
2	Only beneficiary selection	35.14	20.85	20

	meetings			
3	Never attended any meeting	18.92	20.83	12.86

The percentage of the respondent farmers who had attended all the meetings of the gramasabha was highest in Kottakkal, followed by Thiroorangadi. The attendance was highest in the beneficiary selection gramasabhas in Amarambalam during the year 1998-99.

A social participation index was worked out for the panchayat based on the attendance of the individual respondents in gramasabha and krishi bhavan meetings.

$$\text{Social participation index} = \frac{\text{Ó (Attendance in Gramasabha + Krishi bhavan)}}{\text{Maximum participation score}}$$

The indices thus worked out were 0.48 for Amarambalam, 0.57 for Thiroorangadi and 0.59 for Kottakkal. The indices were almost alike for the three panchayats, which suggest that the average level of participation in the gramasabha meetings were more or less the same in the three panchayats. Gopinath (2000) has also made similar observations in his study.

Only if the farmers actively participated in the ward wise gramasabha / Ayalkkoottam meetings, the real motto of the decentralised planning could be achieved. The gramasabhas are the actual play grounds where the beneficiaries of each individual beneficiary scheme from each ward of the panchayat are to be decided and prioritized in accordance with the criteria adopted by the Panchayat Committee. In Amarambalam panchayt, the Krishi Karma Samithi played a very decisive role in project preparation as well as beneficiary selection. The upper hand of the 'Krishi Karma Samithi' was attributed to the competence and capability of the Chairman, who was a dynamic, progressive farmer to the core. But such strong intervention were not observed in the other two panchayats

Peoples' participation in Plan campaign

The buzz word of People's planning is participatory formulation , development and implementation of developmental activities of the local bodies. The real participation of the people is envisaged in various stages , right from the decision making till the evaluation . The participation in decision making is ensured through the gramasabha meetings. The plan activities have been clearly distinguished into four stages viz., planning, implementation, monitoring and evaluation. An assessment of the level of public participation in the plan activities of the three panchayats was studied in terms of the average number of persons who attended the periodic meetings of the gramasabhas convened for the specific stages. The results are presented below in table 4.14

Table 4.14 Peoples' participation in plan activities (%)

Sl No.	Stages	Amarambalam	Thiroomangadi	Kottakkal
1	Planning	45.94	58.33	67.73
2	Implementation	35.14	20.85	20
3	Monitoring & evaluation	18.92	20.83	12.86

It could be readily understood that in the initial planning phase the participation of the people was more in all the panchayats. It came down in the implementation stage and was lowest in the monitoring & evaluation stage. A panchayat wise analysis showed that the participation of the people in the planning was more in Kottakkal panchayat whereas in the other two stages the participation was lowest. This may be due to the initial enthusiasm in knowing what is going on? Though in Amarambalam participation was low in planning phase, the implementation was carried out with the active participation of the people.

Pattern and extent of participation of Krishi karma samithi

The agricultural projects under peoples plan were implemented through the Krishi bhavans. The State Planning Board had directed to form Task Forces (Agriculture) with 10 to 12 members comprising of farmers, elected representatives and local experts with the Agricultural officer as its convener. The projects were prepared by these task forces, after assessing the problems and prioritizing them. The task forces were expected to play a key role in the formulation, implementation, monitoring and evaluation phases. But the actual experience was that even though the task forces were active in the first two phases, they were totally inactive in the monitoring and evaluation phase.

In order to elucidate the pattern and extent of participation of 'Krishi Karma Samities' in various stages of project formulation and implementation, group meetings were convened in all the three panchayats. The beneficiaries and non-beneficiaries of the projects, the task force (Karmasamithi) members, the elected representatives of the panchayat, and the officials the Krishibhavan participated in the discussions.

The reactions of the task force members on the peoples plan activities related to agriculture in the study area were recorded. A gist of the same is given below:

Huge amounts had been spent through the three-tier system of panchayats for agriculture during the IX plan period. But the expected outcome could not be achieved.

During the first two years of IX plan only, i.e., 1997-98 & 1998-99, the plan fund could be obtained on time. Hence the inputs and subsidies could be distributed in time, which induced enthusiasm in the farmers and brought about some developments in the agricultural sector.

Since 1999-2000, delay was there in plan fund allocation by the state Government to the local bodies which created problems to the farmers. The inputs could be procured and distributed only after the crop season. This resulted in mis-utilization and diversion of funds to other activities. Hence in the projects after 1998-99, the objectives envisaged could not be achieved.

