



ADMINISTRATIVE  
REFORMS COMMISSION

QUESTIONNAIRE  
ON  
AGRICULTURAL ADMINISTRATION

GOVERNMENT OF TAMIL NADU

**Please indicate your address below clearly**

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# I. ORGANISATION.

## GRASS-ROOT ORGANISATION.

- 1.1 At present, agriculture is one of the functions entrusted to Panchayat Unions and the Panchayat Union Commissioners as the Chief Executive Officers of the Panchayat Unions are in administrative control of Grama sevaks who are the "grass-root officials" at the village level for agricultural extension. The Panchayat Union Commissioners also exercise administrative control over Agricultural Extension Officers. The Agricultural Extension Officers and the Gramasevaks are under the technical control of the District Agricultural Officer in regard to technical aspects of agricultural extension.
- 1.2 In your view, is this arrangement involving dual control over the Gramasevaks a help or a hindrance to agriculture development.
- 1.3 There is a view that the Gramasevaks are, by and large, unable to give required attention to agricultural extension because of other work like, Family Planning, Small Savings, etc., assigned to them by the Block Development Officer. Do you agree with this assessment? If so, what remedial steps would you suggest to secure that there is an effective machinery for agricultural extension at the grass-root level?
- 1.4 There is a contrary view that the Gramasevak is effective in agricultural extension work precisely because of his multi-purpose character. By approaching the needs of the farmer from an integrated stand point, the Gramasevak is able to persuade him to adopt modern agricultural technique. Do you agree with this assessment?
- 1.5 In August 1971, Government issued orders in G.O. Ms. No. 1805, dated 3rd August 1971 ear-marking 5 Gramasevaks in a normal Community Development Block exclusively for agricultural extension. Do you feel that this arrangement is likely to bring about a better orientation at the level of Gramasevaks to agricultural extension and more effective agricultural work.

- 1.6 Looking at the development of agriculture in our State for over the last ten years since Panchayat Unions were brought into picture, what is your view regarding the impact of the change brought about by the Panchayat Act of 1958. It is argued that the change has not been for the good and that it is better to withdraw agriculture from Panchayat Unions and to restore the direct control of the Agriculture Department on the administrative side as well. What is your view?
- 1.7 If you favour a separate hierarchy for agriculture development, how many "Grass Root Officials" would the Agriculture Department require per Community Development Block for extension work?
- 1.8 Undoubtedly, a proportion of the corps of "Grass Root Officials" will have to come from the existing Gramasevaks. What norms should be adopted for making initial selections from the existing Gramasevaks for making appointments as "Grass Root Officials"?
- 1.9 What, in your view, should be the minimum qualifications and training requirements of fresh recruits from the open market for appointment as "Grass Root Officials"? Do you feel that the present day agricultural technology demands the stipulation of a degree in agriculture as minimum qualification for such recruits.

#### EXTENSION OFFICER (AGRICULTURE).

- 1.10 At present, the Extension Officer (Agriculture), like the Gramasevaks, is subject to dual control by the Block Development Officer on the administration side and the District Agriculture Officer on the technical side. Do you think that this duality of control is acting to the detriment of agricultural work?
- 1.11 In the existing set up, it is stated that the Extension Officer (Agriculture) is unavoidably tied down to his desk particularly during the cultivation session, by virtue of his responsibilities in regard to distribution of improved seeds, pesticides, farm implements, etc. Please give your suggestions as to how the commercial responsibilities of the Extension Officer (Agriculture) can be reduced, so that he has more time to tour extensively and maintain active personal contacts with the farmers?

- 1.12. It is stated that the Extension Officer (Agriculture) has to spend much time in preparing and submitting various returns to higher officers and in attending various staff meetings. Is it a fact that these two items of work eat heavily into the time of the Extension Officer (Agriculture) to the detriment of his extension work? Please give your suggestions for reducing such administrative burdens on the Extension Officer (Agriculture).
- 1.13 What is the extent to which it has been possible to adhere to the prescription that an Extension Officer (Agriculture) should be retained in one Block for a period of atleast three years so that he acquires complete familiarity with the conditions in the Block and is able to organise extension work effectively. If, by and large, it has not been possible to conform to this requirement, what are the reasons responsible for this state of affairs? Please suggest steps whereby it can be ensured that the Extension Officer (Agriculture) spends a *minimum* number of years in one block.
- 1.14 In case you favour a separate hierarchy for agricultural development operating solely under the control of the Department of Agriculture, would there be a place for an intermediate level officer like the Agricultural Extension Officer between the " grass root official " and the District Agricultural Officer in the organisation for agricultural development?

#### BLOCK DEVELOPMENT OFFICER.

- 1.15 Are the Block Development Officers able to devote sufficient time to agricultural development work in the midst of their pre-occupations? If your answer is in the negative, please indicate what factors are responsible for their inability to make a positive contribution to agricultural development work?
- 1.16 Under the recent orders issued in G.O. Ms. No. 1805, dated 3rd August 1971, a Production Committee has been set up at the Block level and separate staff meetings for production work have been prescribed. How is this arrangement working in practice?

- 1.17 Are the reviews and other discussions held at staff meetings at the Block and Divisional levels in regard to production matters effective in making a contribution to better agricultural development?

