



INTERIM REPORT
OF THE
NATIONAL COMMISSION
ON
AGRICULTURE
ON
THE ORGANISATION AND FUNCTIONS
OF THE COMMODITY DEVELOPMENT
COUNCILS AND DIRECTORATES.

GOVERNMENT OF INDIA
MINISTRY OF AGRICULTURE
NEW DELHI
(FEBRUARY, 1973)



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SUMMARY OF RECOMMENDATIONS

1. At the all-India level, the concept of Commodity Development Councils should be confined to crops which have a substantial industrial and/or export angle. There should be a restraint on unnecessary proliferation of Councils; commodities having common problems of production and marketing should be grouped and brought under one Council. In keeping with these principles we recommend that:

- (a) Commodity Development Councils for cotton, oilseeds, tobacco, lac, jute and sugarcane should continue;
- (b) the Commodity Development Councils for cashewnut, coconut, arecanut and spices should be combined into one Council for plantation crops;
- (c) Commodity Development Councils for rice and pulses should be abolished; and
- (d) no Commodity Development Council need be set up for wheat or millets.

(Paragraphs 4.4 to 4.6)

2. A separate Council for horticulture may continue on condition that the Council specially goes into the problems of trade, marketing and pricing policy with a view to developing the industries and increasing export.

(Paragraph 4.7)

3. The Development Councils should be charged with the following main functions with proper emphasis on marketing, trade and price policy:—

- (i) to consider the development programmes formulated by the Central and State Governments, review their progress from time to time and recommend measures for accelerating the progress;
- (ii) to play a dynamic role in examining the problems of marketing, processing, storage and transport of the commodities and in their trade and pricing and advising the Government thereon;
- (iii) to bring suitable coordination between research and development programmes by taking note of new research findings in formulation of the programmes and in advising research agencies about the quality needs of the market in the commodity;

(iii)

(iv)

- (iv) to consider the needs of the export market and adjust the programmes of development suitably thereto; and
- (v) to perform such other functions designed to assist in the development of the commodity as may be assigned from time to time.

(Paragraph 4.10)

4. The Commodity Development Councils should have non-officials as Chairmen.

(Paragraph 4.11)

5. It is desirable to have State Commodity Councils in the interest of better coordination in development and marketing. Each State must assess the importance of the crop in the area and have a separate or common Council to deal with the crops which are dealt with in the Central Development Councils.

(Paragraph 4.12)

6. The functions of the State Councils should be the same as those of the Central Councils; in addition they may have the specific function to consider the recommendations of the Central Development Councils and adapt them to local conditions where necessary and watch the implementation of the same by the departmental authorities.

(Paragraph 4.12)

7. Each State should have one or more Commodity Councils for the major crops of the region in addition to those dealt with by the Central Commodity Councils. According to the importance of the crop in the area, the Council may be for a single crop or two or more crops together. The representation on the Council should cover all the interests whose active cooperation is necessary, particularly progressive farmers.

(Paragraph 4.13)

8. The composition of the Central Councils as at present constituted is satisfactory. However, in order to secure better liaison between the research work and the functions of the Development Councils, the Project Coordinators of the concerned All-India Coordinated Research Projects and/or Directors of the Crop Research Institutes should be made ex-officio members of the Development Council.

(Paragraph 4.14)

9. In order that an organic link is established between the Central and State Councils and to have purposeful representation, the State's official and non-official representatives on the Central Council should be nominated by the State Council out of its membership.

(Paragraph 4.15)

10. The nominations of the non-official representatives to the Central Councils should be for the entire term of the State Council. The nominations of the official representatives should be made for the entire term of the Central Council and once nominations are made the official so nominated should attend the meetings.

(Paragraph 4.16)

11. The crops for which there will not be any Central Development Council will be handled departmentally in the Crops Division in the Central Ministry of Agriculture. The Conference of State and Central Ministers should be held annually to review the crops as well as residuary problems which are not covered by the Development Councils and the Directorates.

(Paragraph 4.17)

12. The system of having technical Committees dealing with research and development should be followed by all the Development Councils. These Committees should review the various technical problems of production and report to the concerned Development Council. They should make their suggestions available to the State Development Councils so that the latter could give their reactions to the Central Development Councils.

(Paragraphs 4.18 & 4.19)

13. There should be close link between the Universities and the Technical Committees. The concerned research worker on a crop dealing with the subject in the University in the region should be made a member of the Technical Committee of the Development Council.

(Paragraph 4.19)

14. Each Central Development Council should set up a small committee called the 'Trade, Pricing and Exports Committee' for examining the problems of marketing, processing, storage and export and giving advice on matters relating to trade and pricing.

(Paragraph 4.20)

15. While the Commodity Development Directorates should continue to plan and coordinate development programmes of the respective crops and act as secretariat of the concerned Development Council, they should not get involved in the implementation of the programme in the field, which is a State responsibility. Their staff should, however, be sufficient to discharge the broad function of periodical assessment and watch on the field programmes during the season.

(Paragraph 4.22)

16. The Commodity Directorates need not render technical advice directly except when asked for. Only in the case of tobacco, the concerned Directorate may continue to render technical advice till the States develop their own expertise.