75% of the Task Force members fully co-operated in project formulation & implementation stages. But the monitoring of the projects could not be conducted satisfactorily. The agricultural projects were prepared after thorough discussion in the

task force meetings and considering the problems high lighted in the 'Vikasana Rekha'. The 'Task Force' could ensure good co-operation of the farmers at all stages..

A strong criticism raised by the 'Task Force' was against the pattern of funding by the Government, releasing the installment at the fag end of the year (January – March) will not be feasible for agriculture. Cropping being seasonal, the funds allocation should be phased out commencing with the cropping seasons. Otherwise the expected output would not occur in agriculture.

Timely changes and modifications in crop cultivation techniques developed should be disseminated to the field level. Instead of traditional crops and cultivation, farmers should be sensitized about unconventional crops and their cultivation.

In order to attract the younger generation to agriculture, modernization and mechanization options in crop cultivation may be resorted to. However, the Task Forces in all the three panchayats had strongly affirmed that they were able to assess the problems and production constraints related to agriculture in their area and give suggestions and formulate and implement projects to enhance the production of crops. The samithis with representatives of the farmers, elected representatives and officials worked in collaboration with each other so as to find out the actual beneficiary to each project with out prejudices to a great extent. The members who co operated with our study responded that they had done justice to their role as Agriculture Task Force members.

Perception of implementing officers about peoples plan.

Since the launching of the Peoples' campaign, the agriculture development programmes and schemes of the Government were implemented by the department of Agriculture through the *krishi bhavans* (Agriculture Office) at the panchayat level. Under the Peoples' plan, the *krishi bhavans* were brought under the Grama panchayat and the Agricultural officer became the convener of the Task Force and the implementing officer of the agricultural projects. Deviated from the routine schedule of implementing the tailor made programme of the higher authorities in the department,

the agricultural officers were to spearhead an altogether novel experience, in which many excelled and some staggered.

The reactions of the implementing officers of the panchayats were sought and are given below:-

1. As the projects were prepared locally in People`s plan, they were more acceptable to the farmers.
2. The beneficiaries could be selected based on some criteria rather than just giving away to any one.
3. The implementing officers got more power and recognition
4. Locally relevant projects utilizing the resources in the locality could be prepared in many cases.

The major defects pointed out by the implementing officers were,

1. Most of the projects were neither comprehensive nor based on watershed approach.
2. Most of the projects were prepared according to financial year and not agricultural calendar. Hence the funding and field operations never coincided with each other.
3. Majority of the projects were production oriented with little forward and backward linkages. Insufficient marketing facilities were a drawback.
4. The implementing officers were of the opinion that the higher officials in the Agricultural department failed in co-coordinating the field officers and in guiding them properly in the conduct of peoples plan.
5. The lack of proper office procedure training and book keeping caused problems and later audit objections.

In general, the implementing officers recorded that they had good time working with the people. The people`s representatives in panchayats, except in few cases were

co-operative and understanding. Many agricultural officers were overwhelmed with their powers and capacity to do some things worthy for the farmers.

Constraints faced by farmers in implementing People's plan

Farmers are the beneficiaries of agricultural development projects. In contrast to projects in other sectors, the agricultural projects need to be timely and seasonal. Only if the inputs are obtained in the right season, the proposed objectives could be achieved. Otherwise, the farmers who are the actual implementers of the agricultural projects have to encounter some constraints and difficulties in the field. The problems and constraints experienced by the farmer - respondents in the various stages of implementation of agricultural projects were assessed. About 12 items identified in the pre- test survey had been administered to the respondent farmers for expressing their views in a five-point continuum. An index was worked out using the formula

$$CI = \frac{\sum_{i=1}^n x_i}{\sum_{i=1}^n \max x_i}$$

to express the constraints faced by the farmers in the peoples' plan campaign.

