

Introducing Demand-Driven Extension Approach in a Traditional Region: a Case Study from Pakistan



Introducing Demand-Driven Extension Approach in a Traditional Region: a Case Study from Pakistan

M. Kalim Qamar, Ph.D.

**Research and Extension Branch
Office of Knowledge Exchange, Research and Extension
Food and Agriculture Organization of the United Nations**

Rome, 2011

The designations employed and the presentation of material in this information product do not imply the expression of any opinion whatsoever on the part of the Food and Agriculture Organization of the United Nations (FAO) concerning the legal or development status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries. The mention of specific companies or products of manufacturers, whether or not these have been patented, does not imply that these have been endorsed or recommended by FAO in preference to others of a similar nature that are not mentioned. The views expressed in this information product are those of the author(s) and do not necessarily reflect the views of FAO.

ISBN 978-92-5-107001-7

All rights reserved. Reproduction and dissemination of material in this information product for educational or other non-commercial purposes are authorized without any prior written permission from the copyright holders provided the source is fully acknowledged. Reproduction of material in this information product for resale or other commercial purposes is prohibited without written permission of the copyright holders. Applications for such permission should be addressed to the Chief, Electronic Publishing Policy and Support Branch, Communication Division, FAO, Viale delle Terme di Caracalla, 00153 Rome, Italy or by e-mail to copyright@fao.org

© FAO 2011

Contents

Abbreviations and Acronyms.....	iv	
Acknowledgement	v	
Executive summary.....	vii	
1. Introduction.....	1	
2. Azad Jammu & Kashmir – The case study area.....	5	
3. Evolution of rural community organizations	8	
4. Implementation of the demand-driven extension approach components	11	
5. Merger of the demand-driven extension approach into the community development programme.....	25	
6. Current status of the adoption of the demand-driven services approach	29	
7. Lessons learned.....	35	
8. Conclusions and recommendations.....	39	
BOXES		
Box 1: Agricultural Extension Staffing and Coverage.....	10	
Box 2: Extension for Rural Women	13	
Box 3: The AJK Rural Support Programme (AJK-RSP).....	17	
LIST OF TABLES		
Table-1: Social mobilization progress in various districts of AJK from 2007 to November 2009	50	
Table-2: A list of Clusters in various districts of AJK as in November 2009	51	
Table-3: Training topics, trainee groups for each topic and suggested duration of training under the FAO pilot project TCP/PAK/2905	53	
Table-4: Progressive formulation of Village Development Plans and Cluster Plans in various districts of AJK from 2007 to 2009.....	54	
APPENDICES		
Appendix 1: Documents and materials reviewed	45	
Appendix 2: Field visits and meetings.....	46	
Appendix 3: Some recent literature on demand-driven extension.....	49	
Appendix 4: Description of various Development Plans.....	55	
Appendix 5: Sample of District Development Plan (in English), Village Development Plan (in Urdu) and Cluster Development Plan (in Urdu)	57	
ATTACHMENT		79
Guide on Establishing Grassroots Extension Planning Mechanism	79	

Abbreviations and Acronyms

AJK	Azad Jammu & Kashmir
APO	Annual Plan of Operations [of government line departments]
CDP	Community Development Programme
Cluster	A small group of Community Organizations
CLRPs	Community Livelihood Rehabilitation Plans (on village basis)
CO	Community Organization
Community-LADDERS	Community learning and demand-driven extension and rural services
DCC	District Coordination Committee
DOA	Agriculture Department
DPO	District Programme Officer
ESMA	Extension Services Management Academy
FAO	Food and Agriculture Organization of the United Nations
IFAD	International Fund for Agricultural Development
LEA	Lady Extension Assistant
LEO	Lady Extension Officer
LSO	Local Support Organization
NJVCDP	Neelum & Jhelum Valleys Community Development Project
NRSP	National Rural Support Programme
TCP	Technical Cooperation Programme of FAO
UNDP	United Nations Development Programme
VDP	Village Development Plan

Acknowledgement

Ms Magdalena Blum, Extension Systems Officer, FAO headquarters, Rome.

Mr Ahmed Jamal, FAO Representative, a.i., Mr Syed Mohammad Ali, Assistant FAO Representative and Mr Asad Butt, Programme Assistant (for cooperation in facilitating conduct of the case study in various ways).

Mr Mushtaq Awan, Director, IFAD-financed Community Development Programme (for facilitating the participation in district-level meetings of public and non-public stakeholders).

Dr Muhammad Hussain Bhatti, National Management Adviser, FAO project UTF/PAK/096/PAK/Community-LADDERS (for provision of required data, pictures, and cooperation during field visits and technical discussions).

Mr Rab Nawaz Khan, Social Rural Development Adviser, FAO project UTF/PAK/096/PAK (for cooperation in workshops, meetings and logistic arrangements).

The consultants team of the FAO project TCP/PAK/2905: International: Dr Abdul Halim, Training Modules Development Specialist; Dr Wang Dehai, Participatory Planning Specialist; National: Mr Abdur Rashid, Extension and Training Specialist; Ms Rizwana Waraich, Community Development Specialist for women; Mr Mohammad Akmal, Community Development Specialist for men; Mr Obaidullah Kehar, Audio-visual Aids and Communication Specialist (for the materials prepared by them).

Picture credits

Mr Obaidullah Kehar (FAO national consultant, project TCP/PAK/2905).

Mr Mohammad Akmal (FAO national consultant, project TCP/PAK/2905).

Dr Muhammad Hussain Bhatti (FAO National Management Advisor, project UTF/PAK/096/PAK).

Mr Raeesuddin (FAO Representation staff, Islamabad).

Mr Rab Nawaz Khan (Social Rural Development Advisor, FAO Community-LADDERS project; for the title cover picture of Muzaffarabad, capital of Azad Jammu & Kashmir).

Executive Summary

Background

At the request of the Government of Pakistan, the Food and Agriculture Organization of the United Nations (FAO) provided technical assistance in natural resources management in the Azad Jammu & Kashmir (AJK) region through a project TCP/PAK/2905 - “Strengthening the extension capacities for community demand-driven planning for natural resources management in the Azad Jammu & Kashmir Region” from 2003 to 2005. Under the project, a demand-driven extension approach was introduced for the first time in this traditional and poverty-stricken region, a grassroots community based planning mechanism was established, eight training modules were prepared, necessary institutional arrangements were made at crucial district level, and a guide on establishing grassroots planning mechanism was produced based on the project experiences.

In 2009, FAO commissioned this case study to capture the interventions, accomplishments, and lessons learned through this particular project for the benefit of other developing countries. A consultancy visit for this purpose was made to Pakistan during which relevant documents were reviewed, elaborate discussions were held with rural community members, government officials and civil society institutions staff, key meetings were attended at district level, and field visits were made to several districts. Relevant pictures were also collected. This document was prepared at the end of the assignment. A set of eight CDs containing eight training modules, produced under the project, should be considered as a part of this document.

The case study report contains a number of recommendations for the AJK Government to strengthen the demand-driven approach for demanding agricultural extension and other services through the multi-disciplinary Village Development Plans prepared by rural Community Organizations. As the recommendations are aimed at improving a specific situation, they are not generic and therefore not being included in the Executive Summary. The conclusions and lessons learned from the case study, however, are being presented here for other developing countries in case they want to adopt the demand-driven extension modality.

Conclusions

Demand-driven approach enjoyed by empowered rural communities

- The demand-driven approach, introduced initially for extension services, is being used by the Community Organizations for demanding multi-disciplinary

services for their development. Beyond doubt, both men and especially women Community Organizations have been empowered by adopting the grassroots planning mechanism. This is evident from their strong motivation to create local NGOs, Clusters and Local Support Organizations in villages, as well as from the active and constructive dialogue that takes place between government officials and community representatives at periodic district level meetings. In some instances, district level government officials have been found to be somewhat uncomfortable, due to strong interventions by the community representatives, especially women.

Government support for demand-driven approach

- There is ample evidence in the field that the demand-driven approach for agricultural extension and other services has taken roots in the AJK region. Most government officials have supported the new approach, even though many of them are not adequately familiar with the details of the concept, rationale and the process of grassroots community based planning. There is no doubt that the involvement of government officials at all levels has enhanced the adoption of the new concept, but the officials need more understanding of the evolving, bottom-up planning process, as well as the rationale behind the provision of demand-based rather than supply-driven services to rural communities.

Communities' preference for multi-disciplinary services

- Although it cannot be concluded at this time that the extension services in the AJK have firmly become demand-driven yet it is indeed satisfying to see how the process of grassroots community based planning for demanding extension services, introduced only a few years back in this traditional region, has been adopted by rural communities for a larger purpose. The process is now used not just for the purpose of demanding agricultural extension services but for a variety of tangible and non-tangible services. This is done through the preparation of multi-disciplinary plans, rightly called as Village Development Plans.

Enhanced self-help tendency

- The self-help tendency among villagers has increased and the dependency on the government for services is visibly on decline. Another impact seen after the earthquake, which struck the region in 2005, is the increased knowledge of Community Organizations' members about possible sources of funds other than the government, which they try to explore for funding their development activities.

Women in the forefront

- There are not many traditional and poor places in developing countries where such an impressive example of gender-sensitivity can be seen, as observed in the AJK region. Gender-sensitivity has been an essential factor kept in view while organizing the Community Organizations in villages. Women are in the forefront of rural and agricultural development programmes and, no surprise, some of them were recently sent on overseas study-tours under an FAO project. Women hold offices in Community Organizations and are visibly vocal in district meetings, demanding explanation from government officials if the services requested by them have not been satisfactorily delivered.

Small, coherent rural communities: a positive factor

- With the exception of a couple of districts, almost all villages in the AJK are mountainous. They are small and the resident families know one another. As such, the appreciation of different types of common problems faced by them and the need for their solutions is quite evident. The coherent nature of the rural population and small size of rural communities has been a positive factor in popularizing the concept of demand-driven approach and the need for community based planning for this purpose.

Valuable human capital

- There are sufficient number of men and women from AJK who have received training in social mobilization under various rural community-focused donor-funded projects. Most of them have also passed through first-hand experience of working with rural men and women. Many of them actively participated in the capacity building exercises organized for the introduction of the demand-driven approach.

Sustainability issue

- There is no guarantee that opportunities to keep the trained local staff and Community Organizations engaged in the demand-driven approach will keep coming from donors in the form of sizable projects focused on rural community development. The government unfortunately does not have adequate financial resources to sustain the gains through relevant projects. The AJK-Rural Support Programme (AJK-RSP) has been created to deal with precisely this kind of situation but it needs a lot of strengthening before it can deliver effectively.

Lessons Learned

Political will and financial commitment

- A demonstrated political will and allocation of necessary funds to start a bottom-up, community-planning based demand-driven approach for rural and agricultural development is a very important pre-requisite. This is because, in some cases, conservative politicians or government bureaucracy may oppose the approach out of the fear that it will empower rural communities which could hold them accountable for non-provision of the needed services. As proved in the case under study, the commitment of policy-level government officials was the main driving force behind successful introduction of the demand-driven approach.

Sustainable project/programme design

- Any project for introducing or strengthening demand-driven extension approach must have appropriate sustainability arrangements included in its design.
- Sustainability of a new concept like demand-driven extension approach is assured only if a long-term programme rather than short-period projects is prepared, in line with the government policy and fully integrated into government development programme institutionally, financially and operationally.
- Active involvement of government departments must be included from the very beginning in any project or programme designed for introducing the demand-driven modality of community services.

Community organization and gender-sensitive participation

- During the introduction of the demand-driven extension approach, where Community Organizations or farmers' groups already exist, it will be better to strengthen them in case they are weak, and start working through them rather than forming new organizations.
- Men and women who have experience in rural community mobilization through their work under donor-funded projects are valuable human resources and should be recruited for any effort at introducing the demand-driven approach.
- It is necessary to keep reminding rural communities from the very beginning of introducing the demand-driven approach why active participation of women alongside men is important for bringing meaningful development to the area. Women's organizations in the case under study were found to be more vigilant about fulfilling their commitments than the men's organizations.
- In cases where general agricultural and rural development concerns are to be addressed through the demand-driven approach, mixed-gender Community Organizations may be more appropriate. However, in those cases where only

women issues are the subject, it may be better to deal with women separately or even form separate women's organizations.

- In terms of forming Community Organizations, it is better to start with simple, informal groups of farmers and then gradually develop them overtime into formal and more sophisticated organizations through capacity building and legalizing.
- Decision-making and planning as well as contributions by rural communities to their development projects at early stage in cash or kind, such as provision of free labour, ascertain their commitment in implementing the projects, develop their confidence and self-pride and give them a sense of ownership.

Preparation of demand-for-services plans

- The adoption of grassroots planning needs some time to become popular. For example, certain basic things such as forms for merging district development plans with the demand-for-services plans from rural communities, for outsourcing contracts to private institutions, and for preparing services delivery plans are still to be prepared in addition to some draft forms which were prepared under the FAO project.
- The preparation of district development plans not on the basis of budget provided to district heads but on the basis of the demand for services from the communities was absolutely new experience for the heads of all departments. With the passage of time, they will see benefits of the bottom-up approach.
- The preparation of comprehensive, multi-disciplinary plans for demanding various kinds of services are more attractive to Community Organizations than those plans which focus on single discipline services.
- Village Development Plans or multi-disciplinary plans for services should include not only non-tangible services like extension but also tangible services like building of aquaculture pond.
- Government line departments should have formal directive from the Ministry of Agriculture for assisting the Community Organizations in preparing their demand-for-services plans, as well as to prepare their work plans on the basis of community plans.

Capacity building

- Quality capacity building of all stakeholders is a pre-requisite for successful introduction of the demand-driven extension approach. Training should be frequent because only one-time training is not sufficient to change the decades old top-down planning and supply-driven delivery of services behaviour of government field staff.

- Important institution building could occur during the course of putting the demand-driven extension into action if local institutions are given responsibility to perform certain tasks under contract and be provided with necessary technical guidance. As noticed in the case under study, even Community Organizations can transform themselves into NGOs which could play important role in the development of services for farm families.
- Some individual staff of certain departments did not appreciate the importance of training. It is, therefore, useful to provide a good briefing on the benefits of such training to the staff before actual training sessions are started.
- Members of some rural communities, which are far located, faced difficulties in reaching the training site. Necessary arrangements should be made so that participants from such communities could either reach the training site one day earlier or the training site should be selected at a more central location, convenient to all participating communities.
- Simple audio-visual aids such as posters, charts, flip-charts, brochures and leaflets are useful for training purposes in those areas which do not have electricity. Awareness and training materials written in easy-to-understand local language are useful when a trainee group has limited literacy level.

Institutional aspects

- The district level institutional mechanism, District Development Committees, took long time in their creation even though these committees are single most important institution in establishing the process of demand-driven extension and grassroots planning. This underlines the need for urgent action on institutional aspects by the relevant policy level decision-makers.
- A lack of coordination was noticed among several public departments which are supposed to provide services to rural communities. The District Development Committees should address this problem both at district and village level.
- Certain national NGOs were found to be very active and cooperative. The extension staff as facilitators and the rural communities as recipients of services should take note of efficient and competent NGOs and other non-public institutions willing to provide services.
- The agricultural extension staff lacked sufficient travel funds and daily subsistence allowance in some cases. This problem can be solved if operational budgets could be prepared in advance of training sessions and other field activities. The budget should be made a part of training plan.
- Linkages with agricultural academic institutions and research institutes need to be strengthened in order to draw benefit from their human and physical resources.

Outsourcing feasibility

- The use of resourcing modality will not be possible in a region if: (a) the scope of demanded services is small; (b) private sector is in infancy phase or completely absent; (c) government line departments which carry the main burden of services' delivery feel that their well established and recognized authority will be undermined.

Provision and use of equipment

- Some line departments at district level resented the provision of equipment to the agricultural offices which were covered by the project, claiming that they should also be entitled due to their involvement in extension activities. This issue could be resolved on the basis of the extent of demand for each department's services received from rural communities in the form of demand-for-services plans; the higher the demand of services from a particular department the higher the facilities to be provided to that department including equipment and operational budget. Also, if the equipment is insufficient and there is no budget for further purchase, the departments can reach an agreement on which department will use the equipment on which day.
- Computer and other electronic equipment are used only when relevant staff has been trained in their operation and maintenance, and at least some technical help for trouble-shooting is available through equipment companies or individual technicians.

1 INTRODUCTION

The majority of population in almost all countries in South Asia lives in rural areas. Small farmers dominate the agriculture, and a significant number among them are tenants who cultivate on leased land. Average farm size is small, and the number of commercial farmers is quite low. These are main reasons for the continuation of free-of-charge public agricultural extension services, which in most cases are provided by the Ministry of Agriculture. Extension services are usually unsatisfactory, following top-down and technology-driven approaches, with lack of concern for gender-sensitivity, without accountability to service recipients, and in many cases concentrating on large and medium farmers. They suffer from further weaknesses such as small budgets, rare career development opportunities, and a lack of transportation means to cover a large number of farmers.

In view of the dissatisfaction with public extension services, there has been a global recognition during the last fifteen years or so, to improve them through institutional and operational reforms. Unlike agricultural research, which has the benefit of having an international platform, the Consultative Group of International Agricultural Research (CGIAR), agricultural extension did not have any until the Neuchatel Initiative Group¹ of donors was created in 1994, which in its annual informal meetings has been focusing on the challenge of bringing reforms in extension systems. The World Bank played a key role in highlighting the importance of agricultural extension in agricultural development through financing large-sized projects on extension, sometimes covering simultaneously both agricultural research and extension, and sometimes only agricultural extension. As such, in the South Asia, major World Bank-financed projects were launched in Pakistan, India, Nepal and Bangladesh from 1970s to 1980s, starting around the same time when India and Pakistan were basking in the success of the Green Revolution. The Training & Visit (T&V) system was the extension approach that came as an essential part of the World Bank's assistance package.

The criticism of the T&V system could have been one of the main factors that prompted a global movement for reforming national agricultural extension systems. The movement has highlighted the need and introduction of client participation, gender-sensitivity, and involvement of non-public service-providers such as private sector, civil society organizations, non-government organizations (NGOs) and farmers' associations/organizations. It has emphasized the importance of bottom-up and

¹ Its name has recently been changed to Global Forum for Rural Advisory Services (GFRAS).

demand-driven approaches to ensure sustainable rural and agricultural development. Other reforms have included privatization, decentralization, broader technical role of extension (to include subjects like food security, nutrition, population, natural resources' management, environment, and HIV/AIDS prevention), public-private partnerships, overhauling of pre-service education in extension, and defining the role of extension in value-chain and agricultural innovations contexts.

Demand-driven extension

Although all reforms have their own importance, and have shown varying impact of their application, the concept of demand-driven extension, in particular, has gained more popularity. The main rationale behind the demand-driven extension approach is that farmers are served better by extension organizations if their needs and demands are taken into consideration during extension programme planning exercise. The very concern for identifying needs of the farmers involves by default the grassroots participation of the farmers in the planning process. The farmers themselves identify their needs and prepare demand-for-extension plans with the facilitation of extension staff and subject-matter specialists, giving further impetus to the approach. In view of the fact that the extension services are to be provided in line with the demands of farmers, the demand-driven process empowers the farmers and makes service-providers accountable to them. In contrast, the extension organizations which follow only supply-driven services fail to address specific needs of farming communities and are therefore criticized as a burden on public coffers.

The case study

In view of the increasing importance of the demand-driven extension modality in the area of rural and agricultural development, the Food and Agriculture Organization of the United Nations (FAO) commissioned a case study to be carried out in the Azad Jammu & Kashmir (AJK) region of northern Pakistan, where the modality was introduced under an FAO pilot project TCP/PAK/2905, "Strengthening the extension capacities for community demand-driven planning for natural resources management in the Azad Jammu & Kashmir Region" from 2003 to 2005. The project operations were seriously interrupted during its final phase because of a devastating earthquake that struck the region in October 2005. For this reason, another FAO project TCP/PAK/3101, with the same title as the original project but of short duration, was launched two years after the earthquake for completion of remaining activities.

Although the creation of grassroots COs in AJK started a few years before the project TCP/PAK/2905, this project introduced for the very first time a systematic grassroots, community based planning procedure to enable rural communities to demand extension services of various types. Not only a process of grassroots planning was developed

under the project in the traditional region of AJK as a part of demand-driven extension approach, but also useful capacity building and audio-visual materials were prepared, and an institutional mechanism was introduced (see Chapter 4, Component 5) as a part of the strategy to institutionalize the new approach. Undertaking the case study was considered as a useful activity by FAO because the project experience had generated a number of lessons that could be useful in introducing the demand-driven extension approach in other developing countries.