#### DISTRICT AGRICULTURAL OFFICER.

- 1.18 What is an extent to which items of work like establishment work, handling of bills, review of stock of chemicals, meetings, submission of reports and returns, etc., affect the ability of the District Agricultural Officer, to devote himself to agricultural extension work? If the quantum of such work is, in your view, excessive, what steps would you suggest for reducing the work load constituted by such items on the District Agricultural Officer?
- 1.19 In your view, is there a case for reducing the present territorial jurisdiction of the District Agricultural Officer, so that he is able to handle agricultural development work more effectively? What, in your view, would be the appropriate jurisdiction for a District Agricultural Officer? In the event of the territorial jurisdiction of the District Agricultural Officer being reduced, would it be possible and advantageous to make him responsible for all the Agricultural Development work in his jurisdiction and, consequently, to abolish the present special staff created for dealing with special schemes like District Agricultural Officer (Groundnut Development), District Agricultural Officer (Cotton Development), etc.
- 1.20 In the event of the territorial jurisdiction of the District Agricultural Officer being reduced, what should be the set up of his office?

#### DISTRICT LEVEL ORGANISATION.

- 1.21 Please give your views as to what the set up for the Agriculture Department at the District level should be.
- 1.22 In your opinion, would it make for more effective implementation of departmental policies in a District if all the departmental activities in that District including extension, training, research, commercial work, etc., are brought under the control of one officer of the Department of suitable status designated "PROGRAMME DIRECTOR".

- 1.23 If you are in favour of such a set up, what should be the rank of this post, taking into account the responsibilities of the post, the status of the Agriculture Department Officers he would have to control, the status of the District Officers of other departments he would have to deal with, etc.?
- 1.24 If you are in favour of placing the Programme Director in control of all departmental activities in a District, what, in your view, should be the departmental set up at the District headquarters to assist him in the discharge of his responsibilities including planning the departmental activities in the District?
- 1.25 Would the Programme Director require the assistance of subject-matter specialists working at the District headquarters? If so, how many subject matter specialists should be provided in each district, and in what specialised lines? What in your view, be the grade of these subject matter specialists?
- 1.26 There is a view that the subject-matter specialists should form part of the Agricultural University cadre and should be seconded to the department for district postings. This view is based on the premise that the subject-matter specialists should be in constant touch with the latest advances in their respective subjects, and should, indeed, be experts in their line. Would you consider this arrangements be a feasible one?
- 1.27 If it is your view that the subject-matter specialists should belong to the Department of Agriculture, please give your suggestions as to how a cadre of subject-matter specialists, who are real experts in their subjects, could be established in the Department of Agriculture, with adequate in-built opportunities for promotion in the cadre itself?

## HEADQUARTERS ORGANISATION.

1.28 Do you favour the continuance of the present functional set up at the Headquarters of the Department of Agriculture where there are Joint Directors who have been assigned with specific functional responsibilities? There is a view that the present functional set up should be replaced by a regional set up with the Joint Director having regional responsibilities. What are your views in regard to the usefulness for such a change? In case you are in favour of a regional set up, what should be the organisational pattern at the level of regional directorate and upwards? In giving your views concerning Headquarters Organisation in reply to the above question, please take into account the replies given by you to the questions concerning " District Level Organisation " and give your suggestions in a manner that will be consistent with the organisation pattern you prefer at the District level.

## 2. PROGRAMME FORMULATION AND EVALUATION

- 2.1 Indicate in detail the procedure for finalising the annual targets under the various programmes, like I.A.A.P., Multiple Cropping Programme, High Yielding Varieties Programme, etc. followed at the Directorate of Agriculture.
- 2.2. Are field staff like Extension Officers (Agriculture), District Agriculture Officers, etc., consulted before framing these programmes and, if so, how?
- 2.3. Is there, in your view, scope for more effective consultations with the field staff in programme formulation? Please indicate how consultations with Field Officers can be made closer and more effective ?
- 2.4. Do you agree that the framing of plan programmes and plan schemes at the Directorate of Agriculture should be carried out on the basis of inter-disciplinary consultation? Is this being done now? If so, what are the specific disciplines that are brought to bear on the task and what are the specific Agencies Providing these disciplines?
- 2.5. In your view, what are the disciplines that should be taken into account in formulation of plan programmes and schemes? What should be the set-up at the Directorate to provide disciplinary support in each of these lines?

2.6. Please indicate your suggestions as to how better arrangements for co-ordination between the Agriculture Department and other Departments like Irrigation, Revenue Department, Co-operation, Electricity Board, etc. can be devised (a) at the Secretariat level (b) at the Heads of the Departments level and (c) at the District level for ensuring more effective implementation of Agricultural Development Programmes?

2.7. In the Central Ministry of Agriculture, there is a high ranking technical officer designated Agricultural Commissioner who renders technical advice to the Union Minister for Agriculture and the Ministry of Agriculture on technical matters concerning Agriculture. It has been suggested that there should be a similar high ranking technical officer designated Agricultural Commissioner in the State Agriculture Department at the Secretariat for rendering technical advice to the Government. It is argued that such an arrangement would obviate the frequent need which now exists for the Secretariat to consult the Directorate of Agriculture for technical clarifications and thereby, speed up decision making at Government level. Please give your view on this suggestion.