Table.4.15 Constraints faced by farmers in implementing Peoples' plan projects

Sl No	Constraints	Index values		
		Amaramb alam	Kottakkal	Thiroomangadi

1	Lack of sufficient technical support	0.55	0.58	0.60
2	Ag.projects implemented were not need based	0.20	0.16	0.42
3	Lack of representation of all farmers in project implementation	0.02	0.43	0.12
4	Meetings have been conducted at inconvenient places & time	0.31	0.23	0.52
5	Political interference in beneficiary selection	0.13	0.36	0.25
6	Delay in implementation due to administrative reasons	0.40	0.16	0.36
7	Non co-operation among the members of various committees	0.12	0.30	0.22
8	No opportunity for ordinary farmers to express their views.	0.03	0.38	0.33
9	Corruption / inefficiency at the implementing officer level	0.03	0.22	0.12
10	Non-availability of benefits	0.42	0.31	0.43
11	Low subsidy for inputs/ Low incentive rates	0.38	0.31	0.44
12	Lack of forward and backward linkages	0.28	0.19	0.36

A perusal of the table showed that 'lack of sufficient technical support' was the major constraint experienced by the farmers in all the three panchayats as evidenced by the high value of index. Non- availability of the project benefits at the most appropriate time for cultivation operations was another most important obstacle for effective implementation of agricultural projects. Even though decentralized planning was

launched with the objective for local level planning and resource pooling; these remained unachieved to a large extent. The local bodies were forced to spend the plan fund allocated to them during Dec-January every year within 3-4 months. This type of plan fund allocations may be sufficient for other development projects like public works & housing, but not for agriculture which is season bound. Eventually this has led to misutilisation and diversion of the money allotted for agricultural projects to other activities or crops by the farmers.

Forward linkages like provision of inputs in adequate quantity at appropriate time and backward linkages like marketing were lacking in many of the projects. The projects on agriculture resulted in increased production, but there was no the marketing facilities for providing attractive price to the farmers for their produce.

The corruption at the implementing officer level registered mixed response in the three selected panchayats and in one of the panchayats, more than 50% of the respondents pointed out corruption against the implementing officer.

All the respondent farmers in the selected panchayats expressed high level of co-operation among various committee members.

5. Summary and Conclusion

In the preceding sections, several specific issues in the planning, organization and implementation of agricultural projects in the Peoples' Planning Programmes of the panchayats under study were discussed. The summary of the findings is furnished below:

- (i) The campaign of Peoples' Planning and the procedures laid out for project formulation and implementation has created awareness among the people. The 'Vikasana Rekhas' prepared as part of the campaign really helped the local people to understand their own strengths and weaknesses.
- (ii) The major problems identified in the agricultural sector in the three panchayats under study were similar, even though they belonged to three distinct regions. In Amarambalam, 'low price of paddy' and 'high cost of cultivation' ranked high, in Kottakkal 'lack of proper irrigation facility' and 'lack of data on available natural resources' were the major problems. 'Soil erosion leading to loss of soil fertility' and 'lack of irrigation/drainage facilities' were the major problems in Thiroorangadi. 'Insufficient and inefficient input and output delivery system including low price of agricultural produce' was the main reason for the loss of interest in farming among people.
- (iii) In all the three panchayats, major portion of the allocation in crop sector has been given to paddy development. In Amarambalam during 1998-99, 54% of the allotment for agriculture has been spent for paddy. In Kottakkal 37% and in Thiroorangadi nearly 70% of the total amount spent in crop sector was for paddy development.
- (iv) During the years 1997-98 and 1998-99, annual projects with individual beneficiaries had been proposed and implemented by all the panchayats. But Amarambalam realised the impracticality of one year projects in agriculture and hence made long term (3 year) projects for the major crops since 1998-99. The beneficiary selection procedures followed by the panchayats based on criteria were not always false proof. About 90% of the respondents said that they received the benefits of the projects as per the criteria set in each project.

But the beneficiaries (50%) had pointed out that they had to face constraints in one form or other for receiving benefits from the Krishi Bhavan, the most common being non-availability of benefits on time.

- (v) 83% of the beneficiaries opined that due to implementation of the projects under Peoples' Plan, they could bring more area under cultivation and could cultivate more number of times (ie. the vegetable production schemes of the panchayats utilized the paddy summer fallows, irrigation and drainage projects indirectly helped in bringing hitherto uncultivated land/abandoned land under cultivation).
- (vi) The agricultural projects were proposed and implemented with an element of recommended/new technologies. But more than 50% of the respondents opined that the implementation of the projects did not result in any new technology adoption. The agricultural officers once again turned out to be input suppliers, unable to raise the knowledge level of the farmers. This indicates the need for training and awareness campaigns on the technology involved in each practice in order to make it more sustainable.
- (vii) Although the farmers had reaped the benefits of the projects, in all the three panchayats only 50% were familiar with the objectives of the agricultural projects implemented by them. This is attributable to the low level of awareness creation by the Panchayat Officials and Agriculture Department.