Methodology

A visit to Pakistan was made during the summer of 2009. About eight weeks were spent in the AJK region - the site of the case study. Necessary information was obtained from the review of various documents, observations through field visits to pertinent locations, conversations with COs' men and women members, participation in regular district-level meetings, and discussions with a significant number of government officials as well as those outside the government. These activities helped in comprehending the context, background, demand-driven extension interventions, present situation, and visible trends for the future. They also helped in analysing the information to draw conclusions, identify the lessons learned and to make recommendations. Specific information on the field visits made and of meetings with various stakeholders held during the course of the study. May be seen under Appendix 1 and Appendix 2 respectively. Photographs on relevant activities in the AJK region were collected to be used in the publication of the case study.



A view from AJK (Raeesuddin)

MAP OF AZAD JAMMU & KASHMIR



GEOGRAPHICAL INFORMATION ABOUT A.J.K

Area of the State: 21,24 sq miles or 1,007 Sq Km

Population of the State: 2,10 Lakhs (1998 Census)

Area of Districts of Azad Kashmir

Neelum	3021 Sq Km
Muzaffargarh	2208 Sq Km
Rawalakot	1300 "
Poonch	955 "
Rathore	669 "
Mirpur	590 "
Muzaffargarh	445 "
Bandipur	316 "

Topography: Mostly hilly and mountainous with valleys and plains of some places. Sub-tropical highland type.

Climate: 190 centimeters. Average Rainfall: 340 millimeters in winter.

Sea-level: 9000 meters in summer.

Main Rivers: 1) Neelum (270 Km length) - Jhelum. 2) Jhelum (500 Km length) - Jhelum. 3) Ravi (110 Km length) - Ravi. 4) Muzaffargarh (100 Km length) - Muzaffargarh.

LEGEND

- Province Boundary: - - - - -
- Line of Control: - . - . - .
- District Boundary: - - - - -
- Road (Metalled): = = = = =
- Road (Un Metalled): - - - - -
- River: ~~~~~
- Nala: ~~~~~
- Bridge: [Symbol]
- Capital: [Symbol]
- Dist. Headquarter: [Symbol]
- Tehsil Headquarter: [Symbol]
- Elevation (Feet): [Symbol]
- Max. Height Sarwali Peak: [Symbol]
- Tourism Rest Houses: [Symbol]
- Tourist Huts: [Symbol]
- Fort/Historical Assets: [Symbol]
- Mystical/Religious Places: [Symbol]
- Cafeteria: [Symbol]

LOCATION MAP



Map Designed at 100 Lakh
Land Use Planning, Planning & Development Dept.
Govt. of A.J.K., Muzaffargarh

Telephone: 958110-33582-33110 - Email: hujpk@hotmail.com, pkaj777@yahoo.com

COPYRIGHTS RESERVED

2. AZAD JAMMU & KASHMIR—THE CASE STUDY AREA²

The State of Azad Jammu & Kashmir (AJK) is located in the foothills of Himalayas. It lies between longitude 73 to 75 degrees and latitude of 33 to 36 degrees, comprising an area of 13 297 sq. km. The area is endowed with thick forests, vast rangelands, agricultural fields, fast flowing rivers, springs, and diversified natural flora and fauna. The main rivers are Jhelum, Neelum and Poonch. The climate is sub-tropical, highland type with an average annual rainfall of 1 300 mm. The elevation from sea level ranges from 360 meters in the south to 6 325 meters in the north. The snow line in winter is around 1 200 meters above sea level while in summer, it rises to 3 300 meters. Thus, the region enjoys a variety of micro-climatic zones at different altitude levels, and under such conditions, management of natural resources, including soil, forests, water and agriculture, becomes of critical importance.

According to the 1998 population census the State of AJK had a population of 2.973 million, which is estimated to have grown to 3.682 million in 2007. The rural-urban population ratio is 88:12, and the population density is 277 persons per sq. km. The literacy rate which was 55 percent in 1998 has now risen to 64 percent. The rural population is dependent on forestry, livestock, agriculture and non-formal employment for livelihood. Poverty is prevalent and the household income is generally not enough to sustain the families. Reduced agricultural productivity has adversely affected the lifestyle and per capita income of the rural households.

The area under cultivation is about 166 433 hectares, which is almost 13 percent of the total geographical area; 92 percent of the cultivable area is rain-fed. About 84 percent households have very small land-holdings – between one to two acres. Major crops are maize, wheat and rice while grams, pulses (red kidney beans), vegetables and oil-seeds constitute minor crops. Major fruits produced in the region include apples, pears, apricots and walnuts. Agriculture and livestock income ranges from 30 to 40 percent of household earnings. Additional income sources are employment and remittances from relatives working overseas. About 42 percent of the total geographical area (0.6 million hectares) is controlled by the Forest Department. Local communities have traditional rights in terms of the use of forests wood for fuel and house construction.

² The source of statistical data used in this chapter is: [Azad Kashmir at a Glance](#). Statistics Section, Planning & Development Department, Muzaffarabad; 2007.



Mountains, forests and a river of AJK (Raeesuddin)

The government is the main formal employer in the absence of a well developed and viable private sector. A large number of civil society organizations and NGOs are active in the region, their number having increased during the rehabilitation and reconstruction activities in the aftermath of the earthquake. An important institution, the Extension Services Management Academy (ESMA) which was established and developed under a UNDP/FAO project several years ago, was destroyed during the earthquake. It is currently being reconstructed. As several donor-funded projects have emphasized on community development, a key institution, “AJK-Rural Support Programme” is now being created so that development interventions and achievements of the projects may be sustained.

Muzaffarabad, the capital, and surrounding areas were struck by a major earthquake in October 2005. About 80 000 people were killed; cattle perished and houses, schools, hospitals, government buildings, hotels, roads, bridges and other infrastructure were destroyed. Huge rescue, rehabilitation and reconstruction efforts by the government and donors from all over the world have continued since then and only now life seems to have returned to normalcy.



A scenic view of AJK (Raeesuddin)

3. EVOLUTION OF RURAL COMMUNITY ORGANIZATIONS

There are hundreds of rural COs which dot the entire AJK region. This network is the result of several projects which had a strong component of “community mobilization” for the purpose of peoples’ participation in poverty alleviation, income-generation and other rural development activities. Main projects which encouraged the grassroots participation of rural communities can be mentioned as follows.

National Rural Support Programme (NRSP)

Established in 1991, NRSP is a non-profit organization running the largest programme of rural support in Pakistan in terms of outreach, staff and development activities. Its activities are spread throughout the country and in the AJK region. The NRSP claims to be presently working with more than 29 000 COs. It uses social mobilization as the primary means of supporting rural men and women in their development interventions. The mobilization involves encouragement of villagers to form a group, typically consisting of 20 to 25 members, known as CO, which undertakes various initiatives for their development using their own resources through savings and income-generation activities and/or resources provided by donors and civil society organizations. The NRSP was the first organization which introduced the creation of COs in some areas of the AJK and subsequent projects benefitted from this grassroots “preparation” of people for active participation in their development.

Neelum and Jhelum Valleys Community Development Project (NJVCDP)

The above IFAD-financed project started around 1994 and ended after six years. It was supported by a UNDP-funded project PAK/92/005 which covered the technical assistance component, implemented by FAO. The NJVCDP aimed at poverty alleviation and rural development. Pre-existing COs of rural men and women were strengthened and new COs were established through vigorous mobilization efforts. Almost all line departments of the government were involved in this project. Infrastructure development and agriculture were given emphasis.

Area Development Project

The Area Development Project funded by UNDP was launched in the same year as the NVJCDP, but concentration of field activities was in the southern AJK. The project also followed the strategy of community mobilization under which COs of men and women were established. Several line departments were involved in this project. The emphasis was on natural resources management, income-generation and other rural community development activities.

Community-LADDERS Project (UTF/PAK/096/PAK)

This four-year FAO-executed project was started in 2005. It focuses on strengthening COs and capacity building of relevant government departments, civil society organizations and Clusters (formed by the joining of several COs). The project has active collaboration with the Community Development Programme.

Community Development Programme (CDP)

The CDP, an IFAD-financed programme, designed on the achievements of the NJVCDP, started around 2004. It will end on 30 June, 2011. Again, COs are being used as platform for preparing Village Development Plans (VDP) which spell out the services needed by various villages. The government line departments are the main service-providers. The CDP is being supported by the above-mentioned FAO project.



Farming in an AJK valley (M.H. Bhatti)

Box 1: Agricultural Extension Staffing and Coverage

The Agriculture Department (DOA), located in Muzaffarabad, is headed by a Director-General. There are two Directorates under him, one for extension and the other for research, each headed by a Director. The department also has a Women Extension Cell which comprises about eight female staff; some women extension staff is posted in the field.

The DOA has the following staff in each district:

The Deputy-Director is the senior most official in the district. Under the Deputy-Director are several Assistant Directors, each covering about three Circles (an administrative unit in the district comprising seven to 15 Union Councils). Under each Assistant Director are several Agriculture Officers (with graduate degrees in agriculture), each covering one Circle. Under each Agriculture Officer are a number of Field Assistants (with high school certification with science subjects plus two-year diploma in agriculture), each Field Assistant (FA) covering one Union Council, which comprises seven Revenue Villages. The total number of Field Assistants in the AJK is 278. Each Field Assistant has two Beldars under him who carry out minor field work and are not directly involved in serious extension work.

Most northern districts are mountainous while the southern ones are hilly or relatively flat. Total population of AJK is 3.682 million out of which 88 percent is considered as rural. Each FA is supposed to cover 2 200 to 2 800 rural families, which are spread roughly within 13 km radius. The FAs have not been given any transportation means, not even a manual bicycle. They either depend on influential farmers to provide transportation for visiting them or take public transportation at their own cost, or they just walk. According to the rules, FAs are not paid travel or subsistence allowance for travel within a radius of 10 km. Given the mountainous and hilly terrain of AJK, it is almost impossible for FAs to adequately cover the areas and number of families assigned to them. As indicated earlier, the two Beldars attached to each FA are like farm workers and are not engaged in extension activities.

The Lady Extension Assistants face the same problems in adequately covering their assigned areas as faced by the FAs. One may add their security concerns and cultural taboos.

4. IMPLEMENTATION OF THE DEMAND-DRIVEN EXTENSION APPROACH COMPONENTS

The demand-driven extension approach was introduced in a structured manner by the FAO pilot project TCP/PAK/2905, “Strengthening the extension capacities for community demand-driven planning for natural resources management in the Azad Jammu & Kashmir Region.” One of the most important activities under the project was to introduce and institutionalize a mechanism of grassroots, community based planning for demanding extension and other services. Extension programme planning at grassroots level is pre-requisite for demand-driven extension approach. Although a large number of COs were established in the AJK under various projects through community mobilization, the participatory programme planning for extension, and for that matter for other services as well, remained non-existent until its recent introduction by FAO.

Essential Components

The FAO project design comprised the following nine main components, which constituted the demand-driven extension approach:

- A grassroots, community based process for preparing plans for demanding extension and other services;
- COs of rural men and women;
- Gender-sensitive training modules on key topics related to grassroots planning;
- Audio-visual aids to facilitate the use of the training modules;
- Institutional mechanism to facilitate, support and coordinate the process of grassroots planning by COs;
- Capacity building, training and/or orientation of the stakeholders in grassroots planning, using the training modules and audio-visual aids;
- Demand-for-services plans;
- Services’ delivery plans;
- Participatory monitoring and impact assessment of the delivered services.

A short description of the extent to which each of the above mentioned components was implemented during the FAO project is as follows:

COMPONENT 1: PROCESS OF GRASSROOTS COMMUNITY BASED PLANNING

Based on an earlier assessment of the situation in AJK, a tentative process of grassroots, community based planning was outlined in the project design. The process comprised a certain procedure to be followed by the COs. The following steps were supposed to

serve as guidelines with room for adjustments depending on actual conditions in the project area:

- a) Identify, list in priority order, and define the major problems related to natural resources management, within the context of this project.
- b) Identify possible causes of the problems, both natural and those caused by people.
- c) Identify possible solutions of each problem and the resources needed to adopt the solutions, such as finance, labour, technical expertise, time, etc., with the assistance of agricultural extension staff.
- d) Determine the financial and/or labour contribution of the community towards possible solutions to the problems.
- e) Select the most desirable, but feasible solution.
- f) Prepare a tentative time table for possible services/interventions required from outside the community to implement the solutions.
- g) Identify government line departments and non-public institutions, which the community/agricultural extension facilitator is aware of and which have expertise to deliver the needed services/interventions.
- h) Put all the decisions reached on the above points in a tabular form and title it as rural community group demand plan, which will be merged later along with other such group demand-plans into a single cluster demand-plan, to be presented to the District Development Committee for discussion among stakeholders and for eventual integration into district development plan.

Guide on establishing grassroots planning mechanism

One of the planned outputs of the FAO project was the preparation and production of an illustrated guide on establishing grassroots planning mechanism, based on the project experiences. This guide was produced both in English and Urdu. The objective was the availability of the guide for the Community Development Programme so that the demand-driven approach could be popularized throughout the AJK region. As learned during the field visits, the guide is being used extensively by government departments and various NGOs. An abridged version of the guide is presented in the Attachment.

COMPONENT 2: COMMUNITY ORGANIZATIONS

As explained in a previous chapter, various donor-funded projects pursued strategy of community mobilization and established a large number of COs. Some of the COs comprised only male members, some only female members, and some both male and female members. It is important to point out that once people saw the advantages of working through the COs vis-à-vis individual farmer approach, they were motivated and the trend to form both men and women COs spread throughout the AJK. That is why when the FAO project was initiated, one of the criteria for selecting project sites was the existence of both male and female COs at those sites.

Box 2: Extension for Rural Women

Women Extension Cell, located within the Directorate of Extension carries main responsibility for delivering extension services to rural women. Many years ago, a UNDP/FAO project, in collaboration with the IFAD-financed Neelum and Jhelum Valleys Community Development Project, initiated a two-year extension-diploma programme exclusively for women. A significant number of young women graduated and got employed in the Directorate of Extension as well as in the field. This is still considered as pioneer example of woman-focused institution-building in this traditional region.

At present, three Lady Extension Officers (LEOs) and four Lady Extension Assistants (LEAs) are based at the Women Extension Cell while 16 LEAs are based in various districts in the field. Although the staff members are committed and several of them have improved their academic qualifications at their own cost since joining the service about 17 years ago, none of them has ever been promoted. The reason for this lack of career development was found to be a lack of necessary rules in the department. Hardly any refresher training has been provided to the staff and the Cell has not been included in any major project. There are no computers or any modern equipment to be used in the office or in field activities. The Cell has four 17 years old vehicles, obviously in quite poor condition. Also, there is negligible provision in the budget for operation and maintenance of the vehicles. As a result, the mobility of the extension staff is severely curtailed. On top of that, almost no funds are available for purchasing even small quantities of farm materials for demonstration or experimental purposes. The staff often has to spend from its own pocket for buying such materials.



Agricultural extension training in the field for women producers of AJK (M.H. Bhatti)

The selected sites had the following number of COs:

Tehsil Sehnsa (District Kotli): 137

Tehsil Rawalakot (District Poonch): 283

Tehsil Pallandri (District Sughnuti): 250

With this number of pre-existing COs, there was no need to create new COs for project purposes. However, several weak COs were strengthened through training of members. The process of creating and strengthening the COs has continued since then. Table-1³ shows the social mobilization activity for progressive creation, strengthening and consolidation of men, women and mixed COs in AJK since 2007.

Later, there was a move for consolidating the high number of COs for convenience in managing. For this purpose, Clusters were created by merging several COs in the same area although the COs still maintained their identity. The Clusters represented the interests of its member COs in district-level meetings in terms of extension and other services needed. A list of all the 63 Clusters located in AJK is presented in Table-2.

COMPONENT 3: TRAINING MODULES

As many as eight training modules were developed under the FAO pilot project. As discussed earlier with IFAD, these modules were to be used by the IFAD-financed Community Development Programme (CDP) which was being launched in the AJK region at the same time. A consultants' team of the project worked in collaboration with the staff of the Department of Agriculture, the CDP, and members of COs in three districts namely Kotli, Rawalakot and Pallandri, which constituted the project site. The contents of the training modules comprised necessary curricula, guidelines, specific learning objectives and lesson plans, as well as subject-matter on initiating and undertaking demand-driven extension and participatory community development activities.

Participatory preparation

Topics of training modules were decided keeping in view the grassroots planning process outlined in the project design. As the very philosophy of demand-driven and bottom-up extension approach required active participation of rural communities, the preparation of training modules was done in a truly participatory manner. The consultants' team organized discussion sessions and workshops of stakeholders at different locations. The participants included government line departments' staff, extension workers, district officials, NGOs, and representatives of COs. Active dialogue and discussions took place during these events, generating very useful inputs from various categories of the participants.

³ The Tables have not been included in the text due to their large size but have been placed after Boxes.



Members of a gender-mixed CO participating in the preparation of training modules (Mohammad Akmal)

Based on the information collected from the field, inputs obtained from various stakeholders and technical knowledge of all the consultants in the team, the training modules were prepared under technical guidance of the FAO Senior Officer for Agricultural Training and Extension responsible for designing and implementing the project.

Purpose of the training modules

The eight training modules were developed for the following purposes:

- a) Introduction to natural resources and their management including agriculture, horticulture, water-management, livestock, fisheries, forestry
- b) The process of grassroots planning leading to the preparation of multi-disciplinary demand-plans on natural resources management by rural communities to request services from public and non-public institutions
- c) How to perform as facilitators for rural community groups when the latter initiate the grassroots planning process
- d) Coordination among rural communities, different line departments and non-public institutions for the purpose of producing multi-disciplinary demand-plans and service-delivery plans
- e) Joint preparation of cost/labour-shared service-delivery plans, by government departments, non-public institutions and rural communities, based on the demand-plans prepared earlier by the rural communities

- f) Negotiation and contract preparation for “outsourcing” purposes, i.e. non-public institutions are given contracts for delivery of specific services against the funds to be provided by the government and/or the community who will receive the services
- g) Joint monitoring of quality and progress of the delivery of services to the rural communities
- h) Impact assessment of the services delivered to the rural communities.

COMPONENT 4: AUDIO-VISUAL AIDS FOR THE TRAINING MODULES

Digital production

A set of eight CDs was prepared containing the following audio-visual aids in digital form to facilitate the use of modules. A CD was prepared for each training module in English medium (in some cases Urdu versions were also included) containing:

- Training curriculum.
- A set of Power Point presentations.
- A set of overhead transparencies.
- A set of posters.
- A set of flip-charts.
- A set of video footage.

These materials were used by the staff of the extension services of ESMA to train the various groups in a variety of topics (see Table-3).

COMPONENT 5: INSTITUTIONAL MECHANISM

Initial arrangements

Although the formulation of policies and the allocation of annual budget take place in the AJK capital Muzaffarabad, the district-level administrative structure is of key importance not only due to being close to rural communities but also as vital link between the centre and villages. The FAO pilot project design included the creation of a District Project Support Committee in each project district. The membership of the Committee was to comprise the District Agricultural Officer, district-level officials of line departments related to natural resources management⁴, representatives of non-public institutions interested in delivering community services, and representatives of rural communities in the project districts. It was proposed that the District Committee be chaired by the most senior government officer in the district dealing with natural resource management, while the District Agricultural Officer could function as secretary to the Committee. The Committee was to meet from time to time, as needed, with the following Terms of Reference:

- (i) To assess the progress of the project.

⁴ The emphasis on natural resources was due to the technical thrust of the project, that is, for introducing demand-driven extension approach for natural resources management, a need which was and is still dominant in the mountainous region of AJK and covers agricultural components as well.