2.8. One of the comments made on the basis of an evaluation of I.A.A.P. High Yielding Varieties Programme, etc. is that the Extension Organisation of the Department of Agriculture provides very little guidance to farmers in regard to water management. Water management assumes critical importance both under the High Yielding Varieties Programme and Multi-Cropping Programme. Are there arrangements for applied research designed to develop norms for water management in the areas covered by these programmes? If such arrangements do not exist, what should be set up for dealing with water management both at the applied research stage and at the extension stage?

#### PROGRAMME EVALUATION.

2.9. Please indicate the present Agency in (1) the Government and (2) the Department of Agriculture for evaluating various developmental programmes undertaken by Department of Agriculture? Is there any Agency like the Programme Evaluation Organisation of the Central Planning Commission which undertakes systematic evaluation of plan programmes?

2.10. If there is no such agency, please spell out your suggestions for setting up such Agency? What should be its specific tasks? What should be its detailed organisation? What should be the relationship between such an Agency and the Directorate of Statistics which collects crop data? Is there scope for merging these two organisations?

- 2.11. Will it be feasible to combine the functions of planning and evaluation in a single Agency (Designated as PLANNING AND EVALUATION ORGANISATION, which would be concerned with both plan formulation in regard to Agricultural Development Schemes and evaluation of these plan programmes? If you favour a combined unit for plan formulation and plan evaluation, what should be its detailed set up?
- 2.12. Please indicate the norms which a Plan Evaluation Agency should adopt in evolving plan programmes. Contrast the norms that you suggest with the norms which are currently followed in such review of plan programmes as is being carried out by the Department of Agriculture and the Government.
- 2.13. In your view, is present Information System relating to crop data adequate for purposes of plan formulation, control of plan programmes and evaluation of plan schemes? Please indicate your views as to what improvements are necessary in the present method of collecting data and the scope of the data collected, both by the Director of Statistics and Director of Agriculture, so that the required data is available for proper plan formulation.

### 3. TRAINING

- 3.1. Describe the types training that are now being given by various Agencies to staff who have specific responsibilities in regard to agricultural development, including Farmers, Gramasevaks, Agricultural Extension Officers, etc.
- 3.2. Please suggest suitable ways by which the standard of training can be improved.
- 3.3. Farmers' training is a recent innovation. Is the present programme in this respect effective? In what ways can it be improved upon?
- 3.4. With the multiplicity of training courses now being offered by various Agencies in the field of Agricultural Development, do you feel that there is any overlapping and duplication of effort? Would you recommend a creation of a single Agency for conducting training courses in a co-ordinated manner?

#### 4. SEEDS.

- 4.1. In seed production, three agencies are now in operation, namely, the Agriculture Research Stations, producing nucleus seeds, the State Seed Farms producing foundation seeds, and the private trade producing certified seeds. Does this division of work among the three agencies provide a satisfactory arrangement for meeting the seed requirements of farmers? On what lines do you visualise that these three agencies would develop in the future?
- 4.2. Please indicate the practical steps for improving the working of the State Seed Farms, so that they are in a position to adopt the best crop culture including high application of fertilisers, plant protection, water management, etc., and consistently attain maximum yields of high quality seeds?
- 4.3. What are the specific responsibilities of the District Agriculture Officer, and the Deputy Director of Agriculture in regard to the supervision of the State Seed Farms? Have these responsibilities been defined formally? In what ways can the supervision exercised by these two authorities be improved both in respect of prior planning of operations in the Seed Farms and the actual management of the operations?
- 4.4. In the matter of operation of State Seed Farms, what specific financial and administrative powers, in your view, should the District Agricultural Officer (who is the immediate controlling authority) and the Deputy Director of Agriculture have for ensuring the efficient working of the farm?
- 4.5. Has a list of standard facilities required by a State Seed Farm for efficient operation and maximum production of good seeds been worked out? If so, how do the present facilities in the State and Seed Farms compare with these standard facilities? In what respects should the present facilities be augmented so as to bring them in line with the standard facilities?
- 4.6. It is stated that the working of farms is materially handicapped because essential farm equipments like tractors, electric motors, submersible pumps, power sprayers, etc., often break down and are not repaired in time for use during farm operations. Please indicate how the procedures for getting these equipments repaired in time in (1) departmental workshops wherever they exist and (2) private workshops, where either departmental workshop do not exist or cannot take on the work, can be simplified?

- 4.7. The State Seed farms should provide the lead in the matter of conforming to the provisions of the Seed Act, 1966, and in complying with the seed quality requirements stipulated in the Act. Do you think that the facilities now available in the State Seed Farms for drying, conditioning, processing and storage of seeds are adequate to enable these farms to comply with the requirements of the Seeds Act? If not, what specific additional facilities would you recommend in each farm or in groups of adjoining farms?
- 4.8. What are the present criteria for evaluating the performance of State Seed Farms? In your view, would the profit made in a particular year by each farm constitute a proper yardstick for judging its efficiency? Alternatively, would it be better to review farm performance on the basis of quantity and quality of seeds produced by each farm?
- 4.9. It has been suggested that the State Seed Farms should be converted into Seed-cum-Demonstration farms and should be used to demonstrate to the farmers the recent advances in agricultural technology and agricultural methods. Do you agree with this view? In case these farms have to serve as effective demonstration farms also, what further facilities would have to be provided in each of them?
- 4.10. At present, each State Seed Farm has to operate within the framework of a schedule prescribing norms for casual labour, etc., that can be employed in the farm operations. This system limits the scope for the Farm Manager to make adjustments as required by local conditions and needed agronomic practices. What improvement would you suggest to this system, so that the Farm Manager could tackle local problems promptly in accordance with local conditions? Do you consider that as an alternative to a schedule prescribing norms of labour, etc., each Farm Manager can be empowered to carry out agriculture operations within the framework of budgetary ceilings?
- 4.11. There is a view that Government should not assume direct responsibilities for seed multiplication and distribution and marketing of seeds of improved varieties and that, on the contrary, their role should be limited to promoting alternative agencies for undertaking this function. Do you agree that it would be possible for Government to divest itself completely of all direct responsibilities for production, distribution and the marketing of seeds? If so, what specific steps should the Government in your view, take to promote the setting up of an alternative agency for discharging these functions?