The organizational setup for implementing agricultural projects with the Agricultural Officer as the Implementing Officer and Convener of the 'Krishi Vikasana Samithi' (Agriculture Task Force) was the most efficient one. But the voluminous administrative and clerical work in the Krishi Bhavan, with limited technical staff to assist, affected the extension work of the Agricultural Officers. Similar observations were made by Jinraj (2000). The lack of proper office procedure training and book keeping caused problems and audit objections. Hence many of them who had proposed and implemented innovative projects were found unenthusiastic in later stages. In rare cases only, the Agricultural Officers had problems in dealing with the Panchayat Presidents.

- (viii) Lack of sufficient forward and backward linkages had been assessed as the major flaw of many projects. Of course, the implementation of production oriented projects increased the production of the crops especially in paddy but sufficient market linkages were not established. But the infrastructure creation for market and processing is not feasible at the Grama Panchayat level. In such cases, a vertical integration involving grama, block and district panchayats may be helpful. Only if sufficient marketing facilities are established, would these projects for production enhancement achieve the objectives of employment and income generation and help the rural people. The poor farmers would be set free from the clutches of middle men and traders only through co-operative and group efforts among the producers.
- (ix) The opinion of farmer respondents about the overall conduct of Peoples' Plan Campaign in IX Plan was solicited. About 20% has ranked it as very good, 40% as good, 30% as moderately good and 10% was undecided. None of the respondents has said that it was bad. Both the beneficiaries as well as non-beneficiaries were of the opinion that it was better than the earlier mode of implementation of agricultural projects/schemes through Krishi Bhavans when only a 'caucus' in and around the Krishi Bhavans reaped the benefits.
- (x) The magnitude of corruption in the delivery system has come down marginally under the Peoples' Plan. None of the respondents reported that they had to bribe the functionaries for getting the benefits. The 'Padasekhara Samithies', through which the benefits were distributed consisted of real farmers.
- (xi) The socio- economic profile of the respondents in the three villages clearly indicated that from among the new generation of people very few were engaged in agriculture. Majority of the farmers were aged more than 45 years and had more than 20years of farming experience. The average operational area of the study area ranged between 1-1.5 acres.
- (xii) The socio personal factors like age, education, occupation, farming experience, farm size and income showed no relation with the perception index on Peoples Plan in Amarambalam. Regression analysis showed a positive correlation with

participation index and farm size, while education and farming experience were negatively correlated in Kottakkal. In Thiroorangadi, the social participation index showed negative correlation with income, age and education of the respondents.

- (xiii) The perception of women about People's plan was assessed in terms of perception index. The results showed that in all the three panchayats, women had moderately high perception about People's plan. People's plan had empowered the women through the implementation of women oriented programmes like vegetable cultivation.
- (xiv) The participation of farmers in various stages of implementation of the agricultural projects was studied. The participation of the people was highest in Kottakkal panchayat and lowest in Thiroorangadi panchayat in all stages of planning & implementation.
- (xv) The pattern of the Krishikarma samithi was similar in all the panchayats with Agricultural officer as the convener and 10-12 members comprising of farmers and elected representatives of the panchayat. The task forces who prepared the projects and worked for the implementation of the project opined that although huge amounts had been spent through the three-tiers of panchayat, the expected outcome could not be achieved.
- (xvi) The delay in plan fund allocation to the local bodies by the state government since 1999-2000, resulted in misutilization and diversion of funds to other activities. Since agricultural projects have to be implemented in a time bound (or season) manner, the availability of funds in time is very essential. Hence the state Planning Board and governments should release the fund on time so that the projects on crops could be started in time.
- (xvii) The agricultural officers who are the implementing officers opined that People's campaign helped in preparing and implementing locally relevant projects utilizing the local resources. But they also felt that majority of the projects were

neither comprehensive nor sustainable. The projects were prepared according to the financial year and not according to crop calendar which created problems in field operation.

- (xviii) The constraints faced by the farmers in People's plan were analysed. The most serious constraint reported by all the three panchayats was lack of sufficient technical support. Non-availability of benefits in time was the next major constraint followed by the low level of subsidy and incentives given to agricultural activities. There was lack of sufficient forward and backward linkages in the projects implemented. This resulted in making the projects unsustainable and the expected outcome could not be achieved.

