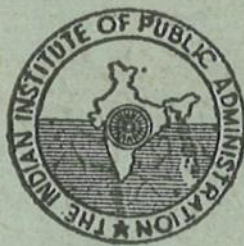


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**MEMBERS' ELEVENTH ANNUAL  
CONFERENCE**

(October 29, 1967)

**AGRICULTURAL ADMINISTRATION  
WITH REFERENCE TO INCREASING  
FOOD PRODUCTION**



**THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION**

**Indraprastha Estate  
New Delhi-1**

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THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION  
MADRAS

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### INTRODUCTION

The Eleventh Annual Conference of the Members of the Institute was held on October 29, 1967. The main subject of discussion at the Conference was "Agricultural Administration with Reference to Increasing Food Production". The discussions are summarised in the following pages. Prof. N. Srinivasan, Professor of Political Science in the Institute, prepared a Working Paper on the main subject.

I am thankful to the members of the Institute who participated in and contributed papers on different aspects of the main subject. I am also very grateful to Dr. P. S. Lokanathan who presided over the Conference and to Prof. Srinivasan who contributed the Working Paper.

J. N. KHOSLA

*Director*

*Indian Institute of Public Administration*

September, 1968.  
New Delhi.

## INTRODUCTION

The I.I.P.A. Annual Conference of the Members of the Institute was held on October 12, 1967. The main theme of the conference was "Agricultural Administration: A Study in the Context of Increasing Food Production". The discussion was presided over by the following members: Prof. A. Srinivasan, Professor of Political Science in the Institute, presented a Working Paper on the main subject.

The Institute is pleased to have the members of the Institute who participated in and contributed papers on different aspects of the main subject. The main working paper by Dr. P. S. Lokanathan was presented to the Conference and to Prof. Srinivasan who presided over the Working Paper.

S. S. KHANNA

Secretary, I.I.P.A.

## I. I. P. A.

### MEMBERS' ELEVENTH ANNUAL CONFERENCE

#### Conference Chairman

**Dr. P.S. Lokanathan** Formerly Director General,  
National Council of Applied  
Economic Research & Member,  
Executive Council, I.I.P.A.

#### Participants

- Shri Ramesh Kumar Arora** Lecturer in Public Administration,  
University of Rajasthan, Jaipur.
- Dr. A. Avasthi** Professor and Head of the  
Department of Political Science,  
University of Sagar.
- Dr. A. P. Barnabas** Reader in Sociology, I.S.P.A.
- Dr. C.P. Bhambhri** Reader,  
Department of Political Science,  
University of Rajasthan,  
Jaipur.
- Shri S.M. Goyal** Secretary (Planning)  
Delhi Administration,  
Delhi.
- Shri H.M. Patel** M.L.A. & Chairman,  
Charutar Vidyamandal,  
Vallabh Vidyanagar.

- Shri M. Ramakrishnaya Joint Secretary,  
Government of India,  
Ministry of Petroleum & Chemi-  
cals, New Delhi.
- Shri G.B. Sharma Junior Lecturer in Public Adminis-  
tration, University of Rajasthan,  
Jaipur.
- Shri J.K.P. Sinha Assistant Director,  
Institute of Public Administra-  
tion, Patna University, Patna.
- Shri K.D. Trivedi Lecturer in Public Administration,  
Department of Public Administra-  
tion, University of Rajasthan,  
Jaipur.
- Dr. A.R. Tyagi Professor of Public Administration,  
National Academy of Administra-  
tion, Mussoorie.

## NAMES OF PERSONS WHO CONTRIBUTED P A P E R S

### *Working Paper*

- Prof. N. Srinivasan Professor of Political Science,  
I.S.P.A.

### *Background Papers*

- Shri P.H. Bhatt Manager, Amul Diary  
(Products) Anand (Gujarat).
- Dr. H.W. Butt Principal, Extension  
Education Institute,  
Nilokheri.
- Shri R.K. Das Bhubaneswar.
- Shri V.V. Gokhale Chief Executive Officer,  
Sangli Zila Parishad,  
Sangli.
- Dr. B.B. Jena Reader in Political Science,  
Government G.M. College,  
Sambalpur (Orissa).
- Shri Bhikalal Kapasi Chief Editor,  
Economic Trends and Indications,  
New Delhi.
- Dr. Donald C. Pelz Survey Research Center,  
University of Michigan,  
Michigan.
- Mrs. Inder Prabha Sharma Lecturer,  
M.G.N. College of Education,  
Jullundur City.