Box 3: The AJK - Rural Support Programme (AJK-RSP)

- An apex body, AJK-RSP, was created by the AJK Government on 29 October 2007, for the main purpose of sustaining and institutionalizing the achievements of key projects, which have promoted or are presently promoting the community based planning and demand-driven services approach.
- With the understanding that the AJK-RSP will receive total endowment in the amount of Rupees 250 million from the Government of Pakistan, just as other provincial RSPs have received; it was paid the first installment of Rupees 35 million upon its creation. This amount was mostly spent on staff salaries. On top of that amount, the organization received Rupees 150 million from the AJK Council for procurement of a significant number of vehicles, and construction of offices on land acquired from the government.
- A 15-member Board of Directors was formed to operate the AJK-RSP. The Board's chairman was Prime Minister, the vice-chairman was Chief Secretary, and four members from the government were Additional Chief Secretary and individual Secretaries of the Departments of Finance, Agriculture, Local Government, and Rural Development. The Chief Executive Officer (CEO) of the organization was to serve as Secretary to the Board of Directors. In addition, eight members, one from each district, were to be elected by the Village Councils.
- The organization was to have, besides the head-office in Muzaffarabad, six regional offices, 23 sub-divisional offices, and a Human and Institutional Development Centre in Muzaffarabad. As learned in a meeting at the AJK-RSP office, in total 70 staff members were recruited. The staff was given unusually high salary as compared to the normal salary structure of the government.
- Major activities undertaken by the AJK-RSP included: formation of the Village Councils, conducting of socio-economic surveys, organization of training programmes, preparation of project proposals, and management of women empowerment centres.
- Within a year of its creation, the new organization apparently received criticism mainly on the grounds of huge bureaucratic structure, too much dominance by the government, a large number of staff dependence on government money, use of endowment fund for salaries while it was meant for attracting business to make the new organization financially self-sufficient, purchase of a large fleet of vehicles, and very high salary structure.
- With the recent change in the government, major policy decisions have been made to re-structure the AJK-RSP as follows: (a) the entire staff including the CEO has been removed; (b) a new organizational structure has been drafted; (c) the Prime-Minister has relinquished the chairmanship of the Board of Directors; (d) the chairmanship of the Board of Directors has been given to the present Chairman of the National Rural Support Programme, a prominent non-government person with years of grassroots community-level experience and leadership; (e) a person, who is from the AJK region and has been a senior government officer in the past, has been nominated as the new CEO; (f) both the number of staff and salary-levels are expected to be lowered significantly; (g) it has been learnt that the government has decided that the CDP hand over the responsibility for project activities in four districts to the AJK-RSP at the end of 2009.

- (ii) To facilitate the implementation of project activities and take necessary action to remove any bottlenecks identified.
- (iii) To provide technical specialists' assistance to the community groups on their request in the matters of technical feasibility and cost estimates for alternate solutions to natural resources-related problems, suggested by the groups.
- (iv) To approve and integrate the cluster demand-plans (prepared by merging several individual rural community group demand-plans), in the district development plans.
- (v) To take action for obtaining funds from the IFAD-financed Community Development Programme in case there is not sufficient district budget to meet the demands of the community.
- (vi) To facilitate the preparation of plans for service delivery by public and private institutions.
- (vii) To ensure continued provision of national, district or *tehsil* level subject-matter specialists' technical support to agricultural extension staff, especially in subjects like fisheries and forestry, which are not traditionally covered by agricultural extension workers;
- (viii) To assist in the preparation of contracts for hiring private institutions for delivery of specific services with government funds, and in facilitating community-sharing arrangements in the delivery of services.

Later arrangements

Although strong emphasis was laid by FAO on the importance of this institutional arrangement in each project district, their creation never materialized, because the government was already in the process of creating District Coordination Committees (DCCs) as district-level institutional arrangement for implementing the CDP which was soon to be launched. The DCCs were to have coordinating representatives of both government and NGOs.

When the FAO Community-LADDERS project started in 2005, it created district-level LADDER-Teams. The composition of LADDER-Team is the same as of the DCCs plus the civil society representatives such as those of COs.

COMPONENT 6: CAPACITY BUILDING AND TRAINING

Choice of training institution

Although there were a significant number of public and private institutions in Pakistan, which were qualified to provide training to various groups, the priority was given to a local institution in the interest of institution-building in the AJK region. This institution was the Extension Services Management Academy (ESMA), located in Garhi Dopatta, at about one-hour drive from Muzaffarabad.



A picture of the Extension Services Management Academy taken on the occasion of a capacity building workshop on natural resources management in 2004. This building was destroyed in the October 2005 earthquake (Obaidullah Kehar)

ESMA is a public sector institution under the Department of Agriculture, which was established in 1994 through the up-gradation of the 22-year old In-service Training Institute with financial and technical assistance of UNDP and FAO. ESMA became the only institution in the region not only to continue offering the old two-year diploma programme for “producing” Field Assistants (agricultural extension workers) and Stock Assistants (livestock extension workers) but it also started a two-year diploma programme of Women Agriculture Extension Officers - a real novelty in the traditional and poor region. Among the other departments established at ESMA was the Department of Continuing Education and Materials Development offering short-term courses on regular basis, as well as demand-based tailor-made training courses for government departments, projects and NGOs. ESMA also established an outreach programme under which men and women being taught in classrooms were also exposed to real-life problems and issues of rural communities through outdoor field assignments. In total, five departments were established at ESMA: Agriculture Sciences; Animal Sciences; Continuing Education and Materials Development; Gender and Development; and Outreach and Institutional Development.

ESMA, headed by a Director-General from the Department of Agriculture, had a relatively small but lush green campus, surrounded by green hills. It had excellent office buildings, student residential facilities, laboratories and audio-visual equipment, not to mention qualified male and female training staff hired against regular posts, as

well as on short-term contracts mostly from Pakistani institutions. Efforts were being made to move the status of ESMA from a fully public institution to a self-supporting semi or completely autonomous training institution. Unfortunately, the October 2005 earthquake destroyed most buildings of ESMA and killed some employees. Reconstruction efforts were started around 2008 and presently training programmes are being run from makeshift shelter arrangements comprising tents.

ESMA entered into contract with FAO and executed training for various groups under the pilot project. A substantial part of training was carried out outdoors with the involvement of field extension staff and CO members. The staff of some other projects such as the National Rural Support Programme also participated and benefitted from training.

Training provided

ESMA provided training to various groups, each in specific training area as identified in the pilot project design and as needed to support the CDP. The trainee groups included agricultural extension staff from district and field level, rural community leaders, district officers of government line departments, representatives of non-public institutions, members of DCCs, and senior policy level decision-makers (they were provided orientation, not training). Table-3 shows training topics, trainee groups for each topic and suggested duration of training.



Outdoor training session in team-building (Obaidullah Kehar)



*A Lady Extension Officer discusses field problems with women producers
(M.H. Bhatti)*

COMPONENT 7: DEMAND-FOR-SERVICES PLANS

Under the capacity building of the COs, the groups were passed through mock exercises for producing the demand-for-services plans to make them fully understand the grassroots planning process. Field extension workers and the district-level staff also participated in the exercise. Some forms were also drafted by the project's consultants' team, which community groups could use for preparing demand-for-services plans.

Although the earthquake seriously disrupted the process of grassroots, community based planning for demanding extension services, this process was re-started by the government officials and rural communities after the reconstruction and rehabilitation reached a relatively satisfactory level.

The process of community based planning and a variety of audio-visual materials produced by the pilot FAO project have been used by an ongoing FAO project UTF/PAK/096/PAK (Community-LADDERS) for strengthening the grassroots planning process and the district-level institutional mechanism for following the demand-driven approach. This particular project which focuses on capacity building and technical assistance was formulated in support of the CDP. As agreed earlier by IFAD and FAO, the CDP extended, in collaboration with the Community-LADDERS project, the process of grassroots planning to other districts of the AJK, using the materials produced by the pilot FAO project.



Charts prepared by a rural CO during the preparation of demand-for-services plans (Obaidullah Kehar)

As the CDP involved several disciplines (agriculture, natural resources, livestock, etc.), the community based planning process was used for preparing multi-disciplinary VDPs covering all demanded services including agricultural extension, a practice which is actively used by the COs and endorsed by the government.

COMPONENT 8: SERVICES' DELIVERY PLANS

Necessary forms were being prepared for this purpose with further plans that the community groups would be passed through the delivery exercise along with potential service-providers. This would have been the final phase of the FAO project but that is when the earthquake disrupted the process. Certain villages which had been active in this project were wiped out along with their inhabitants. This enormous tragedy did not allow the completion of the few remaining activities of the project. Presently, the line departments are being encouraged by the government to prepare their work plans based on the Village Development Plans prepared by the COs so that services included in the VDPs could be delivered.

COMPONENT 9: MONITORING AND IMPACT ASSESSMENT OF DELIVERED SERVICES

This particular component has not been implemented so far as the mechanism of services delivery is still weak. However, the importance of the much needed participatory monitoring of the delivery of demanded services and the socio-economic and environmental impact of the delivered services is fully recognized by the

government. It is expected that with the passing of time, this particular component will be incorporated in the delivery of services part of the demand-driven services process.

Attitude of Various Key Stakeholders towards the Demand-driven Approach

The AJK is a traditional and poor region where the government is the main supplier of extension and other services at no cost to its smallholders. As such, the most important stakeholders are just two: rural men and women, and government officials.

Rural men and women

Once the concept of demand-driven approach for extension services was explained to the members of COs, both men and women participated in all relevant exercises enthusiastically. People travelled from far in order to actively participate in developing the training modules irrespective of their formal academic qualifications, which was nominal or completely absent in most cases. People like the demand-driven concept very much first, due to its emphasis on the provision of services based on their real priorities and second, because the district-level institutional mechanism provided an opportunity to voicing their concerns about the delivery of services. The new approach in this traditional and poverty-stricken region has clearly empowered the rural communities.

It was evident that women especially felt proud of having a say in the decision-making process. Women COs were as active as men COs, if not more. They kept their meeting records in order and made sure that any loans taken from the project for development activities were returned on time. Women were found to be more vocal in district-level meetings of line departments and COs' representatives and in some meetings they held the heads of line departments accountable for unsatisfactory delivery of demanded services, something unique in this region where top-down and supply-driven extension approach has been followed for decades. Like men, many women created their own NGOs after passing through the empowerment experience.

The self-help tendency has increased and total dependency on the government for services is visibly on decline. Another impact is the increased knowledge of CO members about sources of funds other than the government, which they try to explore for funding their development activities. Several communities have formed their own NGOs, Clusters comprising several COs, and Local Support Organizations.

Government officials

Most government officials supported the concept of demand-driven and community based planning for extension and other services. This was especially true at senior administrative level.

At district-level, where government officers are supposed to undertake development activities, there was general consensus that the demand-driven approach is positive, but in some cases line department staff felt a bit uncomfortable when CO members asked for explanation in the district meetings why their requested services were not delivered. The delivery of services needs streamlining, and coordination with the community based VDP planning.

The frontline field staff such as Field Assistants and Stock Assistants needs more training to fully comprehend the concept and its role in implementing the new approach. For the time being, the service delivery is mainly handled by the government line departments due to non-existence of viable private sector. The emerging of NGOs from within the rural communities is a positive development and it is expected that their contribution to services' delivery will be significant in the near future.

So far, no opposition has been observed from politicians and elected officials to the practice of community based planning for following the demand-driven approach. It will be better, however, to take steps to formally institutionalize the bottom-up approach in the extension system. Also, it is very important to keep the COs away from political or religious interference, and use them only for development activities.



Members of a rural CO preparing a Village Development Plan for demanding services (Obaidullah Kehar)

5. MERGER OF THE DEMAND-DRIVEN EXTENSION APPROACH INTO THE COMMUNITY DEVELOPMENT PROGRAMME

Both IFAD and FAO had agreed that whatever technical documents will be produced under the FAO pilot project, they will also bear IFAD logo besides those of the government and FAO. It was also agreed that as intended by IFAD, the demand-driven approach for extension and other services will be extended to the entire AJK region under the CDP. By the time CDP was started with some unexpected delay, the FAO pilot project had been implemented more than half-way. With the objective that the demand-driven approach be well integrated in the CDP, FAO formulated the three-year project UTF/PAK/096/PAK called “Community-LADDERS (Learning and Action for Demand-Driven Extension and Rural Services) in support of the CDP, with a budget of about USD 3.1 million, drawn from the budget of the CDP with the government’s consent.

The formulation of the Community-LADDERS project was indeed timely and useful for AJK because although the FAO pilot project did commendable groundwork for initiating the demand-driven approach and also produced excellent training modules and other audio-visual materials, the full process of preparing the demand-driven extension and other services plans by the COs and the delivery of the demanded services by the government and non-public service-providers could not be incorporated into government procedures due to the earthquake. The Community-LADDERS project filled in this gap and provided valuable technical and operational support in the implementation of the CDP, which was its main mandate.

Community-LADDERS Project

The CDP, in whose support Community-LADDERS project was launched, is a seven-year project that is supposed to provide support to 4 000 community groups in rural areas of AJK. The CDP uses participatory approaches and promotes the involvement of women and the poor. The CDP activities include savings and credit schemes, the development of social and economic infrastructure, and strengthening of natural resources management. The CDP is headed by a government-appointed National Programme Director. The Community-LADDERS project was formulated to provide a range of services within the framework of the CDP. These services included the provision of training, technical assistance and the procurement of vehicles and other equipment, but the main focus was on capacity building.

The objective of the services provided through the Community-LADDERS was to institutionalize a collaborative and demand-driven approach to the provision of extension and other rural services in support of community development throughout AJK. These services were planned under the following four components:

1. Strengthening the capacity of COs to identify development opportunities and access to relevant services;
2. Strengthening the capacity of government agencies to provide demand-driven services that are relevant to the needs of COs;
3. Strengthening stakeholder collaboration at district-level;
4. Improving the capacity of the Programme Management Unit (PMU) and District Project Offices (DPOs) to manage the CDP.

The Unilateral Trust Fund (UTF) Agreement between the government and FAO under which the Community-LADDERS project was to operate, included the demand-driven approach to the provision of technical assistance and training activities which was developed under the FAO pilot project. It was planned that COs, NGOs and the government's line departments will be able to submit proposals that will be appraised and funded under the Community-LADDERS project. The UTF Agreement also included some pre-determined inputs aimed at strengthening management information systems, the production of extension materials, and the provision of advice aimed at enhancing benefits for women. Experiential learning activities were to be carried out in all seven districts of AJK to promote collaboration between government and service-providers.



A training workshop on agricultural aspects of village development organized jointly by the IFAD-financed Community Development Programme and the FAO Community-LADDERS project (Rab Nawaz Khan)

A Senior National Management Advisor was appointed by FAO, who was to be supported by several national and international consultants, and implement the Community-LADDERS project in active collaboration with the National Programme Director of CDP. Offices of the Community-LADDERS and the CDP are located in the same building and their cooperation in all practical matters has been excellent.

Merger of District-level Institutional Mechanisms

As mentioned earlier, the creation of a District Project Support Committee, recommended for the FAO pilot project, never materialized because the government was already in the process of creating District Coordination Committees (DCCs) for the CDP. The DCCs were to be composed of both government and NGOs. When the Community-LADDERS project started, it created LADDER-Teams, the composition of which comprises the same as the DCCs, as well as the civil society representatives such as those of COs.



Group work in a training workshop (Obaidullah Kehar)

As the CDP Director is based at the programme headquarters in Muzaffarabad, one District Programme Officer (DPO) was appointed in each district for implementing CDP support activities in the field. All DPOs are administratively under the CDP Director and they work in collaboration with the members of DCCs and the LADDER-Teams, which hold regular meetings at district offices, to discuss the

implementation of Village Development Plans prepared by COs. The positions of CDP-funded DPOs may be abolished when the CDP ends. It is envisaged that the DCCs and the LADDER-Teams will be merged into one when both CDP and the Community-LADDER project come to their end. Irrespective of what decision the government took at that time, the much needed district coordination mechanism for monitoring and supporting demand-driven services approach and integrating CDP into official district programmes is presently functioning satisfactorily.

6. CURRENT STATUS OF THE ADOPTION OF THE DEMAND-DRIVEN SERVICES APPROACH

An analysis of the information collected through discussions with relevant government officials, project staff and CO members, and field observations reveals the following:

Geographical coverage

The full process, from the community based planning to the delivery of demanded services, has not yet reached all the districts of AJK. Four districts namely Bagh, Poonch, Palandri and Kotli are ahead of the remaining five⁵ districts in this respect.

Capacity building

The Community-LADDERS project has done a commendable job of capacity building of a large number of individuals from government and non-government organizations and communities for following the demand-driven process for obtaining various kinds of services. This capacity building has been done in support of the CDP, which is following the community based planning approach. The demand-driven extension model and the capacity building materials, developed under the FAO pilot project, are being used in the training of the COs. The training programme is expected to continue until the end of the Community-LADDERS project.

The project has provided orientation to senior officials of the line departments in the concept of community based planning. But the front-line field staff, especially the Field Assistants of the Agriculture Department and the Stock Assistants of the Livestock Department, has little comprehension of the concept and the process. These front-line extension agents do not participate in the formulation of VDPs by the COs and this could affect the technical quality of VDPs. It is important that this field staff be given necessary training to enable and encourage them to contribute to the community based planning process.

Use of key training materials

A guide on grassroots planning (both English and Urdu versions) and eight training modules prepared under the FAO pilot project are being used not only by the Community-LADDERS project but also by many public and private institutions such as AJK Rural Support Programme and NGOs.

⁵ There were previously total of eight districts; one more district, Neelum, has recently been added by the government.



A trainee explains a village profile prepared by a group in a training workshop on planning for demand-driven services, while a female member of the group watches (Obadullah Kehar)

Rural community-generated Village Development Plans

The practice of community based planning for demanding extension and other services by male and female COs through Clusters⁶ has been widely adopted. As such, COs have been preparing VDPs, which are multi-disciplinary in character. Table-4 shows progressive adoption of the practice of preparing VDPs and Cluster Plans (CLRPs) in various districts since 2007. An example of a cluster and a district plan are attached in Appendix 5.

Development Plans were established at various levels: village development plans were prepared by COs, the VDPs were summarized as cluster plans of a group of COs (cluster), and the cluster plans were used to draw district development plans (see Appendix 4). However, there is still plenty of room for further improvement, i.e. fine-tuning of the planning process through refresher training of COs where needed. Such training is especially needed for newly formed COs.

Provision of demanded services

The delivery of services is weak and needs to be strengthened. There are no private companies in the region interested in the provision of services. Therefore, with the

⁶ A Cluster comprises representatives of several COs. Communities Local Support Organizations (LSOs) are above COs but below Clusters in terms of their status level.

exception of a few cases where NGOs provided some services, these are mainly government line departments which are engaged in providing services to rural communities, but in the same old fashion as in the past. However, one positive change is that representatives of the line departments and of Clusters have started discussing the implementation of VDPs in monthly district-level meetings. In the same meetings, funds are allocated and plans drawn for delivery of the services demanded by the Clusters. This “dialogue” between services-demanders and service-providers is an indeed significant improvement over the old practice where no communication took place between government departments and the communities regarding services.



A female CO in discussion with male extension workers (Obaidullah Kehar)

Although the tendency among the COs and Clusters to prepare VDPs is on rise, the line departments are behind in following their part of the process. This is because, by and large, their individual Annual Plans of Operations (APOs) are based on the amount of funds available and on their own belief about which activities are important for which areas. As such, there is no systematic participation of rural communities in this part of the procedure. It must be pointed out that as regular government budgets for the line departments are usually very low, the departments have to depend on the funds of the CDP for delivering the services demanded by the community through VDPs. This compels them to take into consideration the VDPs while preparing their APOs

otherwise they will receive no funds from the CDP. The obvious fear in this case is that the departments will most probably give up this forced practice when the CDP comes to its end in about two years and its funds are not available any more.

There is no formal operational linkage between the line departments and COs or Clusters. The magnitude of the services' delivery is rather small, the operational budget allocation to the line departments is low, and there are no viable and willing private commercial companies for delivery of services to COs. Also, the line departments do not seem to like outsourcing out of the fear that their own authority will be undermined. These factors do not yet allow the initiation of outsourcing modality for involving the non-public sector in the delivery of services.

Although the line departments in some districts have started informally preparing their APOs on the basis of VDPs, developed by the COs, yet this practice needs to be formalized and institutionalized possibly through a formal government directive. Otherwise, the informal practice may not be sustained after the project ends.

Unlike in the past, COs do not entirely depend on the line departments for delivery of services. They also contact civil society institutions that mushroomed in the region after the earthquake, and some of which still maintain their presence in the area and are willing to provide services needed by the rural communities.

Lack of monitoring and evaluation

As there are presently no formal work plans prepared by the line departments to deliver services systematically according to a schedule, there is no participatory monitoring, evaluation or impact assessment of the services received by the communities on ad hoc basis.

Empowerment of communities

Informal accountability of the line departments to the COs has been observed in some cases during the monthly meetings of the community members and the line department officials in which the even elderly female community members challenged the officials about delay in or a lack of delivery of certain scheduled services. This is something never seen before and is an indicator of COs empowerment through grassroots planning process.

District-level institutional mechanism

The DCCs, formed under the CDP, now exist in each district. The LADDER-Teams have also been created in the districts under the Community-LADDERS project, comprising representatives of both government and community representatives. These bodies, however, need skills for integrating the VDPs into government development plans as a routine procedure.

Proposals included in the VDPs of COs are considered for possible funding by the DCCs in meetings chaired by the Director of CDP. The LADDER-Teams, which otherwise actively collaborate with the Committees, are excluded from the fund-allocation meetings, which seems to be an odd practice.



Meeting of a male CO (M.H. Bhatti)

Financial Aspects

Most relevant projects' budgets

The three recent projects, which were most relevant in introducing and/or spreading and strengthening the demand-driven approach for extension and other services in the AJK, had the following budgets:

The demand-driven extension approach was introduced in the AJK by FAO through a two-year pilot project TCP/PAK/2905 with total budget of USD 375 000. This budget included about USD 100 000 for national and international consultants, USD 37 000 for contracts mainly for capacity building, about USD 55 000 for training, about USD 38 000 for audio-visual equipment, about USD 40 000 for FAO technical support services and about USD14 000 for general operating expenses.