Conclusions

Kerala launched the People's plan campaign in the Ninth Plan without much experience. The study area, Malappuram district was predominantly a backward district, ruled by the opposition front allies when People's plan campaign was launched. But it could be seen that the panchayats in the district joined hand - in - hand with the LDF government at that time and had implemented People's campaign in a befitting manner. The local resources, both human and material were well pooled and utilized for the project preparation and implementation.

The decision of the Government that the panchayats should set apart at least 40 per cent of the plan grant under general category on agriculture and allied activities was very significant. This enabled the local bodies to prepare and implement production oriented programmes. But the blanket recommendation of 40 per cent was not found feasible under all the local resource conditions. There should be sufficient flexibilities for spending plan funds according to location specificity and priorities.

As could be seen, most of the projects were stereotype, production enhancing projects which involved little transfer of technology. Hence in later stages,

Amarambalam decided to prepare and implement longer duration projects which were comprehensive. But even these projects were lacking sufficient forward linkages.

The most serious concern of all the panchayats was that timely availability of inputs could not be ascertained. The delay in funding was the major reason behind this. Government have to take certain policy decisions to overcome this. Agriculture being season linked, agricultural projects have to be implemented in the correct cropping season. Hence the plan fund may be released well in advance of the cropping season at least for agricultural projects.

Removal of the conditions on sectoral allocation and giving the panchayats more freedom in deciding their own sectoral priorities, may lead to some positive results. Apart from taking up production oriented programmes, sufficient number of projects for developing infrastructure facilities may have to be proposed, lest problems in marketing may sweep away all the gains. Since individual panchayats are not able to make sufficient linkages, vertical and horizontal integration among the local bodies may be resorted to.

Abstract

The ninth five year plan in Kerala was implemented as Peoples' Plan Campaign by the then Government (LDF). The plan funds were allocated to the Panchayat Raj Institutions (PRI) to formulate and implement their own developmental programmes abiding by the operational guidelines issued by the State Planning Board. 40 percent of the plan fund thus allocated was earmarked for productive sector including agriculture. Malappuram district has actively participated in Peoples' Plan Campaign and it was decided to take up an evaluation study on the agricultural projects implemented in three panchayats of the district. Detailed study of the selected projects under crops, 'Vikasana Rekha' (Development Report), pattern and extent of 'Krishi Karma Samithi' (Agriculture Task Force) and the constraints experienced at various stages of Peoples' Plan activities were studied. A purposive sampling method was used in selecting the panchayats which represent the three agro ecological regions of the district- high land, low land and mid land. The panchayats selected were Amarambalam, Thiroorangadi and Kottakkal respectively based on crop diversification and cropping intensity. From each of these panchayats, projects on crop husbandry pertaining to the year 1998-99 were selected. 2-4 projects each from them were selected for the detailed study in each panchayat. Personal interview method and focused group discussions were used for data collection. The agricultural projects in the three panchayats for the year 1998-99 were listed out. In all the three panchayats nearly 50-60% of the fund allocation in crops was for paddy followed by coconut.

Apart from the production oriented projects on crops, innovative projects on soil and water conservation and agro service center implemented by Amarambalam panchayat. Since women were to be focused specially, projects on vegetable development and kitchen gardening with women beneficiaries were also there.

The respondent farmers were interviewed personally to study the socio-economic profile, extent of participation in Peoples' Plan Campaign and to know the constraints in implementation of the projects. In all the three panchayats, majority of the

farmers were above 55 years of age with more than 20 years of farming experience. The average operational area for nearly 60 percent of the respondents was between 1 – 1.5 acres. The farmers had medium to good participation in gramasabhas convened in connection with beneficiary selection. The respondents opined that even though the Peoples' Plan Programme was useful, they were not participating actively in the planning, implementation and evaluation stages. Although a large number of agricultural projects prepared under the guidance of professionally qualified Agricultural officers were implemented, the extent of adoption of new technologies among the farmers was very low.

The perception of women about the programme was assessed using an index which gave values around 0.60, ie moderately high perception about the activities. The social participation index of the respondents ranged from 0.48 to 0.59. The assessment of the level of public participation in plan activities showed that the initial zeal shown in the planning phase was not there in the implementation and monitoring & evaluation stages.