- 4.12. As an alternative to the Department of Agriculture undertaking direct responsibility for distribution of seeds, would you consider it possible to entrust this function to Panchayat Unions on a decentralised basis, for which purpose the Panchayat Unions could manage the Agricultural Depots without any interference or control by the Department of Agriculture ?
- 4.13. In what manner can existing co-operative marketing organisations be persuaded and equipped to take over production, distribution and marketing of seeds ?
- 4.14. What would be the scope for organised private agencies for the production, distribution and marketing of seeds of improved varieties ?
- 4.15. What specific financial inducements can Government offer to the co-operative organisations and the private agencies to engage themselves in production, distribution and marketing of seeds ?
- 4.16. As an alternative to the present departmental arrangements for the production, distribution and marketing of seeds, it has been suggested that this function should be entrusted to the Agro Industries Corporation, the Department of Agriculture confining itself to controlling the quality of seeds.
- 4.17. Another view is that there would be enough scope for setting up a separate Government owned Corporation solely for production, marketing and distribution of seeds. Those who held this view agree that such a Corporation should be able to take full responsibility for the quality of the seeds supplied by it to the farmers as a matter of commercial prudence and public accountability and that, in this respect, the arrangement will be superior to the present position where no single agency takes full responsibility for the quality of seeds supplied to the farmers.
- 4.18. In case the choice is between one of the above two alternatives, would you prefer the present Agro Industries Corporation taking over this task or a separate Government owned Corporation designated Seeds Corporation for the purpose ?

- 4.19. In your view, what are the difficulties presently experienced in regard to fixing the prices for (a) procurement of seeds, (b) Sale of seeds and in regard to disposal of unsold stock—Please give your suggestions for removing these difficulties.
- 4.20. It is stated that, at present, Seeds are stocked along with chemicals in departmental agricultural depots. It is stated that, under such conditions, improved seeds are likely to lose their viability. If you agree with this view, what steps would you recommend to ensure that improved seeds do not lose their viability during storage at the Block level prior to distribution.
- 4.21. Do you consider it necessary that the Department of Agriculture should maintain a buffer stock of seeds at the Regional level, especially of the short duration varieties, to enable supply of seeds in an emergency situation caused by flood or drought ?
- 4.22. If a major role is visualised for private agencies for certified seed production, what arrangements are necessary for co-ordinating the seed production programmes of the research stations, the State Seed Farms and the private agencies in line with seed requirements in various districts ?
- 4.23. For effective planning, should this co-ordination be done at the Headquarters or at the district level ?

## 5. CHEMICAL FERTILISERS.

- 5.1. Fertilisers hold the key to the success of agricultural production programme. Do you agree that the responsibility for assessing the demand for the fertilisers and planning and co-ordinating for the supply of fertilisers to the retail depots should be placed on a single agency? If so, are the present arrangements for assessing the fertiliser demand, consumption trends and supply position and planning and co-ordinating supply to retail depots, adequate and effective. Your suggestions for making these arrangements more effective are welcome.

- 5.2. The proportion of Pool fertilisers in the total fertiliser supplies is now considerably less than what it used to be only a few years ago. Nevertheless, the arrangements for indenting for Pool fertilisers and ensuring their distribution continue to rest with the Board of Revenue. In your view, should these arrangements continue, or alternatively, should all the work relating to Pool fertilisers be transferred to the Department of Agriculture which, in any event, is concerned with the overall fertiliser supply position in the State?
- 5.3. The distribution of Pool fertilisers has been undertaken through a network of whole sale units and retail units in the co-operative sector. Please indicate whether the co-operative societies have provided an effective service in the matter of distribution of Pool fertilisers. If they have failed to do so, the reasons for their failure may be spelled out.
- 5.4. In this context it has been indicated that a number of retail co-operative societies does not send their indents to the whole sale co-operative societies in time or do not remit the sale proceeds promptly to the whole-sale societies in cases where they obtain supplies on consignment basis. If this be the case, what steps are necessary to revitalise the co-operatives in regard to fertiliser distribution.
- 5.5. Are the storage facilities possessed by the retail co-operative societies adequate? If not, what steps are necessary to improve this position?
- 5.6. With the de-control of fertiliser distribution, the fertiliser producers have set up their own marketing network including whole sale agents and retail agents. De-control was meant to increase the number of retail points at village level and to introduce healthy competition between different fertiliser producers in providing service to the farmers. In your assessment, are the marketing arrangements made by the fertiliser producers as intensive and wide spread as necessary? Is the number of retail depots set up by their retail agents adequate for providing proper service to the farmers? Has the service to the farmer improved in consequence by way of better availability of the right fertiliser at the right time?
- 5.7. Although the consumption of fertilisers in the State has been increasing, the level of application of fertilisers by individual farmer is still low? Generally, the average dosage actually applied is far below the recommended dosage per acre.