This project was followed by a three-year FAO UTF project, UTF/PAK/096/PAK, known as Community-LADDERS, with a total budget of USD 3 117 150. Out of this budget, about USD 440 000 was allocated to the training component and about USD 500 000 was meant for national and international consultants.

At the same time, the IFAD-financed Community Development Programme was started, with a budget of about USD 26 million. The Community-LADDERS project and the CDP worked hand-in-hand, with a lot of common planning for field activities.

Cost of forming COs

In the AJK area, the average cost of forming one CO, including the use of social mobilization workers and management, is about Rs. 20 000. However, if the village resource persons are used instead of social mobilization workers then the cost is one fifth, that is, Rs. 4 000.⁷

Cost of capacity building

The capacity building and training costs could vary depending on several factors. Such factors are number of trainees, length of training programme, frequency of training sessions, types of training materials, types of audio-visual aids, cost of training specialists, cost of physical facilities, travel and board costs, etc.

Funding - A sustainability issue

As mentioned above, a number of donor-funded projects have been involved in introducing and/or expanding and strengthening the demand-driven, community based approach for extension and other services. There is a lot of work still needed in proper institutionalization of the approach throughout the region. It may, however, not be possible if no further donor-assisted projects are available. The AJK government is not in a position to continue interventions at the same level on its own due to limited financial resources. It is expected that the government, in view of its present commitment, will continue at least some key activities to strengthen the new approach. The creation of the AJK-Rural Support Programme is a step in right direction. The AJK does have well trained human resources, but the new organization will still require adequate funding to sustain the gains of the projects.

⁷ *Source:* Presentation by Agha Ali Jawad, General Manager, NRSP (National Rural Support Programme) in “Community Organization Cost Analysis Workshop in RSPN (Rural Support Programme Network)”, held in 2009. At the time of fieldwork for this study in Pakistan, one US dollar was equal to 80 Pakistani Rupees.

7. LESSONS LEARNED

Political will and financial commitment

- A demonstrated political will and allocation of necessary funds to start a bottom-up, community-planning based demand-driven approach for rural and agricultural development is a very important pre-requisite. This is because, in some cases, conservative politicians or government bureaucracy may oppose the approach out of the fear that it will empower rural communities which could hold them accountable for non-provision of the needed services. As proved in the case under study, the commitment of policy-level government officials was the main driving force behind successful introduction of the demand-driven approach.

Project/programme design

- Any project for introducing or strengthening demand-driven extension approach must have appropriate exit strategy including sustainability arrangements included in its design.
- Sustainability of a new concept like demand-driven extension approach is assured only if a long-term programme rather than short-period projects is prepared in line with the government development policy and fully integrated into government development programme institutionally, financially and operationally.
- Active involvement of government departments must be included from the very beginning in any project or programme designed for introducing the demand-driven modality.

Community organization and gender-sensitive participation

- During the introduction of the demand-driven extension approach, where COs or farmers' groups already exist, it will be better to strengthen them in case they are weak, and start working through them rather than forming new organizations.
- Men and women who have experience in rural community mobilization through their work under donor-funded projects are valuable human resources and should be recruited to function as facilitators or for that matter for any effort at introducing the demand-driven approach.
- It is necessary to keep reminding rural communities from the very beginning of introducing the demand-driven approach why active participation of women alongside men is important for bringing meaningful development to the area. Women's organizations in the case under study were found to be more vigilant about fulfilling their commitments than the men's organizations.

- In cases where general agricultural and rural development concerns are to be addressed through the demand-driven approach, mixed-gender COs may be more appropriate. However, in those cases where only women issues are the subject, it may be better to form separate women's organizations.
- In terms of forming COs, it is better to start with simple, informal groups of farmers and then gradually develop them overtime into formal and more sophisticated organizations through capacity building and legalizing.
- Contributions by rural communities to their development projects at early stage in cash or kind, such as provision of free labour, ascertain their commitment in implementing the projects, develop their confidence and self-pride and give them a sense of ownership.

Preparation of Demand-for-Services Plans

- The adoption of grassroots planning needs some time to become popular. For example, certain basic things such as forms for merging district development plans with the demand-for-services plans from rural communities, for outsourcing contracts to private institutions, and for preparing services delivery plans are still to be prepared in addition to some draft forms which were prepared under the FAO project.
- The preparation of district development plans not on the basis of budget provided to district heads but on the basis of the demand for services from the communities was absolutely new experience for the heads of all departments. With the passage of time, they will see benefits of the bottom-up approach.
- The preparation of comprehensive, multi-disciplinary plans for demanding various kinds of services are more attractive to COs than those plans which focus on single discipline services.
- Village Development Plans or multi-disciplinary plans for services should include not only non-tangible services like extension but also tangible services like building of aquaculture pond.
- Government line departments should have formal directive from the Ministry of Agriculture for assisting the COs in preparing their demand-for-services plans as well as to prepare their work plans on the basis of community plans.

Capacity building

- Quality capacity building of all stakeholders is a pre-requisite for successful introduction of the demand-driven extension approach. Training should be frequent because only one-time training is not sufficient to change the decades old top-down planning and supply-driven delivery of services behaviour of government field staff.

- Important institution building could occur during the course of putting the demand-driven extension into action if local institutions are given responsibility to perform certain tasks under contract and be provided with necessary technical guidance. As noticed in the case under study, even COs can transform themselves into NGOs which could play important role in the development of farm families.
- Individual staff of some departments did not appreciate the importance of training. It is, therefore, important to provide a good briefing on the benefits of such training to the staff before actual training sessions are started.
- Members of some rural communities, which are far located, faced difficulties in reaching the training site. Necessary arrangements should be made so that participants from such communities could either reach the training site one day earlier or the training site should be selected at a more central location, convenient to all participating communities.
- Simple audio-visual aids such as posters, charts, flip charts, brochures and leaflets are useful for training purposes in those areas which do not have electricity. Awareness and training materials written in easy-to-understand local language are useful when any trainee group has limited literacy level.

Institutional aspects

- The district-level institutional mechanism, District Development Committees (DDCs), took long time in their creation even though these committees are single most important institution in the establishment process of demand-driven extension and grassroots planning. This underlines the need for urgent action on institutional aspects by the relevant policy level decision-makers.
- A lack of coordination was noticed among several public departments which are supposed to provide services to rural communities. The DDCs should address this problem both at district and village level.
- Certain national NGOs were found to be very active and cooperative. The extension staff as facilitators and the rural communities as recipients of services should take note of efficient and competent NGOs and other non-public institutions willing to provide services.
- The agricultural extension staff lacked sufficient travel funds and daily subsistence allowance in some cases. This problem can be solved if operational budgets could be prepared in advance of training sessions and other field activities. The budget could be made a part of training plan.
- Linkages with relevant institutions such as agricultural academic institutions and research institutes need to be strengthened in order to draw benefit from their human and physical resources.

Outsourcing feasibility

- The use of resourcing modality will not be possible in a region if: (a) the scope of demanded services is small; (b) private sector in infancy stage or completely absent; (c) government line departments which carry the main burden of services' delivery feel that their well established and recognized authority will be undermined.

Provision and use of equipment

- Some line departments at district level resented the provision of equipment to the agricultural offices covered by the project claiming that they should also be entitled as they are involved in extension activities. This issue could be resolved on the basis of the extent of demand for each department's services received from rural communities in the form of demand-for-services plans; the higher the demand of services from a particular department the higher the facilities to be provided to that department including equipment and operational budget. Also, if the equipment is insufficient and there is no budget for further purchase, the departments can reach an agreement on which department will use the equipment on which day.
- Computer and other electronic equipment are most useful only when relevant staff has been trained in their operation and maintenance, and at least some technical help for trouble-shooting is available through companies or individual technicians.

8. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Demand-driven approach enjoyed by empowered rural communities

- The demand-driven approach, introduced initially for extension services, is being used by the COs for demanding multi-disciplinary services for their development. Beyond doubt, both men and especially women COs have been empowered by adopting the grassroots planning mechanism. This is evident from their strong motivation to create local NGOs, Clusters and Local Support Organizations in villages as well as from the active and constructive dialogue that takes place between government officials and community representatives at periodic district level meetings. In some instances, district level government officials have been found to be somewhat uncomfortable due to strong interventions by the community representatives, especially women.

Government support for demand-driven approach

- There is ample evidence in the field that the demand-driven approach for agricultural extension and other services has taken roots in the AJK region. Most government officials have supported the new approach even though many of them are not adequately familiar with the details of the concept, rationale and the process of grassroots community based planning. There is no doubt that the involvement of government officials at all levels has enhanced the adoption of the new concept but the officials need more understanding of the evolving, bottom-up planning process as well as the rationale behind the provision of demand-based rather than supply-driven services to rural communities.

Communities' preference for multi-disciplinary services

- Although it cannot be concluded at this time that the extension services in the AJK have firmly become demand-driven yet it is indeed satisfying to see how the process of grassroots community based planning for demanding extension services, introduced only a few years back in this traditional region, has been adopted by rural communities for a larger purpose. The process is now used not just for the purpose of demanding agricultural extension services but for a variety of tangible and non-tangible services. This is done through the preparation of multi-disciplinary plans, rightly called as VDPs.

Enhanced self-help tendency

- The self-help tendency among villagers has increased and the dependency on the government for services is visibly on decline. Another impact seen after the earthquake, which struck the region in 2005, is the increased knowledge of COs' members about possible sources of funds other than the government, which they try to explore for funding their development activities.

Women in the forefront

- There are not many traditional and poor places in developing countries where such an impressive example of gender-sensitivity can be seen as observed in the AJK region. Gender-sensitivity has been an essential factor kept in view while organizing the COs in villages. Women are in the forefront of rural and agricultural development programmes and, no surprise, some of them were recently sent on overseas study-tours under an FAO project. Women hold offices in COs and are visibly vocal in district meetings, demanding explanation from government officials if the services requested by them have not been satisfactorily delivered.

Small, coherent rural communities: a positive factor

- With the exception of a couple of districts, almost all villages in the AJK are mountainous. They are small and the resident families know one another. As such, the appreciation of different types of common problems faced by them and the need for their solutions is quite evident. The coherent nature of the rural population and small size of rural communities has been a positive factor in popularizing the concept of demand-driven approach and the need for community based planning for this purpose.

Valuable human capital

- There are sufficient number of men and women from AJK who have received training in social mobilization under various rural community-focused donor-funded projects. Most of them have also passed through first-hand experience of working with rural men and women. Many of them actively participated in the capacity building exercises organized for the introduction of the demand-driven approach.

Sustainability issue

- There is no guarantee that opportunities to keep the trained local staff and COs engaged in the demand-driven approach will keep coming from donors in the form of sizable projects focused on rural community development. The government unfortunately does not have adequate financial resources to sustain the gains through relevant projects. The AJK-Rural Support Programme (AJK-RSP) has been created

to deal with precisely this kind of situation but it needs a lot of strengthening before it can deliver effectively.

Recommendations

The following recommendations are aimed at strengthening the demand-driven approach for extension and other services in the AJK.

Sustain district level institutional mechanism and improve working partnership between the government and communities

- The District Programme Officers, who have been hired with the CDP funds, occupy temporary positions funded by the CDP unless those positions are changed into regular government postings, which is a costly option. It will therefore be better if functions of the DPOs, i.e. coordination, preparation of VDPs by the Clusters, organization of monthly meetings for dialogue between rural community representatives and government service-provider line departments, confirmation of the availability of required funds, and delivery by the line departments or some other service-providers, could be handed over to the LADDER-Team as the CDP is scheduled to end on 30 June, 2011. Such a step will strengthen the working partnership between the government and community representatives on sustained basis.
- The district-level coordination mechanism - an excellent forum for dialogue between the government departments and community representatives - has already been established in at least four “mature” districts in the form of DCCs and LADDER-Teams. It is an indeed valuable achievement in terms of institution-building. It is crucial that before the CDP and Community-LADDERS project come to an end, the re-structured AJK-Rural Support Programme (AJK-RSP) should gradually start taking over activities of the CDP and place a person in district office who will perform the same functions as the present DPOs. The AJK-RSP should strengthen such mechanism in those districts which are still weak, and at the same time continue the present process of community based planning for demanding services in the “mature” districts.
- A decision from the government is needed that the DCCs in collaboration with the LADDER-Teams should formally carry out responsibilities of reviewing the VDPs for their soundness, integrating the VDPs into routine government development plans, and deciding which services included in the VDPs will be delivered by which line departments.⁸ It is also important that the LADDER-Teams should not

⁸ At this time, only government line departments are the services-providers, because a lack of capable non-public institutions in the region and rather small scope of services delivery do not allow outsourcing. Even though outsourcing is not fully practiced, the project still makes use of resource persons, such as Community Activists, from experienced Local Support Organizations and Clusters in capacity building activities for relatively weak COs.

be barred from participating in the meetings of the DCCs which are held under the chairmanship of the CDP Director to discuss funding of the VDPs.

- Decisions need to be made by the DCCs with support from the LADDER-Teams on which line departments would provide which services to which COs following mutually agreed schedules.
- The coordination mechanism staff at the district level needs to advise the COs or Clusters that they should not seek funding from different sources for different components of the VDPs. The VDPs should be considered as a single entity and as such a single source of funding should be sought.
- The organization of joint sessions of representatives of the line departments and Clusters at suitable intervals is needed for fine-tuning both the departmental APOs and detailed work plans including delivery schedules for various services. Copies of schedules of the delivery of services should be provided to relevant Clusters.
- Cluster members should monitor the delivery of services in line with the delivery schedules given to them by the line departments. Records of the delivery (dates and any observations regarding quality) of services should also be maintained by the Clusters.
- Evaluation and socio-economic impact assessment should be undertaken jointly by the Clusters and service-provider departments, and the findings should be sent by the DCCs to all concerned, with the aim of improving the quality of future service delivery.

Assure sustained funding beyond donors' assistance

- Presently, the CDP is the main source of funding for the line departments for delivering extension and other services to the community, based on the VDPs. As indicated in the Loan Agreement signed between the government and IFAD, the communities are required to contribute 20 percent of the total cost of a needed physical facility (like school, first-aid post, road and other such tangible infrastructure) in the form of cash and/or kind such as labour or piece of land. This cost-sharing arrangement does not apply to the delivery of services like extension. Routine operational budgets allocated to various line departments by the government are embarrassingly low and it will be almost impossible for the departments to provide the services demanded by the Clusters once the CDP ends. It is, therefore, important that the government start locating appropriate sources of funding for field activities of the line departments well before end of the CDP.

Strengthen existing COs instead of creating new ones

- The tendency of some civil society organizations to form new COs named after them in spite of the fact that a CO already exists in each village, needs to be discouraged.

Technically, there should be only one CO in each village and all development initiatives, whether taken by the government or by civil society organizations, must be channeled through that existing CO. Interested organizations should invest in consolidating and strengthening the present CO and not weaken it by creating additional CO in the same village. A policy statement from the government for civil society organizations and donors will be helpful in this regard.



A scenic view of AJK (M.H. Bhatti)

Continue and improve capacity building activities

- Front-line staff of the line departments such as Field Assistants and Stock Assistants needs to be given priority for capacity building. Similarly, knowledge and skill gaps of COs and Cluster representatives need to be identified and only refresher courses need to be offered because they have already received the basic training under the Community-LADDERS project.
- Capacity building of the line departments is necessary in the subject of providing technical support to the COs when the latter prepare VDPs. It will make the VDPs technically sound and also help the Cluster members in calculating realistic cost estimates for various activities to be included in the VDPs.
- Capacity building of the line departments is needed in how to prepare their individual APOs based on the VDPs. Any single service demanded by several COs needs to be given top priority for inclusion in the APOs due to its common demand. Later, depending on the resources available, a few important services demanded by individual COs, could be included in the APOs.

Continue and improve community based planning process

- The continuation of the preparation of VDPs by the COs is necessary making sure that the detailed procedure outlined in the guide on grassroots planning developed under the FAO pilot project is followed. The plans should comprise at least three categories in terms of duration: first, activities that need immediate action should be categorized as immediate; second, those which need more time to complete should go in medium-term category, and third, those which need more than a year are categorized as long-term. The plans should be revised and updated as the status of various planned activities changes with time. The categorization should be discussed and agreed between the COs and line departments.

Distribute support materials among all involved

- The guide on community based grassroots planning for demanding services (Urdu version) should be distributed among all actors involved in the process of preparing plans for demanding services and the delivery of services (such as senior decision-makers in Muzaffarabad, COs members, field staff of line departments, Planning and Development Department, NGOs, AJK-RSP when re-structured, and any other relevant civil society institutions) to enable them to understand how the plans should be prepared, services delivered and later evaluated for efficiency, quality and socio-economic impact.
- The eight training modules and relevant audio-visual aids developed by FAO should be duplicated and distributed among those responsible for the orientation and/or capacity building of various stakeholders.

DOCUMENTS AND MATERIALS REVIEWED

- TCP/PAK/2905 and TCP/PAK/3101 project document “Strengthening the extension capacities for community demand-driven planning for natural resources management in the Azad Jammu & Kashmir Region” .
- Progress reports of the projects TCP/PAK/2905 and TCP/PAK/3101
- Terminal Statements (final reports) of the above mentioned both projects
- Back-to-Office Reports of all FAO headquarters technical backstopping missions to project TCP/PAK/2905.
- How to Establish Grassroots Planning Mechanism for Rural Communities for Demanding Multi-disciplinary Extension Services from Public and Private Institutions; An Illustrated Guide along with a Set of Eight Training Modules in Printed and/or Digital Form; prepared by M. Kalim Qamar; 2007.
- End-of-Assignment Reports individually prepared by seven consultants under the project TCP/PAK/2905.
- All the materials including audio-visual aids and digital CDs produced under the project TCP/PAK/2905.
- Records of COs available from relevant FAO and IFAD-financed projects.
- AJK Government, Planning and Development Department, Azad Kashmir at a Glance. Statistics Section, Muzaffarabad; 2007.

FIELD VISITS AND MEETINGS

Field observations⁹

Field visits were undertaken within the AJK region to the following places. The National Management Advisor and the Social Rural Development Advisor of the project UTF/PAK/096/PAK, and certain staff of the Community Development Programme accompanied the author.

- *Khorian*

To visit a CO, a village-level body informally organized by villagers and later registered with the Community Development Programme.

- *Rawalakot*

To participate in a day long workshop on extension materials development; participants included representatives of COs, agricultural extension staff, representatives of NGOs, and the district-level staff of the government line departments.

- *Palandri*

To participate in a monthly meeting of the LADDERS-Team, comprising representatives of COs, and DCCs; DCC has been established in each district under an ongoing IFAD-financed Community Development Programme in the AJK region, and the LADDER-Teams have been established at district level under the currently active FAO project UTF/PAK/096/PAK, “Community Learning and Action for Demand-Driven Extension and Rural Services (Community-LADDERS).” Both DCCs and LADDERS Teams have the same composition, i.e. representatives of the government line departments and Community Clusters. Each Cluster comprises several COs.

- *Kotli*

To visit a Cluster’s activities, observe monthly meeting of the district-level government staff and Clusters’ representatives, and to hold discussions with a group of Field Assistants on field extension activities.

- *Bhimbar*

To hold discussions with various line departments and UTF/PAK/096/PAK project staff.

Outside the AJK region, field visits were made in the Punjab Province to the following places:

⁹ The author was in the AJK region on a two-month FAO consultancy assignment for FAO project UTF/PAK/096/PAK during which these field visits were undertaken. The UTF project is following and strengthening the demand-driven approach which was developed under the FAO pilot project TCP/PAK/2509.

- *Faisalabad*

To discuss agricultural extension academic programmes with the Director of the Agricultural Extension and Training Division of the Agricultural University.

- *Lahore*

To discuss extension programmes in agriculture with the Director-General of Provincial Agricultural Extension Department and to discuss extension programmes in livestock with the Director (Extension) of the Provincial Livestock Department.

Meetings with COs and Clusters

Discussions were held in the field with the men and women members of several COs and Clusters, located in different parts of the AJK. The purpose of the discussions was to learn their views on the organization and activities, planning procedure followed for preparing VDPs for demanding extension and other services required by the villagers, the extent and quality of services received from various government departments and NGOs, problems faced in the work of the CO, and suggestions for further improvement.

Participation in the monthly district meetings

The author participated in three district-level monthly meetings of the DCCs and Community-LADDERS Teams. This is the platform where frank dialogue takes place between representatives of rural communities and service-providing government departments regarding the needed services and their provision. Tentative plans are drawn and budget is allocated.