The pattern and extent of participation of the 'Krishi Karma Samithi' was studied by focused group interview with elected representatives of panchayat, farmer representatives and Agricultural officers. All the 'Karma Samithi' members expressed good co-operation and usefulness about the procedures for developing projects. But the strong criticism was the pattern of funding by the government, releasing of funds at the fag end of the financial year without considering the season bound nature of agricultural operations. The implementing officers (Agricultural officers) opined that they could implement locally relevant and locally useful projects rather than dumping irrelevant schemes from the top. The pattern of funding was again their concern as it hampered many productive projects. The constraints faced by the farmers in implementing Peoples' Plan were also studied.

The opinion about Peoples' Plan campaign was in general favourable, as it gave an opportunity to the people to participate in decision making, preparing and implementing developmental projects for their own panchayat. But, being the first

attempt, the campaign had so many shortcomings and one has to learn from them to make it sustainable.

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Kerala Agricultural University
KRPLLD Project
Evaluation of Agricultural Projects Under Peoples Plan Campaign in
Malappuram District - Interview Schedule

Respondent No:

Date:

1. Name of Krishi Bhavan:

2. Name & Address of the farmer:

3. Ward :

Panchayat :

Block :

4. Age :

5. Family details

No.	Particulars	Age	Relation with head of family	Education level	Occupation	Monthly income
1						
2						
3						
4						
5						

6. Annual Income from Agriculture :

7. Annual Income from sources other than Agriculture :

8. Operational holding :

Marginal / Small / Large

Type	Area in cents
Garden land	
Wet land	
Total	

9. Leased in land: Area(cents) Amount (Rs)

10. Farming experience: Years

11. Crops cultivated

Name of the crop	Area in cents	Yield (specify unit)
Seasonal		
Annual		
Perennial		

12. Social participation :

Sl. no	Name of organisation	Office bearer	Member	Frequency of participation in a year		
				All meetings	Beneficiary selection gramasabha	Never
1	Gramasabha					
2	Krishikarma samathi					

13. General perception of farmers about people's plan campaign

SI No	Statements	Agree	Disagree
1	The main objective of people's plan campaign is to formulate grass root level planning.		
2	People's plan help to increase the income of farmers.		
3	People's plan campaign ensures people's participation in planning, implementation, monitoring and evaluation of development project.		
4	People's plan campaign helps to increase the employment opportunities through innovative schemes.		

5	There is a lot of political intervention in the selection of agri development programmes in panchayat.		
6	Programmes are selected based on the problem prioritization.		
7	Agricultural development programmes are implemented with the cooperation of all political parties.		
8	All the people in the panchayat are given equal consideration for participating in meetings, seminars, and training programmes respective of their politics.		

14. Extent of Participation (for beneficiaries as well as for task force members)
(Please indicate your participation in the following areas - always- A, sometimes-S, never-N)

a. Planning & Preparation

SI No	Areas	A	S	N
1	Participate by contributing your views / ideas etc.			
2	Encourage fellow participants to express their views.			
3	Participate in identification of needs and problems along with officials.			
4	Participate in analyzing and evaluating various alternatives for solving a problem.			
5	Participate in formulating various Ag. development project proposals for your panchayat.			
6	Participate in selecting the beneficiaries in each scheme.			

b. Implementation

SI No	Areas	A	S	N
1	Participate in implementing the schemes selected for Panchayat.			
2	Participate in coordinating other agencies in implementing the scheme.			
3	Participate in arranging the experts necessary for the scheme.			
4	Participate in organizing people for carrying out the activities.			

c. Evaluation

SI No	Areas	A	S	N
1	Participate in evaluation by providing feed back information.			
2	Participate by suggesting suitable alternative methods and plans by sharing experiences.			
3	Participate in evaluating the result of activities with officials and others.			

14. Attitude Of Women Towards Peoples Plan

SI No	Areas	SA	A	UD	DA	SDA
1	Peoples plan campaign has helped a lot in the personality development of women.					
2	Through peoples plan campaign women have become more empowered in the society.					
3	The women self help groups formulated as a result of peoples plan campaign help women to enhance their team spirit.					
4	The benefits of peoples plan campaign meant for women are not reaching them.					
5	Job oriented training imparted through peoples plan helped the rural women to acquire more employment.					
6	Due representation is given in the working committee of neighbourhood assembly through peoples plan.					
7	Peoples plan has not helped in solving the problems confronted by rural women in general.					
8	The social status of women in the society has not at all improved as a result of peoples plan.					