- 5.8. In your view, do you think non-availability of adequate credit facilities is responsible for the poor off-take? If so, what are the steps necessary to make more credit flow through Government, co-operative sectors and nationalised banks, etc. ?
- 5.9. Soil Testing laboratories have been established in almost all the districts in the State with a view to analyse the existing soil conditions of the fields and to advise the farmers on the removal of certain injurious salts present, if any, in the soil and for the judicious application of right type and doses of fertilisers and manures at the appropriate time. Do you feel that the existing soil analysis service is adequate and the farmers derive full benefits from the service? The difficulties in this direction if any, may be listed out with necessary suggestions for improvement.
- 5.10. There is a feeling in some quarters that the present method of soil analysis and recommendation cannot be called accurate and that there is scope for interpreting the analytical results more scientifically, if the recommendations are tested by field trials and refined on the basis of the results of the field trials. Do you agree with this statement? If you agree, what are the impediments that stand in the way of this being done? What further steps in your opinion are required to make available to the farmers a more scientific interpretation of the soil analysis data, and how should the soil service be reorganised if necessary?
- 5.11. Do you think that the present method of advocating a single Package of Practices for the entire State for a particular crop is correct? If not, what in your opinion should be the correct way for working out a Package of Practices on more scientific, efficient and economical lines?
- 5.12. Please give your views as to the technical advantages or disadvantages of foliar application of fertilisers, the practical and economic feasibility of this technique and the scope for extending the use of this method over the State?

## 6. PLANT PROTECTION.

- 6.1. Is the present field level organisation effective for plant protection work? Are the Gramasevaks and the Extension Officers adequately familiar with the characteristics of various plant protection chemicals and their usage?

- 6.2. Are the arrangements for training the Extension Officers in plant protection work effective in bringing these Officers upto date in the knowledge of the new chemicals that are frequently being placed on the market?
- 6.3. Have the Plant Protection Assistants working under the District Agricultural Officer and the Crop and the Plant Protection Officers working under the Deputy Director (who are specially concerned with the plant protection work) been given specific job responsibilities, and are they able to make an effective contribution to plant protection work? Is their training in plant protection work adequate? On the average, are the Crop and Plant Protection Officers left in their special assignments sufficiently long to acquire the required special knowledge of plant protection chemicals and equipments? Please give your suggestions for improving the job content of these officials and for making them more effective and upto date in plant protection work.
- 6.4. There is a view that plant protection work is now so vital to agricultural development and so specialised that there is need to have special plant protection staff at every operational level in the Department of Agriculture, from block level upwards. In the light of this view, please give your own assessment of how plant protection work should be organised at every operational level and at what levels special staff specialising in plant protection are necessary to strengthen the normal set up.
- 6.5. At present, the Department of Agriculture prepares the annual demand for plant protection chemicals, arranges to fix sources of supply on the basis of tenders and gives despatch instructions from time to time to those suppliers on the basis of requisitions received from the District Agricultural Officers. These chemicals are stocked in the depots maintained by the Panchayat Unions and actually distributed by the Extension Officer (Agriculture) with the help of a depot clerk.
- 6.6. In your view, is this arrangement working satisfactorily? If there are deficiencies, please specify them and suggest remedial steps.
- 6.7. There is a view that the time has come for withdrawing Government subsidy on sale of plant protection chemicals. Similarly, the Agriculture Department should give up executive responsibilities for procuring and distributing these chemicals.

- 6.8. Are you in favour of the above mentioned changes? Will there be a vacuum if the Agriculture Department divest themselves of this work at one stroke before the private sector firms in this line have built up the retail marketing net work?
- 6.9. In respect of the withdrawal of Government subsidy on sale of plant protection chemicals, is there a case for retaining subsidy in some special schemes like Cotton Development, etc.? Please specify the crops or the schemes for which both Government subsidy and departmental distribution of these chemicals should continue in the event of a withdrawal of Government subsidy based on general considerations.
- 6.10. It has been suggested that the Madras Agricultural Pest and Diseases Act, 1919, should be amended to empower the Agriculture Department to undertake appropriate plant protection measures without notice to the cultivators concerned, with provision for recovery of cost from them. What would be your reaction to an enactment on this basis?
- 6.11. Tamil Nadu has made spectacular progress in aerial spraying. There would however appear to be complaints from some farmers to the effect that they are being given no choice in the matter of aerial spraying and that it does not bring results commensurate with the expenditure. Please comment on the utility of the programme and indicate the difficulties noticed in the effective implementation of this programme and your suggestions to overcome the difficulties.
- 6.12. There are complaints that though a large number of power sprayers and dusters are available with the Agriculture Department, the co-operatives, the Panchayat Unions and the Panchayats, those equipments are mostly out of action during the seasons when effective plant protection measures have to be adopted. What are the specific reasons for this state of affairs? Are there adequate repair facilities for these equipments either departmental or private especially in backward areas?
- 6.13. Is wrong handling by untrained users responsible for many of these breakdowns? If so, please give your suggestion for ensuring that the equipments are handled only by trained persons.