Discussions with the government line departments

Presently government line departments are responsible for providing services in extension and other technical disciplines demanded by the COs through their VDPs. The author held separate discussions with the Heads of the Departments of Agriculture, Livestock, Fisheries and Wildlife, Social Welfare and Women Development, and Forestry, with the objective of learning how these departments provide services demanded by the COs, what are difficulties, and how the demand-driven modality can be strengthened.

Meetings with policy-level government officials

Several meetings were held with the key policy-level government officials to discuss the demand-driven approach to extension and other services, and the grassroots community based planning procedure followed by the COs.

Participation in IFAD Supervision Mission

An IFAD Supervision Mission for the Community Development Programme visited the

AJK at the same time when the author was in the region. Several important meetings were attended with the mission members to comprehend their impressions about the demand-driven extension modality.

Discussions with the FAO and IFAD projects' managers

Several discussions were held with the senior management officials of the ongoing FAO and IFAD projects on the subject of community based planning of VDPs and the provision of services by the government line departments.

SOME RECENT LITERATURE ON DEMAND-DRIVEN EXTENSION

- Birner, R. and Anderson, J.R. 2007. How to make agricultural extension demand-driven – The case of India’s Agricultural Extension Policy. IFPRI Discussion Paper. Washington, DC: International Food Policy Research Institute.
- Chipeta, S., Zellweger, T., Pesche, D. and Christoplos, I. 2006. Demand-driven agricultural advisory services. Lindau, Switzerland: Neuchatel Initiative Group.
- Garforth, C. 2004. Demand-led Extension. In W.M. Rivera and G. Alex (eds.) Extension reform for rural development. Introduction Vol. 3. Washington, DC: The World Bank.
- Qamar, M.K. 2007. How to Establish Grassroots Planning Mechanism for Rural Communities for Demanding Multi-disciplinary Extension Services from Public and Private Institutions; An Illustrated Guide along with a Set of Eight Training Modules in Printed and/or Digital Form; Islamabad: FAO Representation.
- Qamar, M.K. 2005. Modernizing National Agricultural Extension Systems: A Practical Guide for Policy-Makers of Developing Countries. Rome: Food and Agriculture Organization of the United Nations. (Available in English, Arabic, French and Russian versions).
- Rivera, W.M., Blum, M., and Sulaiman, V. R. 2009. Agricultural Extension in Transition Worldwide: Policies and Strategies for Reform. Rome: Food and Agriculture Organization of the United Nations (A CD containing nine modules; Module 5 covers participatory and demand-led extension).
- Swanson, B.E. 2008. Global Review of Good Agricultural Extension and Advisory Service Practices. Rome: Food and Agriculture Organization of the United Nations.
- World Bank. 2004. Extension Reform for Rural Development. Vols. 1-5. Case studies on International Initiatives. Washington, DC. (Vol. 3 covers “Demand-driven Approaches to Agricultural Extension”).

Table-1 – Social mobilization progress in various districts of AJK from 2007 to November 2009

District	Year	CO Formation			CO Strengthening			Consolidation ¹
		Male	Female	Mixed	Male	Female	Mixed	
Muzaffarabad	2007	10	4	2	105	18	4	
	2008	35	19	8	214	160	38	
	2009	18	8	10	12	7	4	29
Bagh	2007	25	15	2	10	6	2	
	2008	43	21	8	56	36	23	
	2009	16	4	2	21	9	6	4
Poonch	2007	4	9	2	37	35	10	
	2008	16	13	5	113	83	37	
	2009	14	4	2	42	10	3	11
Sudhnuti	2007	7	10	3	13	10	3	
	2008	20	15	4	42	33	9	
	2009	13	14	7	10	10	5	8
Kotli	2007	6	7	2	35	23	10	
	2008	39	22	10	70	97	41	
	2009	38	7	4	5	27	15	7
Mirpur	2007	13	6	1	18	7	2	
	2008	32	25	2	45	38	4	
	2009	8	4	1	17	9	1	4
Bhimber	2007	17	0	0	3	0	0	
	2008	65	6	2	16	7	3	
	2009	16	4	1	30	3	1	
Total		455	217	78	914	628	221	63

Source: FAO Community-LADDERS project

Table-2 – A list of Clusters in various districts of AJK as in November 2009

S. No	District	Name of the Organization	Status
1.	Muzaffarabad	Gujjar Bandi	LSO (Registered)
2.		SEECO	LSO (Registered)
3.		Ithad Welfare	LSO (Registered)
4.		Anjuman Falah Babood	Local NGO
5.		Al Asar Foundation	LSO (Registered)
6.		Area Development Organization (ADO)	LSO (Registered)
7.		CBO Cluster Heer Kutli	LSO (Registered)
8.		Cluster Organization for Rural Development Lamnian	LSO (Registered)
9.		Hallah Development Foundation (HDF) Gujjar Bandi	LSO (Registered)
10.		Human Development Organization (HDO) Talgran	LSO (Registered)
11.		Kashmir Development Organization	LSO (Registered)
12.		Khlar ul Basher Foundation Rangla	LSO (Registered)
13.		Uswa Development Foundation (UDF)	LSO (Registered)
14.		Kavish Cluster Hattina Dopatta	LSO (Registered)
15.		Area Development Organization NJVCDP	LSO (Registered)
16.		Rose Gund Gran	LSO (Registered)
17.		RDO Komi Kot	LSO (Registered)
18.		Kehkshan Cluster (F)	LSO (Registered)
19.		Chinar Cluster (mixed)	LSO (Registered)
20.		Blandi Welfare Organization (mixed)	LSO (Registered)
21.		Sewa (mixed)	LSO (Registered)
22.		Pasbaan	LSO (Registered)
23.		Amman (mixed)	LSO (Registered)
24.		CDO Kachali (mixed)	LSO (Registered)
25.		Shaheen Welfare	LSO (Registered)
26.		HWO (mixed)	LSO (Registered)
27.	Bagh	Maqsood Welfare Foundation (MWF)	Local NGO
28.		Kashmir International Relief Foundation (KIRF).	L NGO
29.		Huaman Welfare Dev. Organization (HWDO)	Appex Body
30.		HRSP	L NGO

31.	Poonch	Aiman Welfare Organization	L NGO
32.		Akram Welfare Foundation (AWF)	L NGO
33.		Dhanak Rural Development Organization (DRDO)	LSO (Registered)
34.		WWOP	L NGO
35.		Dhamni Rural Support Programme	LSO (Registered)
36.		Options Welfare Organization	LSO (Registered)
37.		Pachiote Rural Support Programme	LSO (Registered)
38.		Paradise Rural Development Organization	LSO (Registered)
39.		LEAD Development Foundation	LSO (Registered)
40.		Shama Rural Support Programme	LSO (Registered)
41.		Rahra Rural Support Organization	LSO (Registered)
42.	Sudhnuti	Kiren Welfare Organization	LNGO
43.		Gaush	Cluster
44.		United Community Development Organization	Cluster
45.		Aisar Welfare	Cluster
46.		Sahar Rural Development Programme	Cluster
47.		Maan Ji Welfare	Cluster
48.		LSO Nerian Sharif	LSO
49.		LEAD Development Foundation	Appex Body
50.	Kotli	Tameer-e-Chaman	LSO (Registered)
51.		Kohsar Welfare	LSO (Registered)
52.		LSO Dabsi	LSO (Registered)
53.		LSO Dhanwan	LSO (Registered)
54.		LSO Panjera	LSO (Not Registered)
55.		LSO Goi	LSO (Registered)
56.		RCDF	LSO (Registered)
57.	Mirpur	Saanj Welfare Society	Cluster
58.		Mashal Welfare Society	Cluster
59.		Kharhi Sharif Welfare Society	Cluster
60.		Roshan Kashmir Welfare Society	Cluster
61.	Neelum	Cluster Coordination Forum Neelum (CCFN)	LSO (Registered)
62.		Dosut	LSO (Registered)
63.		Kohsar	LSO (Registered)

Source: FAO Community-LADDERS project

Table-3 – Training topics, trainee groups for each topic and suggested duration of training under the FAO pilot project TCP/PAK/2905

Training topic	Trainee groups	Duration
Introduction to natural resources and their management (including agriculture, horticulture, water-management, livestock, forestry, fisheries)	i. Agricultural extension staff from district and field level; ii. Rural community leaders	5 days
Process of grassroots planning leading to preparation of multi-disciplinary plans on natural resources management (demand-plans) by rural men and women community groups to demand services from public and non-public institutions.	i. Rural community group leaders ii. District officers of line departments iii. District agricultural extension staff iv. Field agricultural extension staff v. Representatives of non-public institutions vi. Senior national-level decision-makers vii. Members of District Project Support Committee	4 days
How to perform as facilitators for rural community groups when the latter initiate the grassroots planning process	i. District agricultural extension staff ii. Field agricultural extension staff	3 days
Coordination among different line departments and non-public institutions for the purpose of producing multi-disciplinary demand-plans and service-delivery plans	i. District agricultural extension staff ii. Field agricultural extension staff	3 days
Joint preparation of cost/labour-shared service-delivery plans, based on the demand-plans prepared earlier by the rural communities, by government departments, non-public institutions and rural communities	i. Rural community group leaders ii. District officers of line departments iii. District agricultural extension staff iv. Field agricultural extension staff v. Representatives of non-public institutions vi. Senior national-level decision-makers vii. Members of District Project Support Committee	4 days
Negotiation and contract preparation for "outsourcing" purposes, i.e. non-public institutions are given contracts for delivery of specific services against the funds to be provided by the government and/or the community who will receive the services	i. District officers of line departments ii. District agricultural extension staff iii. Representatives of non-public institutions iv. Members of District Project Support Committees	3 days
Joint monitoring of the quality and progress of the delivery of services to the rural communities	i. Rural community group leaders ii. District officers of line departments iii. District agricultural extension staff iv. Field agricultural extension staff v. Representatives of non-public institutions vi. Members of the District Project Support Committees	4 days
Impact assessment of the services delivered to the rural communities	i. Rural community group leaders ii. District officers of line departments iii. District agricultural extension staff iv. Field agricultural extension staff v. Representatives of non-public institutions vi. Members of the District Project Support Committees	4 days

Source: Project document of TCP/PAK/2905

Table-4 – Progressive formulation of Village Development Plans and Cluster Plans in various districts of AJK from 2007 to 2009

District	Year	Completed				In-Process		
		No. of VDPs	COs Plans(M)	COs Plans(F)	No. of CLRPs	No. of VDPs	COs Plans(M)	COs Plans(F)
Muzaffarabad	2007	18	35	17				
	2008	50	105	50	25			
	2009	8	14	07	15	10	21	10
Bagh	2008	23	48	19	25			
	2009	02	05	02	10	3	07	03
Poonch	2008	17	37	13	15			
	2009	02	04	01		4	06	02
Sudhnuti	2007	03	08	02				
	2008	11	25	07				
	2009	01	03	01		2	05	01
Kotli	2008	40	87	28				
	2009	04	09	03		6	13	04
Mirpur	2008	03	04	01				
	2009	0	0	0		01	03	0
Bhimber	2008	7	19	2				
	2009	03	9	0		01	04	0
Total		192	412	153	90	27	59	20

Legend: CO: Community Organization; VDPs: Village Development Plans; CLRPs: Community Livelihood Rehabilitation Plans (on village basis)

Source: FAO Community-LADDERS project

DESCRIPTION OF VARIOUS DEVELOPMENT PLANS

KEY FEATURES OF A VILLAGE DEVELOPMENT PLAN (*KHRAVAT* VILLAGE), A CLUSTER DEVELOPMENT PLAN (*TRALA* CLUSTER) AND DISTRICT DEVELOPMENT PLAN (*KOTLI* DISTRICT)

VILLAGE DEVELOPMENT PLAN (VDP)

- The format used for preparing the VDP consists of several forms to enter information. One form is for recording the latest particulars of the village community. The information to be entered includes name of the village, village population, total number of village households, name of the Union Council under which this particular village is covered, and particulars of men and women rural Community Organizations (CO) belonging to the village such as their names, number of members, and what crops, vegetables, natural resources and fruits are covered by each CO.
- Another form is on agricultural calendar for the entire year and indicates main agricultural activities covering crops, vegetables, fruits, livestock, poultry, etc. normally carried out each month such as land preparation, sowing, weeding, fertilization, harvesting, etc.
- Another form is on the daily schedule of village residents showing various activities usually performed during 24-hours. The activities include such as timings for sleeping, praying, meals, farming, collection of fodder, collection of wood for fuel, livestock care, social activities, etc.
- One form contains information on land and its use by various COs of the village. The information is on total land and its break-up into how much cultivable, how much rain-fed, how much irrigated, how much under forests, how much for fodder, and how much lying barren.
- One of the forms needs information on the analysis of partners in development. It includes major rural development programs (such as National Rural Support Program), government departments, what are main responsibilities of each department, how good is each department's public relations with the village, objectives if there is any project, how working relationship can be improved, etc.
- Another form is for filling in demands for extension assistance in natural resources management. The requested information includes basic problems in order of priority such as lack of good food, secondary problems such as low agricultural production, and specific problems such as lack of knowledge of improved farming

practices, possible solutions, and needed and available resources, and how to benefit from available human resources at various institutions.

- A quite detailed form is on financial aspects including cost- and labor-sharing. The information to be filled in includes specific activities and their scope, cost per unit, how much to be expected from government and non-public institutions and CO in loans or grants, etc.
- A different form is used for writing practical plan. It has several columns such as objective, specific activities, resources, duration (in most cases three to four years), methodology, persons responsible and expected outputs.

CLUSTER DEVELOPMENT PLAN (CDP)

- A form is used to enter necessary information regarding the plan. There are several columns to be filled in; they are location (village), indicators of specific problems, suggested solutions, activities, possible sources such as National Rural Support Program, projects, NGOs, Rural Community Development Foundation, etc. Agriculture Department, IFAD, agricultural development bank, etc., possible financial contribution from various sources, total cost estimate, duration, most relevant government departments, cluster offices responsible, and expected outputs.
- The duration of the CDP is about four years.

DISTRICT DEVELOPMENT PLAN (DDP)

A special form is used to fill in the following information in various columns:

- Government department (Agriculture, Sericulture, Education, National Rural Support Program, Social Welfare and Women Development, Animal Husbandry, etc.)
- Development program
- Development activity
- Expected beneficiaries
- Time frame (normally one year)
- Led by which department and/or person
- Possible outcome (outputs)
- Monitoring and evaluation

SAMPLE OF DISTRICT DEVELOPMENT PLAN (DDP) DISTRICT KOTLI

S.#	Department	Program		Activity		Allocated Budget		Expected Beneficiaries		Time Frame	Lead By	Possible Out comes	M&E							
		Development	Normal	Development	Normal	Development	Normal	Urban	Rural											
1.	Agriculture	Growing of fresh vegetables around Township of AJK	Normal	Development Commercial 40 K Specified 28 K D. Plot 8 K Kitchen Gardening 60 K Commercial 100 K	Normal	-	-	98 21 14 8400 294	One year	DD Agri.	25% local Production 1200 families kitchen need									
														D. Plots	-	-	245	-do-	Awareness Created	-
														Irrigation	-	-	245	-do-		
															Training					
															Protection		Staff Training 10 Farmers Training 40			
															Enhancement		Plant Protection			
																	Arrangement of inputs			
																	Soil Analysis			
															Orchard Management		Pest Control			
																	Budding, Grafting			
																	Layout			
																	Pruning			
															Liaison with NGOs / COs		Trainings			
			Contacts																	
	Rodents Control		Rats Control																	
			Porcupine control																	

SAMPLE OF DISTRICT DEVELOPMENT PLAN (DDP) DISTRICT KOTLI

S.#	Department	Program		Activity		Allocated Budget		Expected Beneficiaries		Time Frame	Lead By	Possible Out comes	M&E
		Development	Normal	Development	Normal	Development	Normal	Urban	Rural				
1.	Sericulture	Silkworm Rearing mulberry cultivation, Extension services demonstration bio-conservation of rare morus spp		HRD/NRM Extension bio-conservation of silkworm morus spp. Grafting Budding Rare Spp.	Normal	20000	50000	-	-	10 years	AD	HRD/NRM Gene Bank	P&D

SAMPLE OF DISTRICT DEVELOPMENT PLAN (DDP) DISTRICT KOTLI

S.#	Department	Program		Activity	Unit	Allocated Budget			Expected Beneficiaries		Time Frame	Lead By	Possible Out comes	M&E	
		Development	Normal			Physical Target	Financial Target	Normal	Urban	Rural					
															Development
1.	WRDP	Pay & Allowances	-	-	-	36	2.79	-	-	-	-	1.7.05 to 30.6.06	DFO	Sapling, Fuel wood, Timber, Sustainability of water yiet.	DFO
		Field Works	-	-	-	-	-	-	-	-	-			Maintenance of soil fertility Bio-diversity conservation	PD
		Tube Plants	-	-	M. No	0.930	1.191	-	-	-	-				
		Plantation	-	-											
		Containerized Planting	-	-	Acre	1000	2.404	-	-	-	-				CCF
		Range improvement	-	-	Acre	0.20	0.108	-	-	-	-				
		Soil Conservation	-	-	Cu. M	3390	2.088	-	-	-	-				P&D
							8.500								

SAMPLE OF DISTRICT DEVELOPMENT PLAN (DDP) DISTRICT KOTLI

S.#	Department	Program		Activity	Normal	Allocated Budget		Expected Beneficiaries		Time Frame	Lead By	Possible Out comes	M&E
		Development	Normal			Development	Normal	Urban	Rural				
1.	NRSP	Social Mobilization	-	Organized the community	-	2.400	-	M&W	4000	June 2005 to June 2006	-	Community Empowerment	-
		Natural Resource Management	-	-	-	0.600	-	M&W	1200			Optimum utilization of NR	
		Physical infrastructure Technology development	-	Roads DWSS**	-	1.500	-	800	700			Accessibility of Feasibility	-
		Human Resource Development	-	-	-	0.800	-	M&W	300			Capacity building of Rural poor	

**

Drinking Water Supply Scheme

M&W= Men and Women

SAMPLE OF DISTRICT DEVELOPMENT PLAN (DDP) DISTRICT KOTLI

S.#	Department	Program		Activity	Allocated Budget		Expected Beneficiaries		Time Frame	Lead By	Possible Out comes	M&E
		Development	Normal		Development	Normal	Urban	Rural				
1.	Education	NEP from DPI elementary Muzaffarabad	-	Construction girls Primary Schools Kotli Shelter less Schools	-	-	-	-	1996 to date	DPI	75% shelter less schools constructed, furniture provided, Vehicles & Motorcycle for DEOs and AEOs District Kotli	-
		Construction of Girls Middle Schools in Each District	-	Construction of Girls Middle School and provides science Equipment	-	-	-	-		DPI	Construction of Building, provide science equipment in each school	
		UNFPE, Islamabad	-	Renovation work in 3 Primary Schools in District Kotli	583866	-	-	-	6 month	DPI	Promotion of girls education, enrolment of girls students, facilitate students with uniform, furniture, stipends books poor students in each school	-
		Education as Main Stockholder	-	Development nutrition for girl child age group 5-12 years in 100 primary schools	-	-	-	-	2 years	NRSP	Increase in enrolment, Awareness regarding Barrack diet, reduction in drop one.	