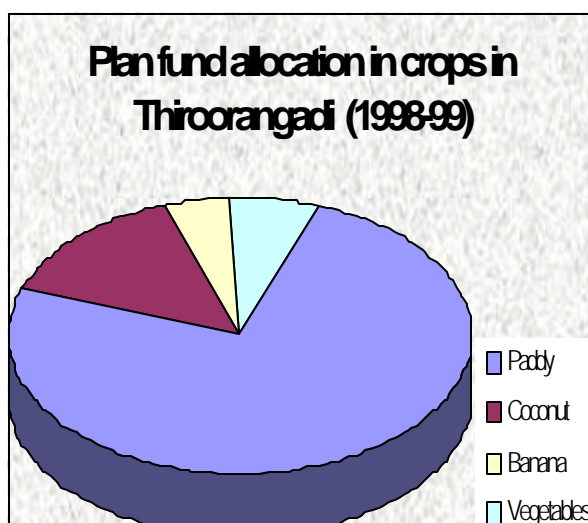
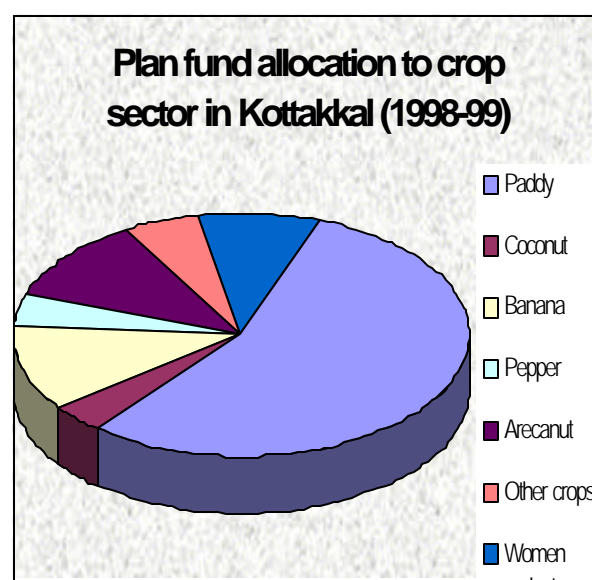
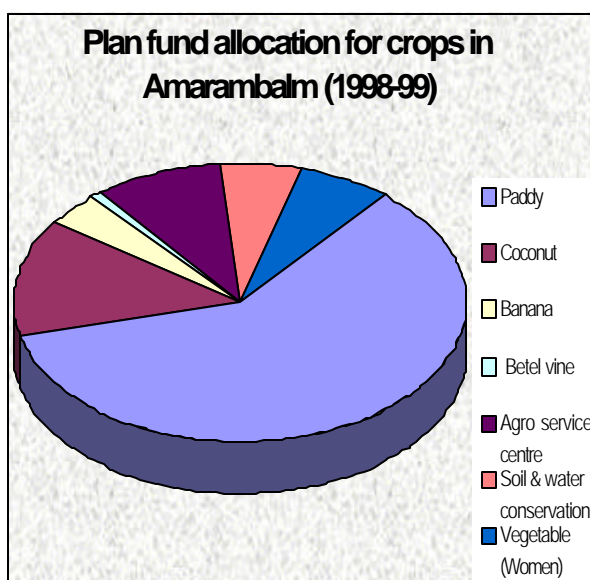
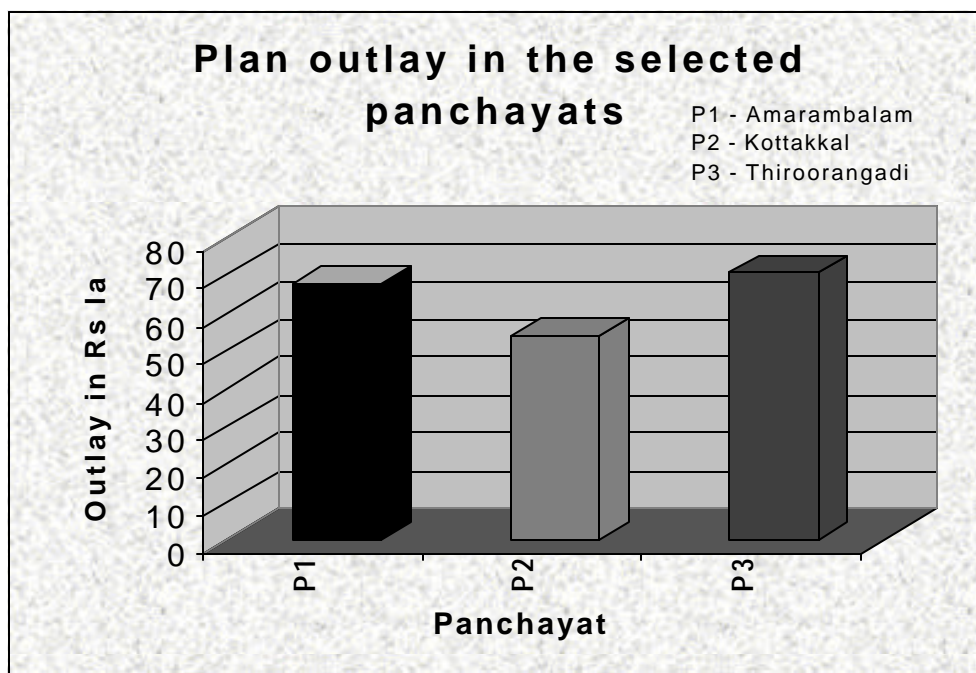
17. Constraints to farmers