## 7. QUALITY CONTROL.

- 7.1. The statutory provisions for enforcing quality control at the input stage are contained (a) in the Seeds Act in respect of seeds, (b) in the Insecticides Act in respect of plant protection chemicals and (c) in the Fertiliser Control Order in respect of fertilisers and chemical manures.
- 7.2. In the light of your experience of the working of quality control regulations, please indicate whether any changes are necessary in these statutory provisions to make them more effective.
- 7.3. It would appear that, at present, there is no single organisation in the Directorate of Agriculture charged with the responsibility for enforcing quality control in respect of seeds, plant protection chemicals and fertiliser. Do you agree with the view that, considering the growing diversity of supplies of these inputs, there is a case for such an organisation, which should be *independent of the functionaries of the Department*?
- 7.4. If you agree with this view, please give your suggestions as to the set up of this organisation at the headquarters and in the districts.
- 7.5. Have you any suggestions for improving and standardising the present methods of sampling and analysis adopted in respect of (a) seeds, (b) plant protection chemicals and (c) fertilisers?
- 7.6. What improvements do you suggest to the present laboratory and other testing facilities in respect of (a) seeds (b) chemicals and (c) fertilisers so that they can cope with quality control work with speed and accuracy.

## 8. AGRICULTURAL MARKETING.

- 8.1. What are the drawbacks in the existing regulated markets system? Please indicate your views for improving the working of the regulated markets?
- 8.2. Can it be explained why the "Agmark" standards have not attained much popularity among the consumers?

- 8.3 Please give your views as to how the present marketing arrangements for the cereals and commercial crops involving, among others, co-operative marketing organisations, agencies like the Civil Supplies Department and the Food Corporation of India can be made to cope with the increasingly larger quantities of agricultural products which are available for marketing.

## 9. AGRICULTURAL ENGINEERING.

- 9.1 Have schedules been laid down for periodic inspection of all the equipments held by the Agricultural Engineering Wing of the Agricultural Department? What are the institutional arrangements to ensure that these schedules are enforced? Please give your suggestions for making inspections of equipments more systematic and effective.
- 9.2 It is stated that the Agricultural Engineering Supervisors and the Assistant Agricultural Engineers do not inspect the equipment under their control as frequently as necessary. What are their specific responsibilities in regard to inspection? How can it be ensured that they discharge these responsibilities?
- 9.3 Have preventive Maintenance Schedules been prescribed for each equipment in the Agricultural Engineering Wing? Have responsibilities been specifically fixed on Supervisory Officers like the Agricultural Engineering Supervisors and the Assistant Agricultural Engineers and the Divisional Engineers enjoining on them specific tasks for checking compliance with preventive Maintenance Schedules? Please make your suggestions for achieving high standards of effective preventive maintenance.
- 9.4 Are the Departmental Workshop facilities for maintenance of equipment, both preventive and breakdown, adequate? Indicate your suggestions for making departmental workshops achieve higher operational standards.
- 9.5 Apart from rigorous periodical inspections, prompt and efficient preventive maintenance and effective breakdown repairs, have you any other suggestions for (a) improving the life of the equipments in the Agricultural Engineering Wing and (b) increasing the working hours per day for each equipment?
- 9.6 In the Purchase policy followed by the Department in acquiring new equipment, is there any attempt at standardising the makes of equipments purchased, so that the stock and variety of spares can be reduced to the minimum? If it has not been possible to standardise equipments, please indicate the difficulties involved and give your suggestions as to how a better rationalisation can be achieved in the matter.

- 9.7 Is there any attempt at segregating equipments of the same make in one or more Divisions, so that the stocking of spares can be done in accordance with the segregation and maintenance brought to a high level of efficiency because of variety reduction? What is the scope for such variety segregation, taking the present stock of equipments under the Department into account?
- 9.8 Describe the present procedure for the purchase of imported spare parts, along with the time-schedules laid down for the purpose.
- 9.9 Can you suggest any simplification or rationalisation of this procedure?
- 9.10 Have adequate powers been delegated to (1) Director of Agriculture, (2) Joint Director (Engineering), (3) Divisional Engineers and (4) Assistant Agricultural Engineers for (a) purchase of spare parts and consumable stores and (b) maintenance of equipment? Please give specific suggestions for further delegation of powers which, in your view, would ensure better maintenance and less down-time of equipments.
- 9.11 Describe the procedure prescribed for getting sanction for undertaking repairs to departmental equipments in private workshops, in places where departmental workshop facilities are either non-existent or inadequate.
- 9.12 Please also indicate the authorities competent to accord such sanction and their respective powers. Please give your suggestions for streamlining this procedure so that, wherever private workshops have to be resorted to, the repair and maintenance of departmental equipments can be done quickly and their down-time reduced.
- 9.13 There is a view that one important reason for frequent breakdown of departmental equipments is that they are often operated by persons who do not possess an adequate knowledge of their working and maintenance. Please indicate how arrangements for training departmental staff in handling new machineries can be more effective.
- 9.14. What are the present arrangements for establishing proper liaison between the Department of Groundwater and the Agricultural Engineering Wing, so that the data and expertise available in these two organisations can be made use of by each other in the best possible manner. Please give your specific suggestions for achieving better liaison between these two departments.