(Paragraph 4.23)

17. It is desirable to ensure that the Commodity Directorates should have the full responsibility for analysis of the marketing, trade and price data of the Commodity. Any duplication in the offices of the Agricultural Marketing Adviser and the Economic and Statistical Adviser should be done away with. The Agricultural Marketing Adviser and the Economic and Statistical Adviser may, however, continue their special work of collection of intelligence and market data and laying down and ensuring standards. The Ministry of Agriculture should, after suitable division of functions between the Agricultural Marketing Adviser and Economic and Statistical Adviser's organisations and the Commodity Directorates with regard to each of the commodities, appoint a Working Group of Experts to assess the load of work and the nature of work that would have to be handled by the Commodity Directorates in the light of the recommendations made by the Commission. The Trade and Marketing Division of the Commodity Directorates should then be suitably strengthened to enable them to discharge the responsibility in a reasonably efficient manner.

(Paragraph 4.24)

18. The Directorates should collect upto date research results from the I.C.A.R., Universities and Research Institutes and send them periodically in a suitable form for dissemination through the State Extension Organisation. The Directorates should not do direct field publicity in these matters. The State Extension Organisations must also keep the Directorates informed of the problems of the field.

(Paragraph 4.26)

19. The Directorates should do direct publicity in matters relating to trade, export, marketing and prices. A suitable method of disseminating information relating to these aspects through the Farm Forum on the radio and periodical publications of the Directorate should be developed.

(Paragraph 4.26)

20. When a commodity does not justify a Council, it also does not justify a Directorate. In the interest of expedition, the problems relating to the production of such commodity should be handled in the Crops Division of the Department of Agriculture. There is no need for Directorates for various cereals and pulses.

(Paragraphs 4.27 & 4.28)

(vii)

21. Whenever important crops, for which there are no Councils, require special attention, strong units should be set up in the Crops Division in the Ministry of Agriculture to attend to them. In view of their special need, strong units should be created in the Crops Division to look after the development problems of pulses and rice and liaise with the States. The States should also have such arrangements in the State Directorates of Agriculture to deal with important crops in their regions.

(Paragraph 4.29)

22. If the Directorate of cashewnut, coconut, arecanut and spices are clubbed together, the Directors in the resultant and other Directorates can be given a uniform grade at the level of the Joint Commissioner in the scale of Rs. 1600—1800.

(Paragraph 4.31)

INTERIM REPORT ON THE ORGANISATION AND FUNCTIONS OF THE COMMODITY DEVELOPMENT COUNCILS AND DIRECTORATES

SECTION I

INTRODUCTION

1.1. One of the Terms of Reference given to the National Commission on Agriculture relates to the examination of the structure and organisation of the existing agencies engaged in the operation of agricultural research and development programmes and improvements and adjustments necessary to suit the changed requirements for the formulation of policies, preparation of programmes, and the implementation of action in the field. Our recommendations regarding some aspects of Agricultural Research, Extension and Training have been given in the Interim Report on the same subject submitted to Government in November, 1971. In this Report, we had examined the respective roles of Central and State Governments and Agricultural Universities in organising basic or fundamental, applied and adaptive research. Another aspect of research dealing with Coordinated Research Programmes in agriculture with particular reference to All-India Coordinated Research Projects has been dealt with in another Interim Report. Another important problem is that of organisational structure for development activities with regard to major agricultural crops and the arrangements for coordination between the Central and the State Government in this sphere. As a part of the study of the subject, the Commission has taken up the examination of the role played by the Central Commodity Development Councils and also Central Commodity Directorates in regard to the development of production, marketing and trade of important food and commercial crops.

1.2. There has been a growing feeling that the Commodity Development Councils set up during 1966 and thereafter needed considerable structural re-organisation so that they are able to discharge their responsibility more effectively in the field of crop development programmes. When proposals for such re-organisation were under consideration, in the Ministry, the Minister of Agriculture had suggested that the National Commission on Agriculture might give, on a priority basis, its views on the re-organisation of the Development Councils in order to make them more effective.

1.3. Commercial crops like jute, cotton, oilseeds, tobacco, cashewnut, spices and lac have a large export potential. There is also need for achieving self-sufficiency in long staple varieties of cotton and vegetable oils. Agricultural exports have a key role to play in earning

foreign exchange, and agricultural commodities or manufacturers based on agricultural raw materials continue to hold a prominent position in the export trade. Special programmes are being undertaken to achieve higher production targets for these commodities. The Commodity Development Councils and the Commodity Directorates have been assigned an important role in laying down policies for production and marketing, and in assisting the State Governments in speedy implementation of crop development programmes. They provide useful forum for exchange of views among the various interests such as growers, processors, traders, industrialists, technologists, research scientists and Government Departments on the various problems connected with the production marketing and utilisation of the crops. The Commodity Directorates are also expected to assist in laying down the guidelines for providing the farmer with package of practices like seed, fertiliser, pest control, water and services like extension, credit, marketing, processing and storage. In spite of these arrangements the country is still beset with problems of development including production, and marketing, in respect of most of the commercial crops. There is, therefore, a need to review the role and functions of the Commodity Development Councils and Commodity Development Directorates with a view to recommending such measures as would make these organisations more effective in tackling these problems. This is particularly important in the context of the new strategy for agricultural development with particular reference to the development of export-oriented crops.