Dr. T. R. Sharma	Faculty of Commerce, Balwant Rajput College, Agra.
Shri J.K.P. Sinha	Assistant Director, Institute of Public Administration, Patna University, Patna.
Dr. V.P. Varma	Director, Institute of Public Administration Patna University, Patna.

## PROCEEDINGS OF MEMBERS' ELEVENTH ANNUAL CONFERENCE

(October 29, 1967)

### AGRICULTURAL ADMINISTRATION With Special Reference to INCREASING FOOD PRODUCTION

Dr. P.S. Lokanathan who presided over the morning session congratulated at the outset the organisers of the Conference for selecting such an important and challenging subject as the agricultural administration. His opening remarks highlighted the problems for discussion. He observed that the objective of self-sufficiency in food to be attained by 1970-71 is a continuing process because the target of food production will have to rise with the increase in population. The emphasis is not so much upon mere targets but upon the administrative aspects and means and methods for reaching these targets. He pointed out that the greatest bottleneck to economic progress in this country has been inefficient administration. The system has to be geared to the development of food production. The lack of consciousness of the time factor, and complicated fiscal and other procedures had stood in the way of progress. In order to achieve administrative efficiency the system has to be changed so as to see that action follows quickly to implement decisions. In that way the responsibility of the officers to take quick decisions and implement them could be fixed. Secondly, implementation proves difficult without the proper machinery to supply the inputs to the farmers in adequate quantity and at the proper time. This was one of the basic causes for the poor progress of the country. Thirdly, agricultural production can only be stepped up when several agencies coordinate at different levels. There should be proper coordination between the Centre and the States, and within the States, between the different ministries, departments, agencies and so on. Lastly, there is the important issue of

communication. The ultimate aim is to reach the farmer so as to enable him to get proper knowledge of new varieties of seeds, fertilisers, pesticides, etc., of improved practices and scientific methods of agriculture.

Dr. J.N. Khosla who introduced the subject drew attention to the special issue of the Journal brought out by the Institute dealing with food policy and problems of better organization and management. Dr. Khosla observed that in spite of the increase in agricultural production since Independence, self-sufficiency had not been attained and food shortages and soaring food prices continue to plague the country's economy. While the population has been increasing at the average rate of nearly 2.2 per cent annually the corresponding increase of food grains production has been 2.98 per cent per annum. There has been comparatively larger consumption of food grains by the lower income groups and the farming classes. The genesis of the food problem lies in the fact that because of larger consumption within the agricultural sector, the available surplus of food grains has not risen as rapidly as the rate of growth of population in the urban sectors.

He remarked that the two successive unprecedented droughts had brought home the gravity of the food situation. Food production depends considerably on the socio-economic policies of the government and the ability of the administration to provide the infra-structure, procedures and system which would ensure timely and adequate supply of inputs. As a result of the implementation of the recommendations of the Nalagarh Committee on Agricultural Administration and of the working group of Inter-departmental and Industrial Coordination for Agricultural Production under the chairmanship of Dr. Ram Subhag Singh and other efforts of the Government, there exists today in many States the administrative and technical machinery administering food production programmes. But as the Expert Committee on Assessment and Evaluation of Intensive Agricultural District Programme has pointed out the administrative system is not fully adequate for the job and has to be geared to the needs of the new programmes.

The problem of better organization and management for increased production and gearing it to development has several

dimensions. In the first place, there is the question of improving the working of the various individual organizations responsible for the supply of different inputs : weaknesses have been pin-pointed in areas like fertilisers, pest control measures, improved seeds, farm planning, credit arrangements etc. Secondly, a more suitable organizational pattern has to be evolved at the village, block and district levels. Lack of adequate coordination between various agencies at the district level has become an endemic problem. The general thinking seems to be in favour of an organization based on the principle of unity of command all along the line from the block upwards. Thirdly, the advent of the Five Year Plans of development and the rising popular discontent have thrown on the Centre increasing responsibilities for the formulation and coordination of national agricultural policies and for planning of agricultural production.