- 9.15 It is reported that drilling rigs and handboring sets owned by the Agricultural Engineering Wing are not to put the best possible use because of inadequate facilities for moving these rigs from place to place. Please specify the difficulties in this regard and give your suggestions for overcoming them.
- 9.16 In your view, what activities of Agricultural Engineering Wing can be transferred, together with the related equipments, to the Agro-Industries Corporation which has got objectives similar to those of the Agricultural Engineering Wing?
- 9.17 If there are objections to transferring any activity from the Agricultural Engineering Wing to the Agro-Industries Corporation, those may be specified.
- 9.18 Is there any scope for transferring the Soil Conservation work carried out by the Forest Department in River Valley Projects to the Agricultural Engineering Wing, which specialises in Soil Conservation work? If there is any objection to this transfer, please state them.
- 9.19 What is the present set-up in the Agricultural Engineering Wing for undertaking Applied Research for the development of new agricultural implements? In what manner can this set-up be strengthened so that the Agricultural Engineering Wing is able to make an effective contribution to the development of new agricultural implements?
- 9.20 In your view, is there need for re-introducing subsidy allowed under the Tractor Hiring Scheme specifically in those areas where the Small Farmers Scheme and the Marginal Farmers Scheme are in operation?

## 10. AGRICULTURAL RESEARCH

### *A. Research set up before formation of Agricultural University.*

[Please note that Questions Nos. 10.1 to 10.6 relate to the set up before the Tamil Nadu Agricultural University was formed.]

- 10.1 Please describe the set up relating to Agricultural Research which obtained in the Department of Agriculture before the formation of the Tamil Nadu Agricultural University, indicating clearly the responsibilities of the Dean of the Coimbatore Agricultural College and Ex-Officio Additional Director of Agriculture in planning and directing research work in the various Research Stations in the State in a co-ordinated manner.
- 10.2 Please also indicate the specific responsibilities of the various Crop Specialists in the Agricultural Research Institute, Coimbatore, in regard to the planning and supervision of research work in Research Stations falling in their line of speciality.
- 10.3 Please describe the procedure adopted for drawing up a co-ordinated Annual Plan of research covering the Research Stations and the Agricultural Research Institute, Coimbatore.
- 10.4 In what manner were contacts and communications established between the staff engaged on the Extension side and the staff engaged on the Research side, so that the practical problems met with at the field level were conveyed to the Research staff and the findings of the Research staff, were communicated to the Extension staff for propagation among the farmers?
- 10.5 What was the extent to which staff were interchanged between the Research side and the Extension side of the Department at the level of the Assistant Crop Specialist/District Agricultural Officer and upwards?
- 10.6 Is it feasible to separate research work in Agriculture into Basic Research, Applied Research and Adaptive Research? If you consider such separation feasible, please give some examples of research which you would term as "basic research" and examples of research which you would term as "applied research" and "adaptive research". Was there any attempt to confine Basic Research to the Agricultural Colleges at Coimbatore and Madurai and the Agricultural Research Institute at Coimbatore and Applied and Adaptive Research to the Research Stations?

*B. Set up after the Constitution of the Agricultural University.*

- 10.7 The Tamil Nadu Agricultural University Act, 1971, enjoins on the University to establish an Agricultural Research Organisation for doing *basic research* on problems primarily relating to agriculture and allied sciences for the purpose of aiding the development of agriculture. Apart from the research facilities in the Coimbatore Agricultural College complex and the Madurai Agricultural College complex, five Research Stations situated in Coimbatore and Madurai Districts have been transferred.
- 10.8 In your view, will it be possible for the University to carry out "Basic Research" in relation to the agricultural needs of the State with the research facilities and the five Research Stations transferred to it?
- 10.9 Please suggest ways by which, within the frame work of the Agricultural University Act, the University can pursue basic research work on problems covering the entire range of agro-climatic variations in the State?
- 10.10 Basic Research having been assigned to the University, what would be the specific items of research left to be carried out by the Research Stations under the Department of Agriculture.
- 10.11 In the ordinary course of work, would there be any need to co-ordinate the basic research work in the Agricultural University and the research work assigned to the Research Stations in the Department of Agriculture?
- 10.12 If there would be necessity for such co-ordination how can it be effectively established?
- 10.13 What are present administrative arrangements for planning and directing the Research work in the Agricultural Research Stations under the Department of Agriculture? Would it be necessary to duplicate in the Department of Agriculture the set up constituted by the Additional Director of Agriculture and the Crop Specialists before the University was formed?
- 10.14 What, if any, are the present arrangements for bring about close contacts between (a) the research set up in the University and the Extension staff under the Department of Agriculture and (b) the Research set up in the Department of Agriculture and the Extension staff under the Department of Agriculture?

- 10.15 In the context of the country-wide co-ordination of Research Work represented by the All India Co-ordinated Research Projects administered by the Indian Council of Agricultural Research, please indicate how the research set up in the University and the research set up in the Department of Agriculture can present an unified and integrated approach to all India efforts ?
- 10.16 In your view, is the system of All India Co-ordinated Research Projects a step in the right direction ? Does it not tend to another the initiative and enthusiasm of our Research staff ? Are our technical personnel given adequate opportunities under this system to make contributions to (a) the formulation of research projects and (b) the implementation of projects ? Please give your suggestions as to how the system can be improved.
- 10.17 Please indicate the position in regard to division of research work between the Department of Agriculture and the University in Other States in the country where the Agricultural Universities have been set up. In your view, what the merits and demerits of the arrangement made in this respect in Tamil Nadu as compared to the position obtaining in other States ?
- 10.18 What is the likely quantum of Indian Council of Agricultural Research grants outside the plan for research work during the Fourth Plan period ? What are the criteria stipulated for disbursing such grants and the types of projects/activities eligible for grants ?
- 10.19 Please give your specific suggestions in the detail as to how Tamil Nadu can obtain these grants within the frame-work of the existing arrangements for research work in the State. If, in your view, modifications to the existing framework are necessary so as to make the State eligible for the grants please spell them out in detail with justification for each suggestion.
- General.*
- 10.20 Please give your views as to what amendments, if any, you consider necessary to the Tamil Nadu Agricultural University Act ?