SAMPLE OF DISTRICT DEVELOPMENT PLAN (DDP) DISTRICT KOTLI

S.#	Department	Program		Activity	Allocated Budget		Expected Beneficiaries		Time Frame	Lead By	Possible Out comes	M&E
		Development	Normal		Development	Normal	Urban	Rural				
1.	Social Welfare & Women Development	5 Technical Training Centers	8 Technical Training Centers	Technical Training to Women	1105000	5615400	60 girls per year	360 girls per year	12 month	AD Social Welfare	1500 per month saving	
		Kashana (Hostel) for orphan girls	Dara-ul-Falah	To provide Food, Shelter & Clothing, Education, Establishment technical school			15 widows both rural & Urban per year	15 widows both rural & Urban per year	24 months		Women will be secured in Dara-ul-Falah, women will be skilled gradually	

SAMPLE OF DISTRICT DEVELOPMENT PLAN (DDP) DISTRICT KOTLI

S.#	Department	Program		Activity	Normal	Allocated Budget		Expected Beneficiaries		Time Frame	Lead By	Possible Out comes	M&E
		Development	Normal			Development	Normal	Urban	Rural				
1.	Animal Husbandry	-		Development	Treatment of Sick Animal	-	0.300	20000	108000	One year	Field staff	Decrease Livestock Owner losses, Prosperity of People	AD Animal Health
		-			Vaccination of fatal Disease	-	0.15	61000	6000	One year	Field Staff	Increase milk & meat production	-do-
		-		Deworming	-	0.150	-	400	2000	One year	AD/Field Staff	To increase per capita income by Healthy Animal	-do-
		-		Mass Awareness Horse & Cattle show/ Workshop /seminar /Training for farmers	-	Demand 0.4	-	400	100	One year	AD/ADIO	Safety from quacks experiments Adoption to scientific Techniques	AD/ADIO
				20 Vet. Diagnostic Fecal Milk Blood & Skin Scrapping	-	0.100	-	-	300	One year	AD/ADIO	Savage of losses from non benefited animals Increase income of livestock owners	AD/ADIO
				Disease Diagnosis of Poultry & Livestock	-	-	APP. 0.030	500 direct. 10000 indir.	400 dir. 20000 indir.	One year	ADIO	Prosperity of Poultry Farmers & Livestock owners	ADIO
				Introduction of strip /surf test of Rural women	-	Demand 0.05	-	100 women	300 women	One year	ADIO	Quality Milk to the users	ADIO
				Vaccination for Poultry	-	-	0.100	7200 HH	77000 HH	One year	Field Staff	Increase Meat & Egg Production	DL, DPO
				Production for Poultry	-	-	0.700	7200	77000	One year	Field Staff	Increase egg production	-do-

											0.700	50	2000	One year	Field Staff	Introduction batter breed egg	-do-
											0.200	500	1500	One year	DL, PDO	Provide the batter nutrition	-do-
										1.00 dem.		-	100	One year	V/O Ext.	For increase the meats & mile production	-do-
										0.4 dem.		200		One year	DI/PDO	Provide skill to the farmers for the batter management of the livestock	DG
										0.4 (50% by CO share)		-	4000R	One year	DI/PDO	To increase the Milk production	-do-
										0.20		-	1000R	One year	VO/Ext,	To control the shorting of fodder	DU/PDO

**

Drinking Water Supply Scheme

M&W= Men and Women

(5)
گاؤں کھراؤٹ
مومی کلینڈر

کیفیت	دمبر	نمبر	اکتوبر	نمبر	اکت	جولائی	جون	مئی	اپریل	مارچ	فروری	جنوری	سرگرمیاں
اپنی پیداوار مارکیٹ سے													
%80		زرعی سرگرمیاں
%70		کئی، جوار، باجرا، دالیں
		گندم، برسنوں، جال، دالیں
%90		سبز یا ت موتم گرما
%90		چھٹی، گوچی، پیڑا، کدو
%95		موتم سرما، مولی، کرم، پاک
%45		پیاز، قھوم
%70		چھلدا، پودہ چات
%80		مال موٹی، گائے، بھینس،
%50		کبری
		پولٹری
		فازسری (گھاس، چارہ، بان)
		پانی (پینے کیلئے، موٹیوں
		کیلئے، گھریلو استعمال)
		غیر زرعی (مازمت/کاروبار)
		مزدوری بیرون ملک

(6) گاؤں کھراؤٹ
روزانہ کی مصروفیات

نمبر شمار	سرگرمیاں	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
-1	سوئے کا وقت																								
-2	نماز کا وقت																								
-3	غسل+ناشتہ																								
-4	زمینداری																								
-5	کھانا+ آرام																								
-6	ملازمت+ کاروبار																								
-7	چارہ اکٹھا کرنا																								
-8	کڑی اکٹھی کرنا																								
-9	مال مویشیوں کی دیکھ بھال																								
-10	سہمی سرگرمیاں (کھیل)																								

(14)
گاؤں کھراؤٹ
زمینی ڈھانچے کا تجزیہ

نمبر زمین	گھاس والی زمین	زمین زیر جنگل	نمبری زمین	بالائی زمین	قابل کاشت زمین (کنال)				کل زمین	دیہی تنظیم کا نام
					پھول	بانات	بڑیات	فصل		
205	78	40	-		-	15	10	303	651 کنال	دیہی تنظیم چھوڑ (مردانہ)
205	78	40	-		-	15	10	303	651 کنال	دیہی تنظیم چک نواب خان (زنانہ)
50	100	35	-		-	10	5	400	600 کنال	بھرا کھراؤٹ (مردانہ)

(19)
گاؤں کھراؤٹ
حصہ داروں کا تجزیہ

نمبر شمار	ادارے کا نام	عمومی کردار/ذمہ داریاں	عمومی تعلقات	پراجیکٹ کا کردار	تعلقات میں بہتری	رائے زنی
1-	نیشنل روئل سپورٹ پروگرام (NRSP)	شعور بیدار کرنا، ہنر میں اضافہ، محکمہ جات سے رابطہ کاری، منظم کرنا، بنیادی ڈھانچے کو بہتر بنانا، رہنمائی، تربیتیہ دینا، آسان شرائط پر قرضوں کا حصول	بہت اچھے/ انتہائی اچھے	مددگار، معاونت و مشاورت، رابطہ میں، کافی، انتہائی دلچسپی، کام سے لگاؤ، لامحدود، فائدہ مند	پہلے ہی تعلقات بہتر ہیں، مزید بہتری کی کوشش کی جاسکتی ہے	ماڈل ادارہ ہے، کم وسائل ہونے کے باوجود زیادہ سے زیادہ لوگ مستفید ہو رہے ہیں۔
2-	محکمہ زراعت	تکنیکی معاونت کرنا، زرعی بیماریوں کو کنٹرول کرنے میں معاونت، زرعی کاموں میں عملی معاونت، جدید طریقہ کار کا شکوہ سے روشناس کرنا، کھاد، بیج کے بارے میں معلومات	اچھے ہیں	تکنیکی معاونت، درمیانہ فائدہ، رہنمائی، کم وسائل، عدم تعاون، رابطہ کی کمی	تعلقات میں بہتری کی ضرورت ہے	محکمہ زراعت کو بھی NRSP کی طرح بنایا جائے اور تمام ملازمین کو NRSP کی ٹریننگ دلوائی جائے
3-	لائسٹنگ / پولٹری	مال مویشی اور پولٹری کی پیداوار میں اضافہ کرنا، مال مویشی اور پولٹری کی بیماریوں میں کنٹرول کرنے میں معاونت کرنا	بس اچھے ہیں	تکنیکی معاونت، درمیانہ فائدہ، رہنمائی، کم وسائل، رابطہ کی کمی	تعلقات میں بہتری کی ضرورت ہے	ان کے رویے اور انداز میں تبدیلی لانی ہوگی جس کیلئے ملازمین کو NRSP سے ٹریننگ دلوائی جائے
4-	محکمہ تعلیم	تعلیم میں اضافہ کرنا، سکول بنانا، اساتذہ کی تربیت کرنا	درمیانے	نا کافی، رابطہ کی کمی، کم فائدہ مند، کم وسائل، عدم تعاون	کوشش کی جاسکتی ہے	اداروں میں کمیٹی کی شرکت کو یقینی بنایا جائے
5-	محکمہ صحت	بیماریوں کو کنٹرول کرنا، صحت کی بنیادی سہولت فراہم کرنا (ہسپتال، ڈسپنسریاں، زچہ پچ سنٹر قائم کرنا)	معمولی	نا کافی، رابطہ کی کمی، کم فائدہ مند، کم وسائل، عدم تعاون	امید کی جاسکتی ہے	کمیٹی کو با اختیار بنایا جائے
6-	محکمہ لوکل گورنمنٹ (ممبر کشمیر کونسل) ایم ایل اے	بنیادی ڈھانچے کو بہتر بنانا (لنک روڈز، رابطہ پل، کنواں، پنڈ پوچ، واٹر سپلائی سکیم، تعمیرات وغیرہ)	درمیانے	عدم تعاون، کم فائدہ، نا کافی، عدم دلچسپی	بہتری کی گنجائش موجود ہے	NRSP کی طرح کمیٹی سے سلوک کیا جائے، منصوبہ بندی میں کمیٹی کو شامل کیا جائے، اصلاح کی ضرورت ہے

(20)

نظام کو بہتر بنانے کی ضرورت ہے	بہتری کیلئے سوچا جا سکتا ہے	ناقص، عدم تعاون، ناکافی، رابطہ کی کمی	کم	بجلی کے نظام کو بہتر بنانا	حکومت برقیات	-7
کام کا طریقہ کار تبدیل ہونا چاہیے	بہتری کیلئے خواب دیکھا جا سکتا ہے	انتہائی ناقص، عدم تعاون، کم فائدہ مندر، رابطہ کی کمی، ناکافی	1	لوگوں کی زمینوں کا صحیح ریکارڈ رکھنا، ریکارڈ مرتب کرنا، کمیونٹی کا حکومت سے رابطہ کرنا	حکومت مال	-8
قرضوں کو آسان شرائط پر بر آدی کی پہنچ تک پہنچانے اور رویے انداز میں تبدیلی لانے کی ضرورت ہے۔	بہتری کیلئے خیال کر سکتے ہیں	کم لوگوں کو فائدہ، وقت کا ضیاع، ناقص، کم وسائل، ناکافی، رابطہ میں کمی، عدم تعاون، عدم دلچسپی	1	زرعی پیداوار کیلئے قرضوں کا اجراء کرنا، لائسنسنگ پولٹری کی ترقی کیلئے قرضوں کا اجراء کرنا، سالانہ پرائیزز (چھوٹے کاروبار) کیلئے قرضوں کا اجراء کرنا	مالیاتی ادارے زرعی ترقیاتی بینک، HBL، UBL، ABL، NBP SME بینک	-9

گاؤں کھراؤٹ قدرتی وسائل کے انتظام سے متعلقہ دیہی سطح کا مطالباتی منصوبہ

ضروری وسائل / ذرائع	مکدہ عمل	خصوص مسئلہ	مختص مسئلہ	بنیادی مسئلہ
محلہ زراعت کی تکنیکی و مالی معاونت اور ماہرین کی مشاورت محلہ زراعت کے شعبہ تحفظ اراضی کی مالی و تکنیکی معاونت و مشاورت محلہ زراعت کے شعبہ آبپاشی کی مالی و تکنیکی معاونت و مشاورت NRSPP یا کسی پراجیکٹ سے فنڈز/قرضہ جات	محلہ زراعت سے جدید طریقہ کاشتکاری کی تربیت حاصل کرنا محلہ زراعت سے مل کر زمین کو قابل کاشت بنانا محلہ زراعت کے شعبہ آبپاشی سے آبیاری کے موثر نظام کا قیام	جدید طریقہ کاشتکاری سے اعلیٰ، فصلات، سبزیت اور پھلوں کی کم پیداوار، بخر زمین، آبپاشی کا نامناسب نظام	زراعتی پیداوار میں کمی	اچھی خوراک کی کمی
محلہ امور حیوانات کی تکنیکی و مالی معاونت اور ماہرین کی مشاورت، خدمات NRSPP یا کسی مالیاتی ادارے سے آسان شرائط پر قرضہ جات یا کسی پراجیکٹ سے امداد محلہ سماجی بہبود سوشل ورک سے رابطہ کر کے مقامی سطح پر سالانہ پرائیزز کیلئے منصوبہ بندی SME، UBL، ABL، NBP، HBL، NRSPP یا کسی پراجیکٹ سے آسان شرائط پر قرضہ جات NRSPP کے شعبہ تربیت محلہ زراعت یا کسی پراجیکٹ سے فنڈز NRSPP کے شعبہ تربیت محلہ زراعت یا کسی پراجیکٹ سے فنڈز NRSPP کے شعبہ HRD، محلہ سماجی بہبود سوشل ورک یا کسی پراجیکٹ سے فنڈز اور ماہرین کی خدمات	محلہ امور حیوانات اور پالٹری سے تکنیکی و مالی معاونت حاصل کرنا محلہ امور حیوانات اور پالٹری کی بہتر افزائش نسل کی تربیت حاصل کرنا ڈیری، گوٹ اور پالٹری فارمز کا قیام مارکیٹنگ کی تربیت حاصل کرنا مقامی سطح پر سالانہ پرائیزز کا قیام NRSPP یا دیگر مالیاتی اداروں سے رابطہ کاری کرنا قدرتی وسائل بشمول انسانی سرمائے کو بذریعہ تربیت بہتر استعمال قدرتی وسائل بشمول انسانی سرمائے کو بذریعہ تربیت بہتر استعمال قدرتی وسائل بشمول انسانی سرمائے کو بذریعہ تربیت بہتر استعمال وکیشنل ٹریننگ سنٹر کا قیام اور وکیشنل ٹریننگ حاصل کرنا اور اس کا صحیح استعمال رابطہ سڑک بنانا رابطہ پبل (کازوے) تعمیر کرنا وائر سپلائی کیم کا قیام مقامی سطح پر کمیونٹی ہال تعمیر کرنا مقامی سطح پر سکول قائم کرنا مقامی سطح پر ڈپنٹری، زچہ پچ سنٹر کا قیام	موشیوں اور پالٹری سے کم پیداوار اعلیٰ نسل کے جانوروں کی پہچان کا نہ ہونا ڈیری، گوٹ اور پالٹری فارم کا کم ہونا مارکیٹنگ کا نامناسب انتظام مقامی سطح پر سالانہ پرائیزز کا نہ ہونا چھوٹے کاروبار اور ملازمت کے کم مواقع سرمائے کی کمی زراعتی پیداوار سے کم آمدن لائسنسنگ سے کم آمدن بخر میں کمی	لائسنسنگ اور پالٹری کی پیداوار میں کمی	آمدنی میں کمی
محلہ لوکل گورنمنٹ، ممبر کونسل، ایم ایل اے NRSPP یا کوئی پراجیکٹ محلہ سماجی بہبود، لوکل گورنمنٹ یا کوئی پراجیکٹ محلہ تعلیم، لوکل گورنمنٹ یا کوئی پراجیکٹ محلہ صحت، TVO، لوکل گورنمنٹ یا کوئی پراجیکٹ	رابطہ سڑک کا نہ ہونا رابطہ پبل کا نہ ہونا وائر سپلائی کا نہ ہونا کمیونٹی ہال کا نہ ہونا سکول کا نہ ہونا ڈپنٹری، زچہ پچ سنٹر کا نہ ہونا	کم ذرائع آمدورفت	کم ذرائع آمدورفت	کم ذرائع آمدورفت

(22)
گاؤں کھراؤٹ
مالی تجزیہ/حصہ داری

ریکارڈس	مالی حصہ داری		ذمہ دار	افزادی قوت کا تقاضا	تعمیل کا وقت					مالی ضروریات				نی پونٹ سرمایہ کاری	سائز پلانٹ	مخصوص سرگرمیاں	شاہدائی سرگرمیاں	
	حصہ	حصہ			2009ء	2008ء	2007ء	2006ء	2005ء	کل	خرشہ	تعمیم	غیر کاری ادارے					کلیدی ادارے
تجزیہ میں دستی ادارے اور تنظیم کے حصہ میں صرف اور صرف نفوذ قوم کو غائب کیا گیا	100%	0%	ظفر اقبال	80 لوگ زرعی تربیت حاصل کریں گے	1	1	1	1	1	800000	-	-	-	100%	حصص، سبزیات، مٹات اور ان کی پٹاریوں کے کنٹرول کیلئے چارٹرڈ تین ڈسٹریکٹس کا انعقاد کریں گے، ڈسٹریکٹ کا دورانیہ چھ دن ہوگا اور شرحہ کی تعداد 20 ہونگی	زریعی پیداوار میں جدید طریقہ کار کی اپنٹیشن حاصل کرنا	زریعی پیداوار میں اپنٹیشن کرنا	
زمین کا معاوضہ + دیگر بحال کا کوئی ذکر نہیں ہے رشا کا راند ہوں گے	50%	50%	آزاد محمد	20 کنال رقبہ پر لوگ کام خود بخود کر دیں گے	1	1	1	1	1	341 کنال 6820	-	50%	-	50%	تین نئی 3 گھنٹہ کی تیت نی 15 روپے 45=15x3 کھاد 13 NP گھنٹہ 156=12x13 کھاد 6 یوٹا گھنٹہ 60=10x6 یوٹا 01= گھنٹہ 80=1x80	ایک یوٹا 5 کنال کا ہوگا	مٹی کے چار سید فارم بنانا	
پٹاری امور جیانات، فصلات، سبزیات اور پھلوں اور ان کی پٹاریوں کی تربیت گاؤں کی سطح پر منتقل کرنا چاہی گی	50%	50%	شاہد خان	20 کنال رقبہ پر زمین کی تیاری، کٹائی، تحریک تک خود کریں گے	1	1	1	1	1	5 1 2 کنال 10240	-	50%	-	50%	تین گھنٹہ 6 گھنٹہ کی تیت نی 12 روپے 72=12x6 کھاد 9 گھنٹہ 180=20x9 یوٹا 6 گھنٹہ 60=10x6	ایک فارم 5 کنال کا ہوگا	گندم کے چار سید فارم بنانا	
روشنی ٹریننگ دوسرے اداروں سے کروائی جائے گی	50%	50%	رزینہ شاہین	10 فارم کی عملی تیاری و دیگر بحال لوگ خود کریں گے	3	-	-	3	4	7160	-	50%	-	50%	تین گھنٹہ 200= گھنٹہ 156 NP گھنٹہ 60 یوٹا 300	ایک فارم 1 کنال کا ہوگا ایک فارم + کرپا + سبزی + یوٹا گھنٹہ 60	موسم کرپا کی سبزیات کے 10 فارم بنانا	

(23)

	%50		7160								14320	4	4	4	4	4	4	0	20 سال کی عمر تیار دیکھ بھال کتابی برداشت کتاب کام لوگ خود کریں گے	شہزاد اختر	%50	%50											
	%50	7160		9000		18000	8	8	8	8	8	8	8	8	8	8	8	0	4 باغات کی دیجیٹل بھال و برداشت خود کریں گے	ساجد محمود	%50	%50											
	%80	360000	90000	%20	450000	60	60	60	60	60	60	60	60	60	60	60	60	300	300 سال رقم آزاد پر لوگ غیر ملکی کام خود کریں گے اور دیکھ بھال کریں گے	ظفر اقبال / آزاد	%20	%80											
	%15	165000	935000	%85	250000x4	200	1	1	1	1	1	1	1	1	1	1	1	4	4 پٹیشن اپ لغت اور 2000 بیمز کو مل سکے خان لوگ غیر ملکی کام خود کریں گے اور دیکھ بھال کریں گے	ظفر اقبال / آزاد	%15	%85											
	%100	250000				75000	1	1	1	1	1	1	1	1	1	1	1	7	7 لوگ امور چیمائٹ اور خان پالیسی کی تربیت حاصل کریں گے	محمد آزاد / محمد خان	%0	%100											
	%25	875000	1750000	%50	3500000	5	1	1	1	1	1	1	1	1	1	1	1	1	لوگ کام کریں دیکھ بھال کریں گے	ظفر اقبال	%25	%75											
	%25	250000	500000	%50	1000000	4	1	1	1	1	1	1	1	1	1	1	1	1	لوگ کام کریں دیکھ بھال کریں خان	محمد آزاد / محمد خان	%25	%75											

(24)

	%75	%25	ظفر اقبال	لوگ کام کریں دیکھ بھال کریں گے	1	1	1	1	1	1	1	49800000	%50	%25	-	%25	75000	300	50	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)				
	%50	%50	آزاد محمد	لوگ کام کریں دیکھ بھال کریں گے اور رہتیں	1	1	1	1	1	1	1	75000	-	%50	37500	24600	99600	300	50	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)		
	%75	%25	ساجد محمود	لوگ کام کریں دیکھ بھال کریں گے	1	1	1	1	1	1	1	20000	-	%25	5000	20000	20000	100	50	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)		
قرضہ جات برائے انٹرنیٹ 5 لاکھ روپے	%70	%30	شاہد خان	لوگ قرضوں کا دیکھ بھال کریں گے اور رہتیں	1	1	1	1	1	1	300000	%60	%30	-	%10	150000	50000	02	50	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)		
	%90	%10	شاہد خان	لوگ کام کریں دیکھ بھال کریں گے اور رہتیں	1	1	1	1	1	1	600000	90000	%10	90000	810000	150000	150000	02	50	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)		
	%90	%10	شاہد خان	لوگ کام کریں دیکھ بھال کریں گے اور رہتیں	23	23	23	23	23	23	400000	%10	216000	1944000	%90	20000	20000	02	50	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)		
	%80	%20	شاہد خان	لوگ کام کریں دیکھ بھال کریں گے اور رہتیں	3	3	3	3	3	3	3200000	%20	640000	2560000	%80	400000	400000	04	50	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)		
	%80	%20	شاہد خان	لوگ کام کریں دیکھ بھال کریں گے اور رہتیں	1	1	1	1	1	1	1050000	%20	210000	840000	%80	350000	139x70x6	03	50	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)	پہلی فارم (نی فارم) 300 پہلی (برائے + پیر) پہلی (برائے + پیر)		

(25)