Some important aspects of the national policy related to the setting of production targets, financial aid to States, import of food grains, procurement policy, determination of incentive prices, zonal system of distribution and promotion of special study and research. As a result of the central leadership, there have come up at the Centre a number of organizations like Agricultural Board, Agricultural Prices Commission, etc. The proliferation of the agencies at the central level present problems of their own.

Dr. Khosla pointed out that two important areas need special attention—agricultural research and extension services. It is only recently with the adoption of "new strategy" that agricultural research has made a significant impact on agricultural production. However, the research effort needs to be consolidated and extended and its results effectively communicated through extension agencies. He referred to the study report submitted by the Institute to the Administrative Reforms Commission on "Communication of Agricultural Research Findings to the Endusers and Utilization by them."

On the role of the Panchayati Raj institution, he observed that it has to be redefined in the light of its poor performances in promoting agricultural production. The participation of popular bodies in the fight for increased production is essential



for selling new methods and techniques in agriculture to the farmer. But the Panchayati Raj institutions have often tended to be dominated by politics and functions. He referred to the unfortunate controversy as to whether Panchayati Raj institutions should have any role in agricultural production or not. He maintained that while a clear-cut policy on this matter is essential, the problem of promoting a more suitable form of participation of such institutions in agricultural programmes calls for some imagination and ingenuity.

He pointed out that the quality of extension personnel at all levels needs improvement. The effectiveness of the governmental effort to step up agricultural production depends in the last analysis upon the performance of the personnel engaged in the task. While a number of training programmes are being operated under the aegis of the government, not enough attention has so far been devoted to orienting the administrative personnel connected with the agricultural production. He mentioned the special seminar on this subject organized by the Institute in March 1966.

He pointed out that the entire gamut of the administrative problems of increasing production was examined by a study team of the Administrative Reforms Commission headed by a former Minister of Mysore Shri H.M. Chennabasappa. The study team has recommended far-reaching changes both in agricultural policy and administration. The team has suggested the abolition of food zones, procurement, the ceiling clause in land reforms legislation and a thorough recasting of the Centre-State relations in the matter of agricultural administration. The team has emphasized that the focal point in agricultural administration is "strengthening the soil and the man behind the plough". The team has found that governmental protection and support to the cooperative in rural areas has resulted in breeding inefficiency and corruption. It has accordingly proposed that cheap farm credit facilities should be provided through competitive private agencies. The team has also recommended that the duplicate agencies at the state level should be abolished and that there should be a single line of command. The ability of the officials should be adjudged by their performance and not by seniority, and an evaluation committee should be appointed for assessing such performance.

Shri S.M. Goyal remarked that the biggest problem in the augmentation of agricultural production is coordination. He pointed out that the community development programme provided it to some extent but it failed particularly in the field of agriculture. There has been a tendency in the Centre and in the States, particularly amongst the agricultural specialists, to separate the agricultural programmes from the community development programme. Coordination between the various agencies in the field in the form of community development programme has been posing a problem ever since its inception in 1950; coordination cannot be achieved by maintaining the identity of the departments separately as different departments. He suggested the creation of a Board of Rural Development and National Extension Service at the State level consisting of members representing the departments of agriculture, animal husbandry, cooperation, minor irrigation and all other agencies as equal partners. The entire activity will belong to the Board and not to the different departments and this would result in better coordination.

Shri J.K.P. Sinha maintained that the fundamental problem is to mobilize administrative resources so as to fulfil economic targets. The basic administrative problem is the helplessness of the government to punish the guilty. The administrative machinery is riddled with corruption at almost all levels. The problem cannot be solved unless the government has the power to punish the people who are not able to deliver the goods in time and who are not able to fulfil the targets. The recommendations of the Evaluation Committee and Commissions have to be implemented and those who are guilty should be punished.

He also stressed the need for integrated thinking with regard to agricultural planning and administration from the overall point of national policy. The abolition of food zones, he said, will lead to the free movement of food grains. He referred to the urgent and imperative necessity of the reduction of the food prices if the morale of the people is to be sustained. In addition to the control over the spiralling food prices, he said, the administration may set up vigilance committees for guarding against the rising prices, corruption, nepotism and black market and also for checking anti-social elements.



Speaking on the implementation of the Agricultural Ceilings Act, he said there has been large scale eviction of tenants and the government has miserably failed to give the necessary courage to enforce the Act. He strongly pleaded for its implementation in all seriousness.