## II. INFORMATION AND PUBLICITY

- 11.1 Please outline the steps necessary to enable the Department of Agriculture to undertake effective dissemination of up-to-date agricultural information of interest to the farmers.
- 11.2 In particular, indicate the changes necessary in existing procedures for preparation and distribution of publicity materials. The specific powers which the Directorate of Agriculture should have to be effective in this matter may be indicated.
- 11.3 It has been suggested that "Mezhi Selvam", the monthly journal which the Department of Agriculture was publishing till the middle of 1970, should be revived. Please give your views on this suggestion.

## ANNEXURE I.

Copy of G.O. Ms. No. 1548, Public (Services-A), dated 4th May 1971.

[SUBJECT.—Setting up of the Administrative Reforms Commission—Its functions.]

Since Independence, the Government of Tamil Nadu have moved away from the concept of a Police State to a Welfare State. To improve the lot of the common man, several economic and social measures have been adopted, both statutory and administrative. New departments and organisations have been set up to fulfil these objectives. Additional responsibilities have been cast on existing departments and organisations of Government. In many cases the scope of the responsibilities and functions has been widened. In this process what is seen to-day is a large number of authorities who are charged with the responsibility of bringing into existence the Welfare State. In many cases their functions overlap and in some other cases, more than one authority has to give permission/sanctions for the execution of a programme.

2. A good Government should have not only an efficient machinery but also one which has well-defined functions with adequate authority to fulfil its responsibilities in quick time. A quarter of a century has elapsed since the country became independent and as described earlier, the machinery of the Government as a whole, has developed more or less *ad hoc*. It is time, therefore, that the entire fabric of Governmental administrative machinery was examined with a view to clearly define the objectives, rationalise the various limbs of Governmental machinery and clothe them with adequate powers.

3. There is another aspect to this question. Even after reorganising the various executive departments of Government, still the speedy implementation and complete fulfilment of the objectives of a socialist Government is not possible unless the administrative procedure in respect of each activity is streamlined and streamlined. This requires a detailed examination of any proposal either of the Government or of the public which is processed. The extent of information that has to be made available to the public, the information has to be furnished, etc., would be short, what is required is reform of an administrative system which would eliminate delay, opportunities of corruption and improve the level of efficiency.

4. In this context the fact that administrative techniques developed in recent years, has not been fully utilised, which would also be corrected.

5. With the above in mind, the Commission set up the Administrative Reforms Commission follows :--

Chairman ( )  
Member ( )  
Member ( )

6. This Commission would consider the following :—

1. The machinery of State Administration.
2. The machinery of Secretariat Administration.
3. The machinery of District Administration.
4. The machinery for Planning at all levels.
5. Financial Administration.
6. Personnel Administration.
7. Panchayat Administration.
8. Such other matters as may be referred to it from time to time.

7. The headquarters of the Commission will be the City of Madras and it will be treated as a first-class Committee for all purposes.

8. The terms of reference of individual members will issue separately.

(True copy)

ANNEXURE II.

GOVERNMENT OF TAMIL NADU.

P. SABANAYAGAM, I.A.S.,  
Chief Secretary to Government.

FORT ST. GEORGE,  
Madras-9.

PUBLIC (SERVICES-A) DEPARTMENT.

D.O. No. 3211/71-20, dated the 17th June 1971.

My dear

*Subject.*—Administrative Reforms Commission—Co-operation with Administrative Reforms Commission in their work—Instructions—Issued.

*Reference.*—

1. G.O. Ms. No. 1548, Public (Services-A), dated 4th May 1971.
2. G.O. Ms. No. 1772, Public (Special-A), dated 1st June 1971.

The Administrative Reforms Commission was recently set up by the Government under Government orders cited above. The Chairman is Thiru T. A. Varghese, I.C.S. (Retired) who was formerly Chief Secretary to Government.

In pursuance of the task given to the Commission, statistical information and reports would be called for by the Commission from time to time. Considering the importance and urgency, I am to request you to ensure that all the information called for is furnished accurately in time and in a meaningful manner. Since the Commission is charged with the administrative reforms, it is incumbent on everyone who is referred to by the Commission to give his frank and sincere opinion/comments. There need not be any inhibitions at all.

The Commission would be undertaking tours. Necessary arrangements would have to be made by the District officials. Would you issue necessary instructions in turn to all concerned to help the Commission in connection with their visits and obtaining information?

It is likely that the Commission may decide to set up Study Groups to look into specific aspects of administration. An occasion may then arise for the Commission to require the services, either full time or part-time, of some of your subordinates. When such requests are received, they may be processed quickly, through the Government if need be, and the officials made available.

It is the desire of the Government that the Commission should be given all the assistance and information so as to enable it to fulfil its functions and submit its report in as short a time as possible.

With regards,

Yours sincerely,  
(Signed) P. Sabanayagam.

(True copy)

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