%90	%10	محمد آزاد خان	لوک، زمین + دیکھ بھال کریں دیکھ بھال کریں خان گے کام کریں	1	-	-	-	-	650000	-	%10	-	%90	150000=347x24x18 150000 25000 325000	1 کیٹیبل بائ 2 کرے 1 بائ 1 کرے	2 کیٹیبل بائ بنا		
%75	%25	شہزاد اختر	زمین دین گے اور دیکھ بھال کریں گے	1 کنواں	1 کنواں	4 کنواں	4 کنواں	4 کنواں	409000	-	%25	314750	944250	409000 50000 30000	01= وائر چالائی تکیم 05= کنواں 20= پینڈ پمپ	پینڈ کے صاف پانی کے نظام کو موثر بنا 1 وائر چالائی، 5 کنوئیں، 20 پینڈ پمپ		
%90	%10	روزینہ شاہین	زمین دین گے اور دیکھ بھال کریں گے	-	-	-	-	-	254020	-	%10	25402	228618	229020-360=24x15 25000-360=20x15 254020-660=347	2 کرے، 1 بائ	01 کنواں تعمیر کرنا		
%90	%10	ساجد محمود	زمین دین گے اور دیکھ بھال کریں گے	-	-	زچہ	زچہ	زچہ	274840	-	%10	58091	522819	249840-347x2x24x15 25000-347x3x18x15 274840- 306070-25000+281070	3 کرے 1 بائ	01: پمپ، 1 زچہ سنٹر بنا		
%75	%25	COs	زمین دین گے اور دیکھ بھال کریں گے	10	10	10	10	10	2250000	-	%25	-	75	45000=347x9x15	50 عدد، سینڈ راسٹرا 15x9x15	بیت الخلاء، ٹائلڈ تعمیر کرنا		

(26)
گاؤں کھراؤٹ
عملی منصوبہ

نتیجہ	ذمہ دار	طریقہ کار	دورانیہ	ضروری وسائل	مخصوص سرگرمیاں	سرگرمیاں
* گاؤں کے 80 مرد و خواتین جدید طریقہ کاشتکاری کی تربیت حاصل کریں گے۔ * گاؤں کی سطح پر سستا اور معیاری بیج دستیاب ہوگا۔ * گاؤں کی سطح پر سستی اور تازہ سبزیات دستیاب ہوں گی۔ * گاؤں کی سطح پر سستے اور تازہ سے پھل دستیاب ہو گئے۔	ظفر اقبال	* گاؤں کی سطح پر چار تربیتی ورکشاپس کروائیں گے۔ * 40 کنال رقبہ پر مکئی اور گندم کے 8 سیدھے فارم بنائیں گے * 30 کنال رقبہ پر سبزیات کا شت کریں گے * 400 پھلدار پودہ جات کی شجرکاری اور پرورش کریں گے۔	2008 تا 2005 2009 تا 2005 2009 تا 2005 2009 تا 2005	* نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔	فصلیات، سبزیات، پھلوں اور ان کی بیماریوں کی چار تربیتی ورکشاپس کا انعقاد کریں گے * مکئی، گندم کے چار سپرائڈ فارم بنائیں گے۔ * موسم سرما اور موسم گرما کی سبزیات 30 فارم بنائیں گے۔ * پھلدار پودہ جات کے 40 باغات لگائیں گے * 300 کنال رقبہ کو ہموار اٹ بندی کر کے قابل کاشت بنائیں گے	زرعی پیداوار میں اضافہ کرنا پیداوار میں اضافہ کرنا
* گاؤں کی سطح پر تین تربیتی ورکشاپس کروائیں گے * اعلیٰ نسل کے 50 جانوروں کے پانچ فارم قائم کریں گے * اعلیٰ نسل کے 80 جانوروں کے چار گوٹ فارم بنائیں گے * 300 پرندوں کے پلٹری فارم بنائیں گے۔	ظفر اقبال + محمد آزاد خان ظفر اقبال محمد آزاد خان ظفر اقبال	* گاؤں کی سطح پر تین تربیتی ورکشاپس کروائیں گے * اعلیٰ نسل کے 50 جانوروں کے پانچ فارم قائم کریں گے * اعلیٰ نسل کے 80 جانوروں کے چار گوٹ فارم بنائیں گے * 300 پرندوں کے پلٹری فارم بنائیں گے۔	2007 تا 2005 2009 تا 2005 2009 تا 2005 2009 تا 2005	* نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔	* امور حیوانات اور پلٹری تین تربیتی ورکشاپس کا انعقاد کریں گے * پانچ ڈیری فارم بنائیں گے۔ * چار گوٹ فارم بنائیں گے * پچاس پلٹری فارم بنائیں گے	لائسنس یافتہ اور پلٹری کی پیداوار میں اضافہ کرنا
* گاؤں کے 75 مرد و خواتین امور حیوانات اور پلٹری کی تربیت حاصل کریں گے۔ * گاؤں میں اعلیٰ نسل کے جانوروں کی پہچان اور دودھ گوشت کی پیداوار میں اضافہ ہوگا۔ * گاؤں میں اٹلوں اور گوشت کی پیداوار میں نمایاں اضافہ ہوگا۔	ظفر اقبال + محمد آزاد خان ظفر اقبال محمد آزاد خان ظفر اقبال	* گاؤں کی سطح پر تین تربیتی ورکشاپس کروائیں گے * اعلیٰ نسل کے 50 جانوروں کے پانچ فارم قائم کریں گے * اعلیٰ نسل کے 80 جانوروں کے چار گوٹ فارم بنائیں گے * 300 پرندوں کے پلٹری فارم بنائیں گے۔	2007 تا 2005 2009 تا 2005 2009 تا 2005 2009 تا 2005	* نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔ * نیشنل روئل سپورٹ پروگرام یا کسی پراجیکٹ سے مالی وسائل۔	* امور حیوانات اور پلٹری تین تربیتی ورکشاپس کا انعقاد کریں گے * پانچ ڈیری فارم بنائیں گے۔ * چار گوٹ فارم بنائیں گے * پچاس پلٹری فارم بنائیں گے	لائسنس یافتہ اور پلٹری کی پیداوار میں اضافہ کرنا

<p>* گاون کی سطح پر چھوٹے کاروبار اور پوزٹ لگانے سے ہیرڈگاری میں نمایاں کمی آئے گی اور لوگوں کی آمدنی میں اضافہ ہوگا۔</p>	<p>ظفر اقبال محمد آزاد خان ساجد محمود شاہد خان شہناز اختر رودینہ شاہین</p>	<p>* گاون میں تین جنگلی پودہ جات کی نیچے سرسریاں بنائیں گے * گاون میں 2500 جنگلی پودہ جات لگائیں گے</p>	<p>2009 تا 2006 2009 تا 2005</p>	<p>مجموعہ جنگلات * RCDF، رول کیونٹی ڈیپنٹس فاؤنڈیشن مجموعہ جنگلات * RCDF، رول کیونٹی ڈیپنٹس فاؤنڈیشن</p>	<p>* جنگلی پودہ جات کی تین سرسریاں قائم کریں گے * گاون میں جنگلی پودہ جات کی نگرانی کریں گے * مقامی سطح پر سالانہ پرائز کا قیام کریں گے جس میں فرنیچر ورکشاپیں، آٹا بجلی، روٹی دھنے والی مشینیں، چھوٹی دکاناں، دستکاری سکول اور پروڈکشن یونٹس شامل ہیں * غیر ہنرمند افراد کو ووٹسٹیل ٹریننگ دلائیں گے</p>	<p>ہیرڈگاری میں کمی</p>
<p>* گاون کے افراد کے ہنر میں اضافہ ہونے سے ہیرڈگاری میں کمی آئے گی اور آمدن میں اضافہ ہوگا۔</p>	<p>ظفر اقبال محمد آزاد خان</p>	<p>* گاون میں دو فرنیچر ورکشاپیں، ایک آٹا بجلی، ایک روٹی دھنے کی مشین، 30 چھوٹی دکاناں، 02 دستکاری سکول اور 04 پروڈکشن یونٹ کا قیام عمل میں لایا جائے گا</p>	<p>2009 تا 2005</p>	<p>مجموعہ منصوبہ بندی، صنعت و حرفت، N R S P، زرعی ترقیاتی بینک، S M E N B P، صیب بینک، ABL UBL PPAF, UNDP, IFAD</p>	<p>* ذرائع آمدورفت کو بہتر بنانے کے</p>	<p>بنیادی ڈھانچے میں بہتری</p>
<p>* گاون میں پینے کے صاف پانی کی فراہمی سے لوگوں کا پینے کے پانی کا مسئلہ حل ہوگا۔ لوگوں کی آمدن میں اضافہ ہوگا اور اچھی صحت کا حصول ہوگا۔</p> <p>* جہات میں کمی اور شرح خواندگی میں اضافہ ہوگا۔ خواتین ترقی میں مردوں کے شانہ بشانہ مددگار ہوگی۔</p> <p>* صحت کا بنیادی مسئلہ حل ہوگا۔ اچھی صحت ہوگی۔ شرح اموات میں کمی اور آمدن میں اضافہ ہوگا۔</p> <p>* گاون میں بیت الخلاء (ٹائلٹ) اور سینیٹیشن کے نظام کو متعارف کروا کر ماحول کو سازگار اور لوگوں کی صحت اچھی ہوگی</p>	<p>ظفر اقبال + محمد آزاد محمود</p>	<p>* گاون میں ایک لڑکیوں (GIRLS) کے سکول کا قیام عمل میں لائیں گے * گاون میں ایک ڈیپنٹری اور ایک زچہ و پسنٹریا قیام عمل میں لائیں گے</p>	<p>2005 2007 تا 2006 2009 تا 2005</p>	<p>مجموعہ صحت، T.V.O، ممبر سٹیٹسٹریٹس، ایم ایل اے، N R S P یا کسی پراجیکٹ سے مالی وسائل مجموعہ لیکل گورنمنٹ، سماجی بہبود، NGOs، پراجیکٹ یا کسی پراجیکٹ سے دوسرے مالی وسائل</p>	<p>* تعلیم میں اضافہ کریں گے (شرح خواندگی میں اضافہ) سکول بنائیں گے * صحت کی بنیادی سہولت کیلئے ڈیپنٹری، زچہ و پسنٹری قائم کریں گے * بیت الخلاء، سینیٹیشن کے نظام کو بہتر بنائیں گے</p>	<p>بنیادی ڈھانچے میں بہتری</p>

کلسٹر پلان تڑالہ

ریکارڈ	مبتدع نتائج	گھنٹہ کی ذمہ دار افراد	متعلقہ محکمات	دورانیہ	تعمیر لاکھ	زرع (ملی)			ضروری وسائل	سرگرمیاں	تجویز کردہ عمل	مسئلہ کی نشاندہی	لوٹ/اجد	
						CO	Prooth	NGO GO						
(15)	(14)	(13)	(12)	(11)	(10)	(9)	(8)	(7)	(6)	(5)	(4)	(3)	(2)	(1)
	تین گاؤں کے تقریباً 1200 گھرانوں کی 9600 کنال پتھر، 28800 کنال آبی وغیرہ کی پیداوار میں متحول اضافہ ہوگا۔	ظفر آباد، محمد آراء، روضہ بیٹہ شاہین، سید عابد اللہ شاہ، شاہنواز خان، یاز، حسین، آصف، قابل، نسیم، بھیم	محکمہ زراعت	2005-2009ء	1028450	50%	25%	-	25%	محکمہ زراعت، ایفاد، محکمہ زراعت، ZTBL- NRSP کوئی پانچیک یا غیر سرکاری تنظیمات، NGOs	محکمہ زراعت سے کئی زرعی پیداوار میں اضافہ کرنا	ناگانی خروک زرعی پیداوار میں کمی	گاؤں، کھروٹ، پیٹ بلا، کرنلی ٹوٹ	
	80 کنال پر بزیرات کاشت کے مقامی بزیرات کی ضرورت پوری ہو سکیگی۔	خان، یاز، حسین، آصف، قابل، نسیم، بھیم	ایضاً۔	2005-2009ء	482600	-	50%	-	50%	محکمہ زراعت کے باہرین سے پیداوار میں اضافہ کرنا۔	محکمہ زراعت کے میدان سے فصلات بزیرات اور پھلوں کی پیداوار میں اضافہ کرنا۔	فصلات، بزیرات اور پھلوں کی پیداوار میں کمی	جدید طریقہ کاشتکاری سے آبی	
	900 پھلدار پودہ جات کٹے سے پھلوں کی پیداوار میں 80% اضافہ ہوگا۔	آصف، قابل، نسیم، بھیم	ایضاً۔	2005-2009ء	250000	10%	40%	-	50%	محکمہ زراعت کے باہرین کی خدمات حاصل کر کے جدید طریقہ کاشتکاری کی تربیت حاصل کریں گے	تربیت حاصل کرنا	آپاشی کا مناسب انتظام	بجز مین، نامناسب انتظام	
	300 مرد، جو تین جدید طریقہ کاشتکاری کی تربیت حاصل کریں گے۔	نسیم، بھیم	ایضاً۔	2005-2009ء	1905000	20%	50%	-	30%	محکمہ زراعت کے شعبہ آبیائی کی معاونت سے ایکشن پلان کے تحت کاشتکاری کی تربیت حاصل کریں گے	محکمہ زراعت کے شعبہ آبیائی کے تعاون سے نا قابل کاشت زمین کا زرخیز کرنا	بزرگ مین، نامناسب انتظام	بزرگ مین، نامناسب انتظام	
	12 ایکڑیں اپنی لف کیس میں مکمل ہونے سے تقریباً 500 کنال پتھر، بھیم، جس سے تقریباً 400 سے زائد گھرانے مستفید ہوں گے۔	ظفر آباد، محمد آراء، روضہ بیٹہ شاہین، سید عابد اللہ شاہ، شاہنواز خان، یاز، حسین، آصف، قابل، نسیم، بھیم	ایضاً۔	2005-2009ء	250000	30%	30%	-	40%	محکمہ زراعت کے شعبہ آبیائی کی معاونت سے ایکشن پلان کے تحت کاشتکاری کی تربیت حاصل کریں گے	محکمہ زراعت کے شعبہ آبیائی کے تعاون سے نا قابل کاشت زمین کا زرخیز کرنا	بزرگ مین، نامناسب انتظام	بزرگ مین، نامناسب انتظام	
	1300 کنال پتھر زمین قابل کاشت ہو سکیگی۔	ظفر آباد، محمد آراء، روضہ بیٹہ شاہین، سید عابد اللہ شاہ، شاہنواز خان، یاز، حسین، آصف، قابل، نسیم، بھیم	ایضاً۔	2005-2009ء	750000	50%	25%	-	25%	محکمہ زراعت کے شعبہ آبیائی کی معاونت سے ایکشن پلان کے تحت کاشتکاری کی تربیت حاصل کریں گے	محکمہ زراعت کے شعبہ آبیائی کے تعاون سے نا قابل کاشت زمین کا زرخیز کرنا	بزرگ مین، نامناسب انتظام	بزرگ مین، نامناسب انتظام	
	یونین کونسل کے گیارہ جزار سے زائد کسان معیاری کھاد و زرخ سے ماحول حال کر سکیں گے۔	ظفر آباد، محمد آراء، روضہ بیٹہ شاہین، سید عابد اللہ شاہ، شاہنواز خان، یاز، حسین، آصف، قابل، نسیم، بھیم	ایضاً۔	2005-2009ء	750000	50%	25%	-	25%	محکمہ زراعت کے شعبہ آبیائی کی معاونت سے ایکشن پلان کے تحت کاشتکاری کی تربیت حاصل کریں گے	محکمہ زراعت کے شعبہ آبیائی کے تعاون سے نا قابل کاشت زمین کا زرخیز کرنا	بزرگ مین، نامناسب انتظام	بزرگ مین، نامناسب انتظام	

HOW TO ESTABLISH GRASSROOTS PLANNING MECHANISM FOR RURAL COMMUNITIES FOR DEMANDING MULTI-DISCIPLINARY EXTENSION SERVICES FROM PUBLIC AND PRIVATE INSTITUTIONS
AN ILLUSTRATED GUIDE ALONG WITH A SET OF EIGHT TRAINING MODULES IN PRINTED AND/OR DIGITAL FORM

M. Kalim Qamar, Ph.D. (Cornell)

This is an abridged, without-illustrations version of a guide, which was prepared based on the experiences of the FAO project TCP/PAK/2905. Two versions of the original guide were published in Pakistan in 2007; one in English and the other in Urdu. Both versions were in colour and had illustrations. A copy of the guide may be requested from FAO Representative, Islamabad, Pakistan along with the eight training modules in digital and/or printed format.

CHAPTER 1.
INTRODUCTION

Background

From 2003 to 2007 (including some time gap due to earthquake), the Government of Azad Jammu and Kashmir (AJK) implemented a project funded by the Food and Agriculture Organization of the United Nations (FAO) under its Technical Cooperation Programme. The title of the project was “Strengthening the extension capacities for community demand-driven planning for natural resources management in the Azad Jammu and Kashmir Region”, and it was implemented in selected villages of three districts. This project’s main thrusts were grassroots, bottom-up planning for preparing demand-driven plans for requesting the assistance of extension services in natural resources management and other technical areas, and delivery of services by public and non-public institutions. The project actively involved government line departments, rural communities and some NGOs in its field activities, and was the very first attempt to establish a process of grassroots planning in a systematic way. This particular guide is based on the experiences and many valuable lessons learnt during the project.

How the guide should be used

It is important to keep in mind that the success of grassroots planning depends on favourable environment, which comprise political will, active policy support and appropriate institutional mechanism for encouraging the participation of people in decision-making.

A number of training modules prepared under the FAO project, available in printed and digital form, are an integral part of this guide. The guide cannot be properly used without those modules because the substantial content of these training modules has not been included in the guide's text in the interest of brevity.

The guide consists of several steps. It will be useful to draw a plan of work including schedule for completing various activities. Starting time of each activity will depend on the nature of the activity. For example, some activities such as organization of village level groups and creation of district level development committees could be started simultaneously. Others may require proper sequence. For example, audio-visual training materials must be prepared before training of various target groups could be started.

Users of the guide

Any government agency involved in development activities at grassroots level can benefit from this document. As agricultural extension services are supposed to take lead in preparing themselves through necessary training for introducing the process to rural communities, they should be the first ones to follow it in order to establish a demand-driven extension service. Other departments such as local government, community development, health services, which work at community level, will also find the guide useful. NGOs engaged in village level development work can benefit from this publication. Above all, the rural communities could become the main beneficiaries of this guide through their comprehension of the grassroots planning and meaningful participation in the process of national development.

CHAPTER 2.

KEY CONCEPTS AND TERMS USED IN THE GUIDE

Grassroots planning: Grassroots planning is a process which people at lowest administrative level, such as village, can meaningfully participate in the preparation of their development plans for further action by themselves or by the government.

Participatory decision-making: Participatory decision-making means various stakeholders, such as government departments, private institutions and rural communities taking active part in making joint decisions that affect their lives.

Stakeholders: All those individuals or groups who could directly or indirectly, positively or negatively be affected by any action such as building of an irrigation dam, no matter who takes that action, may be considered as stakeholders related to that particular action.

Training module: Training module is a tool of training, in printed or digital form, used in improving knowledge, skills and attitude of people. It contains lesson plans comprising objective of training, technical subject-matter, training method, duration of training, theory part of training, practical part of

training, audio-visual aids required to teach, and method to get views from the trainees regarding their satisfaction with the training received.

Audio-visual aids: Audio-visual aids are those materials which can be seen and/or heard and are used in support of teaching or training with the objective of enhancing learning. Examples are charts, photographs, digital pictures, audio-cassettes, slides, posters, models, video and film clips, etc.

Facilitator: Facilitator is a man or woman, who helps a group in understanding the objective, process, and conclusions of a group meeting, encourages members to speak out their individual points of view, keeps a visible record of main points of the discussions usually on a flip chart, and keeps the questions, responses and discussions on track in line with the objective of the meeting, without imposing his/her own views on the group members. A facilitator “walks” the group through the entire meeting without giving the feeling of being dictated to the members, leaving the decisions to be made by the group members.

Public and non-public institutions: All institutions of the government, such as department of livestock, department of horticulture, etc. within the ministry of agriculture, are called public institutions while all private institutions are known as non-public, such as private companies, commercial concerns, non-government organizations (NGOs) etc. The organizations such as NGOs () are also called as “civil society” institutions. The objective of most private and commercial companies is to make profit while in case of civil society institutions the main motive is to serve the community using the funds received from donors. That is why they are also called “non-profit” organizations.

Line departments: All those government technical departments which have their offices from the central to lower administrative levels are called line departments, such as department of agriculture.

Outsourcing: In outsourcing, a private or civil society institution is given contract by the government using public funds for delivering certain services. Outsourcing is also called “contracting out”.