Shri M. Ramakrishnayya remarked that agricultural development has become more complicated by the problem of coordination. There is lack of team spirit among various levels of workers. Often the advice, the motivation behind the advice, and the contacts that take place between the various extension specialists, do not reach the cultivators.

He stressed the need of communication in bringing about effective coordination at various levels. In this connection, he suggested the convening of an annual conference of workers and officers at different levels to discuss mutual problems.

Commenting on agricultural administration he said that the problems differ in different areas. What is suitable in one area may not be suitable in another. More detailed planning at the state and village level, taking into account problems of the particular areas is therefore essential. Whatever the organizational pattern, ultimately performance depends upon the quality of the personnel. What is really needed is qualified people who can produce results and establish contacts and carry the message to the rural people.

Dr. A. Avasthi emphasized the role of the village level workers and extension officers who are very important persons in the chain of improvement of agriculture. He regretted that they do not know much of agriculture and also they do not maintain proper communication with the agriculturists. Their training and experience were not adequate to communicate effectively with the villager. He felt that the person belonging to the area can effectively communicate with the people in the village. That person must be a good and efficient farmer himself so that his advice may be taken by the people. He suggested that progressive farmers in the village who have themselves increased production should be appointed as village level workers.

Dr. C. P. Bhambhri wanted to confine himself mainly to two aspects: institutional innovation and reorganisation and the

structural change in the present bureaucratic set-up at the district level which is primarily concerned with agricultural development. Concentrating on the land reforms, he pointed out that in the draft outline of the Fourth Five Year Plan, land reform forms an important instrument for creating the necessary motivational background for increasing agricultural production. According to the Planning Commission, land reform has to be the basis of the programme but the experience of the last 15 years has shown that intermediaries have not been abolished and a certain measure of expansions has taken place in peasant proprietorships. The whole question of land reforms has to be taken very seriously from the point of view of agricultural development. He submitted that an agricultural development agrarian reforms should be first on the agenda of institutional changes. Secondly, any programme of change and development to be carried out by the bureaucracy faces resistance because of the absence of local cooperation and local leadership. Agricultural administration should be democratized so as to become responsive and responsible. He suggested that the Zila Parishad should be made an effective instrument for representing the will and desire of quick changing needs and ensuring effective control over those for implementing agricultural programmes at the district level. The Zila Parishad should be a miniature legislature where the elected representatives of the people should go and guide them. Unless there is an effective control of Zila Parishad over the administrators, agricultural development will not be a success.

Shri H. M. Patel drew attention to the faulty distribution in respect of essential inputs like chemical fertilizers and seeds and also lack of personnel to supervise and give guidance. This, he attributed to the administrative inefficiency and lack of confidence in the people who carry out these services. He regretted that institutions like Cooperatives and Panchayati Raj are not utilized properly. Shri Patel spoke about the responsiveness of the agriculturists in introducing new varieties and experiments. The farmers have become more responsive as they have developed confidence in the people who are coming out to serve them.

A member from Poona wanted to focus attention on the aspect of farm management. He observed that distribution of



land should be only on the basis of economic reasons. He advocated the institution of managing agency system if a good increase in production could be achieved thereby. He suggested that instead of the village level workers, the villagers should take initiative in progressive agricultural practice and this will lead to agricultural improvement. He further suggested that the aid given by the cooperative societies to the farmers who are members of societies should be extended to non-members also.

Dr. A. R. Tyagi dwelt on the administrative implications for improving food production. First, there should be a scientifically evolved policy; it means fixing up certain priorities and judging the effects of the policy. The First Five Year Plan could not increase the production to a level to which it should have because of the task of carrying out simultaneously Zamindari abolition. When the administration was more or less in a position to tackle this problem, then came the second plan and the Panchayati Raj, and the power and authority began to be shifted from the hands of the extension team to the broad control of Panchayati Raj leaders. This has resulted in chaos and the administrative machinery is not in a position to grapple with this problem. Secondly, there is a problem of administrative machinery to secure and to provide guidelines to farmers. Responsibility is not concentrated and on the other hand it has been diffused at various levels, with the result that there is no coordination between the various agencies.