SI No	Areas	SA	A	UD	DA	SDA
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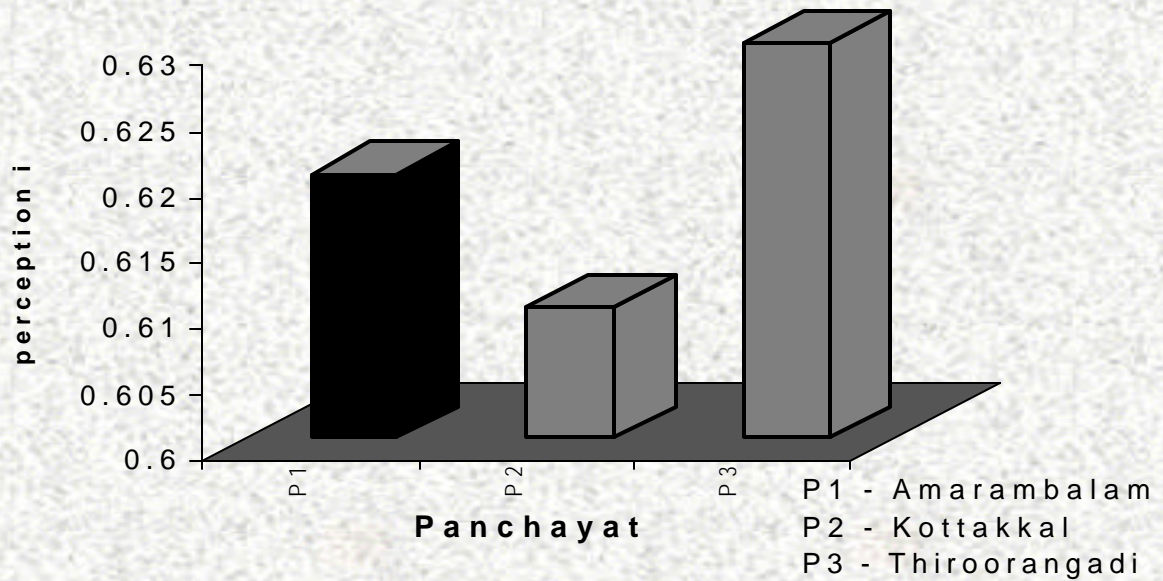
1	Lack of sufficient technical guidance.					
2	Agricultural development programmes are not need based.					
3	Non involvement of all members in implementing the programme.					
4	Meeting in inconvenient time and place.					
5	Political interference in selection of beneficiaries under peoples plan campaign					
6	Delay in implementing the programme due to administrative reasons.					
7	Lack of cohesiveness among the members.					
8	There is no opportunity to express the ideas and views of majority of ordinary farmers.					
9	Corruption at officer's level.					
10	Delay in timely delivery of assistance.					
11	Inadequacy of subsidy component.					
12	Lack of sufficient forward and backward linkages.					

18. Availability of information for adoption of new technology

SI No	Stages of operation	All Information	Some Information	No Information
1	Seed variety			
2	Land preparation application of FYM			
3	Seed treatment			
4	Nursery management			
5	Transplanting of crop			
6	Manuring the field			
7	Plant protection in the field			
8	Water management in the field			



Perception of women about People's plan



Participation in various stages of People's plan