Field-testing: When a new methodology or model is developed for the first time, it is tested under real-life conditions, in order to assess its suitability and to verify its expected performance, and in case the observations necessitate certain adjustments, they are made before it is recommended for general use.

Impact assessment: When an activity such as a project is implemented, its social, economic, cultural, geographic, environmental, and possibly other effects are recorded during impact assessment exercise in order to assess whether the project has resulted in higher incomes or had negative effects on environment or has strengthened community spirit or has damaged property, etc.

Monitoring: When the progress of any activity, such as a project or delivery of a specific service, is constantly or frequently checked from its beginning to the end, in terms of its timeliness and quality, it is called “monitoring”.

CHAPTER 3.

MAIN INGREDIENTS OF GRASSROOTS PLANNING MECHANISM

- **Political will and active policy level support** to encourage the involvement of rural communities in decision-making on matters related to their welfare and development, and the provision of adequate human, physical and financial resources.
- **Workers of agricultural extension service** and, if available, of other services, which are active in rural development activities at grassroots level.
- **Village-level groups of men and women**, along with their informal leaders.
- **District Development Committee** comprising representatives of government line departments, relevant government institutions, NGOs, private sector, and rural community groups of men and women.
- **A clear procedure of grassroots planning** from the organization of village-level groups to the delivery of extension and other technical services to the rural communities.
- **Technically sound training modules and materials** on those specific conceptual and technical topics, which are most relevant to the process of grassroots planning.
- **Computer and audio-visual equipment** which are location-specific.
- **Carefully identified target trainee groups** comprising stakeholders who are most relevant to the grassroots planning and decision-making
- **Well prepared detailed training plan** indicating all relevant information
- **An established training institution** or group of professional trainers willing and able to engage in capacity building of various stakeholders involved in grassroots planning

CHAPTER 4.

TRAINING MODULES

USE ALL THE TRAINING MODULES DEVELOPED UNDER FAO/TCP PROJECT AND PREPARE ADDITIONAL MODULES ON ANY OTHER SUBJECT IF NECESSITATED BY SPECIFIC SITUATION

Rationale: Most development agencies strongly encourage active involvement of rural communities in decision-making process through an appropriate grassroots planning process. However, while the concept is appreciated widely, there is little capacity among relevant development workers, rural communities and other stakeholders to implement it. It is therefore necessary to build the technical capacity of various stakeholders who will be involved in the process. This capacity building will require training in several technical subjects for which training modules need to be developed.

Luckily, as many as eight training modules on key subjects related to grassroots planning have been produced under the FAO/TCP project and may be used readily. They were field-tested and later used in real life situations. The training modules readily available for use along with this guide are as follows:

1. Introduction to natural resources and their management, including agriculture, horticulture, water-management, livestock, fisheries, and forestry.

2. Process of grassroots planning leading to the preparation of multi-disciplinary plans on natural resources management (demand-for-services plans) by rural communities to request services from public and non-public institutions.
 3. How extension workers should perform as facilitators for rural community groups when they initiate the grassroots planning process.
 4. Coordination among rural communities, different line-departments of the government and non-public institutions, for the purpose of producing multi-disciplinary demand-for-services plans and services delivery-plans.
 5. Joint preparation of cost-labour-shared services delivery-plans, based on the demand-for-services plans prepared earlier by the community groups, by government line-departments, non-public institutions and rural communities.
 6. Negotiations and contract preparation for “outsourcing” purposes, i.e. non-public institutions are given contracts for the delivery of services against the funds to be provided by the government and/or the community who will receive the services
 7. Joint monitoring of quality and progress of the delivery of services to the rural communities
 8. Impact assessment of the services delivered to the rural communities by government and non-public institutions.
- Additional modules, if needed in specific situations, will have to be developed using the same format as the existing modules have.

Tips on preparing additional training modules:

- The relevant government department should hire a team of competent technical subject-matter specialist and a training methodology specialist on short-term contracts for preparing training modules.
- Once draft training modules have been prepared, they should be field-tested and discussed with the relevant government officials, technical specialists of line departments, NGO’s representatives and community leaders. The modules should be finalized taking into considerations all the comments received.
- The modules should be printed, as well as put in digital form.

CHAPTER 5.
AUDIO-VISUAL MATERIALS

PREPARE AUDIO-VISUAL MATERIALS TO BE USED DURING TEACHING OF THE TRAINING MODULES

Rationale: Different types of audio-visual materials, if prepared and used properly during training sessions, can significantly enhance learning among the trainees. It is known fact that the more of human senses, i.e. talking, listening, seeing, touching, and smelling, are linked to a learning process, the more learning will take place.

Tips on preparing audio-visual materials:

- Each training module should be reviewed thoroughly to identify the parts of the text or exercises

for which various types of audio-visual materials can be used to make learning more interesting and effective.

- Artists, photographers and technicians should be hired to prepare the audio-visual materials.
- The written, spoken or visual text and illustrations for the audio-visual materials should be prepared keeping in mind age, religion, gender and literacy level of the target groups of trainees. Similarly, the local situational context should be kept in view especially while preparing any illustrations.
- Slides, posters, charts and PowerPoint projections should not be filled with too much text or illustrations. Congested visuals will cause confusion hence less learning.
- The visual materials should be colourful and pleasing to the eye, not just black and white or in dull colours. Attractive designs will enhance learning.
- Educational games in which some learning on specific topics takes place during their play are powerful tools for teaching as the trainees take great interest and are highly motivated. It is strongly recommended that such educational games be developed for various topics.

CHAPTER 6.

VILLAGE LEVEL GROUPS

ORGANIZE GROUPS OF MEN AND WOMEN IN THE VILLAGES, AND IF THEY ALREADY EXIST THEN STRENGTHEN THEM

Rationale: The existence of men and women groups in the villages is a pre-requisite for grassroots planning. These groups serve as platform for the entire planning process leading to the preparation of demand-for-services plans. They also play an important role in monitoring the delivery of services by government and/or non-government institutions, and in assessing the impact of those services.

Tips on group organization:

- Discussion should be started by the trained extension staff with the formal leaders (usually those holding formal posts with government departments such as school teachers, elected members of certain committees, health representatives, etc.) and informal leaders (such as elders, tribal leaders, imams of mosque or priests of churches, etc.) of the village on the need and usefulness of men and women groups in the preparation of demand-for-services plans, and whether separate or mixed groups of men and women be formed. It is essential to reach an agreement with the village leaders before talking to people in general.
- The extension staff should hold follow-up discussions in informal gatherings of men and women, in the presence of formal and informal village leaders. The topics should include grassroots planning, why men and women groups will be needed to carry out grassroots planning exercise, how the groups will be organized in a gender-sensitive manner taking local customs, religious

and cultural factors into consideration, what will be the functions of the groups, how the group leaders will be selected or elected and for what duration, how often and where will the groups meet, how the records will be kept, and how trained agricultural extension staff will arrange necessary orientation and training of group leaders and members.

- Actual organization of groups, keeping in mind that each group should comprise approximately from five to fifteen members, depending on the village population. Too small groups will not have critical number of members to make decisions and too large groups will not be manageable and could delay decision-making.
- The extension staff should facilitate the selection or election of group leaders by the groups.
- The extension staff should provide short training to the groups of men and women in the benefits of having such groups, and procedures to be followed in making decisions while preparing demand-for-services plans.
- The extension staff should make occasional contacts with the group leaders and supervise group meetings to ensure smooth working.

CHAPTER 7. EQUIPMENT

PROCURE AND INSTALL COMPUTER AND AUDIO-VISUAL EQUIPMENT ALONG WITH PROVISION OF TRAINING TO RELEVANT STAFF

Rationale: Computer equipment will be needed to store, retrieve and process data on various human, physical and financial aspects of grassroots planning. Such equipment should be installed in all those district offices where grassroots planning will be put into practice. Similarly, audio-visual equipment will be needed in order to facilitate training of different groups. Training of all the staff members who are going to operate and maintain the equipment will be necessary otherwise the equipment will not be used after installation.

Tips on computer and audio-visual equipment:

- Technical specifications of all the equipment should be prepared by relevant national specialists taking into consideration local situational factors, such as electricity voltage, infrastructure, etc. before purchase orders are issued.
- If available, portable, battery-operated equipment should be purchased for convenience in carrying them to the events in the villages which are not yet electrified.
- While purchasing the equipment, guarantees for maintenance of equipment for a specified period and basic training of staff in operating the equipment should be made an integral part of the purchase deal.

- The district and other offices where equipment are installed should also purchase electricity generators in view of unreliable power supply and frequent fluctuations in voltage.
- During the first few weeks, after the equipment has been installed, the relevant government department should hire a national equipment specialist to backstop the operation, trouble-shooting and maintenance of the new equipment.
- The equipment should be replaced with the new ones when they reach the limit of their life expectancy and the costs for their maintenance start climbing up considerably.
- A list of computer and audio-visual equipment purchased and installed under the FAO/TCP project was provided. However, this list is not being provided because the technology has changed and the old list may not be suitable for different locations.

CHAPTER 8. TRAINING PLAN

PREPARE A DETAILED PLAN FOR CAPACITY BUILDING OF DIFFERENT STAKEHOLDERS IN THE SUBJECTS OF THE TRAINING MODULES

Rationale: As some of the activities could be considered pre-requisites before other activities could be undertaken, and as several stakeholder groups are involved in the grassroots planning exercise whose capacity is to be built in a number of subject areas, it is necessary to prepare a training plan before training activities are started. A well prepared plan will help in making necessary preparations for training and proper implementation of the plan will ensure quality capacity building. Refresher training to be given to the staff about one year after their original training will help further capacity building due to the field experience gained by the trained participants during the past one year or so.

Tips on preparing training plan

A good training plan should include information at least on the following topics:

- Subjects to be taught (write all the topics in the training plan, making full use of the training modules developed under the FAO/TCP project)
- Target trainee group/s for each subject (keep in mind the status of various trainee groups because each group should be kept as homogenous as possible)
- Duration of each training session (the duration should not be too long or too short).
- Location of training (the training place should be reasonably comfortable equipped with necessary audio-visual aids, furniture, etc.).
- Resource person/s (all resource persons should arrive at least one day before their training session, visit the training location and discuss the training arrangements with the organizers).

- Training materials to be used (all resource persons should prepare audio-visual materials well in advance of their respective training sessions).
- Audio-visual equipment to be used (make sure that the training location has necessary facilities for their use).
- Gender ratio for each trainee group (participation of women should be encouraged wherever possible).
- Logistic arrangements for resource persons and participants (prepare a list regarding travel and transport, meals and refreshments during breaks, accommodation, secretarial services, equipment, etc.).
- Training methodology or methodologies (resource persons should be encouraged to be as creative as possible; stereotype lecturing should be avoided; participants should be actively involved in discussions).
- Theory to practical time ratio (there is no set formula but ideally theory should be kept to the minimum while a lot more emphasis should be placed on practical training).
- Indoor and outdoor training ratio (encourage the resource persons to have at least a part of the training outdoors).
- Tools and method for evaluation of the training (evaluation should be done by the participants on evaluation forms to be prepared by the organizers, covering all aspects of a training activity; writing of the names on the evaluation forms should be optional).
- Financing of training activity (this aspect should be prepared in advance and suitable arrangements should be made for distribution of applicable funds among the participants).
- Refresher training in the same subjects but of short duration to be provided to the same participants after one year of the original training (make sure that experiences and observations of the participants who were given training one year before are taken into consideration while preparing the curriculum for refresher training).

CHAPTER 9. TRAINEE GROUPS

IDENTIFY DIFFERENT STAKEHOLDER GROUPS WHOSE CAPACITY IN GRASSROOTS PLANNING IS TO BE BUILT, DECIDE WHICH SUBJECTS ARE TO BE TAUGHT AND FOR WHAT DURATION

Rationale: The target stakeholder groups who are to be provided training in various subjects, and for what duration, is an important part of the capacity building for introducing the grassroots planning process. The training plan will not be complete without this information.

Tips on the training subjects, training duration and trainee groups

As guidance, the following table is presented, which was used under the FAO/TCP project. District Project Support Committee wherever mentioned in the table, should be considered as District Development Committee. Other trainee groups and subjects of training may be added if needed.

Training topic	Trainee groups	Duration
Introduction to natural resources and their management (including agriculture, horticulture, water-management, livestock, forestry, fisheries)	i. Agricultural extension staff from district and field level; ii. Rural community leaders	5 days
Process of grassroots planning leading to preparation of multi-disciplinary plans on natural resources management (demand-plans) by rural men and women community groups to demand services from public and non-public institutions.	i. Rural community group leaders ii. District officers of line departments iii. District agricultural extension staff iv. Field agricultural extension staff v. Representatives of non-public institutions vi. Senior national-level decision-makers vii. Members of District Project Support Committee	4 days
How to perform as facilitators for rural community groups when the latter initiate the grassroots planning process	i. District agricultural extension staff ii. Field agricultural extension staff	3 days
Coordination among different line departments and non-public institutions for the purpose of producing multi-disciplinary demand-plans and service-delivery plans	i. District agricultural extension staff ii. Field agricultural extension staff	3 days
Joint preparation of cost/labour-shared service-delivery plans, based on the demand-plans prepared earlier by the rural communities, by government departments, non-public institutions and rural communities	i. Rural community group leaders ii. District officers of line departments iii. District agricultural extension staff iv. Field agricultural extension staff v. Representatives of non-public institutions vi. Senior national-level decision-makers vii. Members of District Project Support Committee	4 days
Negotiation and contract preparation for “outsourcing” purposes, i.e. non-public institutions are given contracts for delivery of specific services against the funds to be provided by the government and/or the community who will receive the services	i. District officers of line departments ii. District agricultural extension staff iii. Representatives of non-public institutions iv. Members of District Project Support Committees	3 days
Joint monitoring of the quality and progress of the delivery of services to the rural communities	i. Rural community group leaders ii. District officers of line departments iii. District agricultural extension staff iv. Field agricultural extension staff v. Representatives of non-public institutions vi. Members of the District Project Support Committees	4 days
Impact assessment of the services delivered to the rural communities	i. Rural community group leaders ii. District officers of line departments iii. District agricultural extension staff iv. Field agricultural extension staff v. Representatives of non-public institutions vi. Members of the District Project Support Committees	4 days

CHAPTER 10.

AGRICULTURAL EXTENSION STAFF AS FACILITATORS

PROVIDE NECESSARY TRAINING TO AGRICULTURAL EXTENSION STAFF TO ENABLE THEM TO FACILITATE THE START OF THE GRASSROOTS PLANNING PROCESS FOR PREPARING DEMAND-FOR-SERVICES PLANS BY THE RURAL COMMUNITY GROUPS

Rationale: It is not possible to prepare proper plans without following a logical process of decision-making. The agricultural extension workers, who will facilitate the start of grassroots planning process by the rural community groups, and the group members themselves, should be familiar with the basic steps to be followed.

Steps of the process

The rural community groups should be passed through the following steps while preparing their demand-for-services plans:

- Identify and define the major problems related to agriculture being faced by the rural communities.
- Prioritize the problems identified in order of importance, possibly placing various problems in the categories of needing immediate, medium and long-term solutions.
- Identify possible causes of the problems, both natural and those caused by people.
- Identify possible solutions of each problem, and the resources needed to adopt the solutions, such as finance, labour, technical expertise, time, etc., with the assistance of agricultural extension staff and additional subject-matter specialists, if needed.
- Determine the financial and/or labour contribution of the community towards possible solutions to the problems.
- Select the most feasible solution.
- Prepare a tentative time table for possible services/interventions required from outside the community to implement the solutions.
- Identify government line departments and non-public institutions which are known to the communities and/or agricultural extension facilitators and who are capable of and willing to offer the needed services.
- Put all the decisions reached on the above points in a tabular form and title it as rural community group demand-for-services plan, which will be merged later along with other such group demand-for-services plans into a single “cluster demand-for-services plan”, to be presented to the District Development Committee for discussion among stakeholders and for eventual integration into district development plan.

CHAPTER 11.

DISTRICT DEVELOPMENT COMMITTEES

CREATE DISTRICT DEVELOPMENT COMMITTEES AT DISTRICT LEVEL WITH SPECIFIC TERMS OF REFERENCE RELATED TO GRASSROOTS PLANNING PROCESS

Rationale: The existence or creation of a key institution or body of stakeholder representatives is an essential pre-requisite in the grassroots planning process. This body has to review the demand-for-services plans prepared by the rural community groups, merge them into district development plans, allocate resources, and make decisions on which services should be delivered by the line departments of the government and which services should be outsourced to non-public institutions.

Tips on District Development Committees:

- District Development Committee will be created in each project district.

Membership of the committee will comprise District Agricultural Officer, district-level officials of line departments, representatives of non-public institutions interested in delivering community services, and representatives of rural communities.

The committee may be chaired by the senior most government technical officer in the district, while the District Agricultural Officer could function as secretary to the committee.

- The committee should meet from time to time, as needed, with the following Terms of Reference:
 - (a) To provide subject-matter specialists' assistance to the rural community groups in the matters of technical feasibility and cost estimates for alternate solutions to the problems identified by the groups.
 - (b) To approve and integrate the cluster demand-for-services plans (prepared by merging demand-for-services plans prepared by several individual rural community group), in the district development plan.
 - (c) To take action for obtaining funds from the IFAD-financed Community Development Programme in case there is not sufficient district budget available to deliver the services demanded by the communities.
 - (d) To facilitate the preparation of plans for service delivery by public and private institutions
 - (e) To ensure continued provision of national, district or "tehsil" level subject-matter specialists' technical support to agricultural extension staff, especially in subjects like fisheries and forestry, which are not traditionally covered by agricultural extension workers.
 - (f) To assist in the preparation of contracts for hiring private institutions for delivery of specific services with government funds (outsourcing), and in facilitating community-sharing arrangements in the delivery of services.

CHAPTER 12.

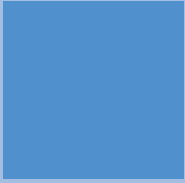
PROCEDURAL STEPS FROM RURAL COMMUNITY GROUPS ORGANIZATION TO THE DELIVERY OF SERVICES DEMANDED BY THE GROUPS: A CHECK LIST

The following steps need to be followed in logical sequence:

- Identification of or organization of rural community groups in the villages in case there are no groups at present.
- Identification of public (government) and non-public (including NGOs and private companies, individual experts, farmers associations, etc.) institutions in each district, which can offer extension services in various technical disciplines to the rural communities.
- Creation of a District Development Committee in each district, comprising the men and women representatives of rural communities, public departments and non-public institutions.
- Preparation of training modules and audio-visual aids on the topics of: (i) Introduction to natural resources and their management (including agriculture, forestry, horticulture, water-management, livestock, fisheries, forestry); (ii) grassroots preparation of multi-disciplinary demand-for-services plans; (iii) how agricultural extension staff should facilitate the process of grassroots planning by the rural community groups; (iv) how agricultural extension staff should coordinate among various line departments and non-public institutions; (v) how should line departments and non-public institutions prepare action plans to deliver services to the communities based on their demand-for-services plans; (vi) how outsourcing contracts should be prepared by government departments to be signed with non-public agencies for delivery of specific services to rural communities; (vii) how the communities should monitor the quality and progress of the services being delivered by public- and non-public agencies; and (viii) how should rural communities assess the impact of the services delivered.
- Explanation about natural resources management, including agriculture, horticulture, water-management, livestock, fisheries and forestry by trained rural community leaders to rural men and women groups in their respective villages, based on the training received earlier.
- Provision of continuous technical support to agricultural extension staff in the field by the national, district or tehsil-level subject-matter specialists, covering agriculture, horticulture, water-management, livestock, and fisheries.
- Provision of training in the above mentioned subjects to the representatives of rural community groups, public departments, and non-public institutions.
- Provision of assistance by the trained agricultural extension staff to the rural community groups through facilitating of the process of grassroots planning.
- Preparation of village-level multi-disciplinary demand-for-services plans by the male and female rural community groups and their eventual merger to produce cluster demand-for services plans.


- Integration of cluster demand-for-services plans into district development plans by the district officials, in collaboration with the District Development Committee.
- Decision by relevant government officials regarding which services to the communities will be provided by the line departments and which by the non-public agencies through outsourcing contract arrangements.
- Preparation and processing of outsourcing contracts with non-public agencies by relevant government officials for the delivery of services.
- Preparation of detailed plans by the public and non-public institutions for the delivery of services to the communities.
- Coordination of the preparation of plans covering several disciplines, by the trained extension staff, for delivery of services to the rural communities.
- Delivery of services, and monitoring and impact assessment by the rural communities and relevant public and private service-providers.

¹ Through capacity building of Local Support Organizations (LSOs)



<http://www.fao.org/oek/research-and-extension-systems/en/>

ISBN 978-92-5-107001-7



9 7 8 9 2 5 1 0 7 0 0 1 7
I2354E/1/09.11