Shri K. D. Trivedi observed that in the programme of agricultural development, administration should take into account three factors. First, innovation insurance must be introduced to cover the risk involved in agricultural production. Secondly, under-water resources should be developed for irrigation. Lastly, remunerative prices should be ensured to the farmer and procurement must be linked with the market price.

Shri Ramesh Kumar Arora dwelt on the problem of coordination at the state level in agricultural administration especially in regard to Rajasthan. The Development Commissioner, he pointed out, is concerned more with file work than work in the field. Further, the subject of agriculture has been divided among four ministers and therefore there is complete lack of coordination. He also referred to the mismanagement of loans given to farmers. He stressed the need for proper coordination

between research and extension. He regretted that the terms and conditions of the Rajasthan Agricultural Service did not attract agricultural engineers. On the distribution of fertilizers, he said, that there is unlimited stock of fertilizers but distribution is very faulty.

Shri G. B. Sharma deplored the tendency of borrowing ideas and concepts of administration from the West. He observed that the Government is not concerned with improving agricultural administration and on the other hand it has abolished the post of block development officers who were playing the role of good coordinators in Rajasthan.

Dr. A. P. Barnabas focussed attention on the question of Community Development and the place of the village level worker. He said that from the study made by the Administrative Reforms Commission, it has been found that the village level workers alone could communicate with the people. The village level worker has become part of the total administrative system and the success or failure of the scheme depends much on him. If the village level worker is treated as a part of the total process he could be very useful in the matter of coordination and application of results in agricultural programmes.

Shri J. K. P. Sinha maintained that the agricultural administration is experiencing a serious crisis of confidence and that has to be removed. He felt that the district officers should supervise the work of the village level workers.

One participant stressed that for bringing forth better results and for coordinating various agencies the establishment of traditions was necessary, by which people could be encouraged to work hard for agricultural development. With their initiative they would be in a position to contribute their best. The techniques of management should be studied at the district and block levels where people should be allowed to discuss matters in a scientific way. Agricultural administration should be productivity-oriented as in the case of industries. He suggested that the country should have better administrative machinery, better equipment and better staff to increase agricultural production.

Concluding the discussions, Dr. Lokanathan remarked that mere criticism of administration did not help unless it was based on possibilities of improvement. He felt that the only question



which had no specific answer was whether in a district a Collector should be responsible for all development and activities or a new person was necessary to help him. He said that whatever might be the system the person in charge of development should be allowed to continue for a certain fixed time. In development administration, the Collector should be acquainted with new areas. He pointed out that the land reforms which had been brought about were very essential for increasing production. He expressed satisfaction about the land reforms machinery. He said that as Chairman of the National Productivity Council, he had suggested to the Ministry of Agriculture, the creation of an Agricultural Productivity Council. This idea, although it has not been accepted, is fast spreading and it is felt that agriculture is not something different from industry. In his view the techniques of the industry could be applied to agriculture with suitable adaptations.

Dr. Lokanathan dwelt on the principle of giving satisfactory prices to the agriculturists. The income of the farmers, he felt, should increase as a result of increased productivity. He stressed that priority should be given to agricultural production. Agricultural production has to be related to social conditions which had always played a very important part in determining increased production.

He observed that more attention should be given to the new practice of crop insurance, inventions and new scientific processes. The State should give guarantees to the farmers that the income which he had in previous years would not be reduced and that this principle could be introduced in regard to the new varieties. He believed that the farmer is ready to accept changes and he must be safeguarded against losses.

He pointed out that agricultural administration ultimately depends upon the quality and the experience of personnel. In order to make them really competent their salaries and status have to be raised. It is in this way that one can bring about more competent people to the field of agricultural administration. He felt that the creation of a large number of joint stock companies in agriculture would result in disturbing the existing arrangements and the distribution of land to the poor people would not be possible. The pressure on land could be reduced only by rapid industrialization. He did not agree with the

suggestion that there should be more population in rural areas because of lack of labour. Agricultural production has to be increased not merely to ensure the availability of food but also to make the country self-sufficient. It has also to see that the peoples' incomes increase in rural areas and mass poverty is also reduced. That can come only by increased production, increased employment opportunities and industrialization at various levels.

He suggested that the Conference papers should be circulated at least three weeks in advance of the date of Conference and a Working Paper should be prepared covering important issues based upon the papers.

The Director thanked Dr. Lokanathan for having presided over the session and for his brilliant opening remarks and summing up.