1.4. In addressing itself to the problem, the Commission, in the first instance, reviewed the Proceedings of the Annual Meetings of some selected Commodity Development Councils held during the last 2 or 3 years. Based on the analysis of these Proceedings, Questionnaires relating to the working of the Development Councils and Directorates were issued to various State Governments and Directors of Commodity Development. These Questionnaires are given in Appendices I and II. The Vice-Chairman and Members of the Commission also visited some of the Headquarters of the Commodity Directorates and held discussions with the respective Directors. Further discussions were also held with some of the State Governments. The Commission has considered the replies received in response to the Questionnaires and also the discussions with the Directors and State Governments in formulating its approach to the problem of re-organisation of the Commodity Development Councils and Directorates of Development.

SECTION II

HISTORICAL BACKGROUND

Setting up of the Indian Central Cotton Committee

~~2.2 Between 1921 and 1962, eight more Commodity Committees~~ ^{which} ~~The Indian Central Cotton Committee~~ ^{it was set up} in 1921 in pursuance of the Report of the Indian Cotton Committee of 1917-18, was given definite legal status by the provisions of the Indian Cotton Cess Act of 1923. This Committee was concerned with the improvement of cotton marketing and the prevention of malpractices both by legislative measures and by constructive action. In regard to policy, both agricultural and commercial, to be followed in promoting the development of cotton growing in different provinces, the Committee had an advisory role. It acted as a source of information for the Agriculture Departments, the trade and the general public. Agricultural and technological research on cotton also fell within its purview. The finances of the Committee were provided by a cess on all cotton used in mills and that exported from India. Thus the Indian Central Cotton Committee was, in short, a central body charged with the promotion of all measures which were designed to further the improvement of cotton growing and marketing in India.

Setting up of other Commodity Committees

2.2 Between 1921 and 1962, eight more commodity Committees were set up one after the other with more or less similar functions, although the methods of financing the Committees were not the same. The Indian Lac Cess Committee was set up in 1931, followed by the Indian Central Jute Committee in 1936. The Indian Central Sugarcane Committee was set up in 1944. Between 1945 and 1947, similar Commodity Committees were set up in respect of Tobacco, Coconut and Oilseeds. The Central Arecanut Committee was established in 1949, while the last Commodity Committee to be set up was that in respect of Spices and Cashewnut in 1962. Funds for Cotton, Lac, Coconut and Oilseeds came from special cess levied under the relevant Acts on the respective commodities as well as additional grants received from the Government. Finance for other Commodity Committees was provided by the Ministry of Agriculture through grants-in-aid. These Commodity Committees were formed as semi-autonomous bodies comprising various interests. The Vice-President of the ICAR was the President of most of the Commodity Committees. As in the case of cotton, the other Commodity Committees also devoted special attention to the problems confronting the concerned crops. The Committees also sponsored research by financing research schemes formulated by the State Governments on a matching basis.

Deficiencies in the working of the Central Commodity Committees

2.3 While some of the Commodity Committees did very good work, certain deficiencies also came to be noticed in their work. One of the deficiencies was in regard to research. Being oriented to the particular crop requirements, attention was not devoted to other cross Commodity requirements. There was also the general question of responsibility for research which was shared between the State agencies like Research Stations under the Department of Agriculture, Agricultural Colleges, Universities and other Private Institutions and the Central Institutes like the IARI, CRRI, etc., besides the research sponsored by the Commodity Committees themselves. While each agency in its own way tried to promote the development of research, there was inadequate coordination and the overall magnitude of such efforts was also not adequate. This led to a review of the arrangements for organising research at the Centre and the re-organisation of the Indian Council of Agricultural Research subsequently.

Reorganisation of ICAR and setting up of Development Councils

2.4 Although the ICAR since its inception in 1929 was intended to be the main agency for promoting, guiding and coordinating agricultural and animal husbandry research in the country, the Council had no direct control over the various agencies charged with the responsibility for conducting research on crops. Recognising this deficiency the second joint Indo-American Team (1959) recommended that the Central Research Institutes and the Commodity Committees should be brought under the technical and administrative control of the ICAR. The Agricultural Research Review Team appointed by the Government of India in its Report submitted in 1964, suggested fundamental modifications in the administrative and organisational structure of the ICAR. In pursuance of the recommendations of this team, the Commodity Committees set up earlier were abolished and research work being conducted by them was integrated with that being done by the ICAR. For this purpose, the ICAR was suitably re-organised and strengthened so as to enable it to develop and administer a national programme of agricultural research commensurate with the needs of the country. The Government of India took over the development and marketing functions handled by the Committees and created the Directorates of Commodity Development for paying adequate attention to the individual commercial crops. In order to continue the association of the various official and non-official interests with the development programmes of the commercial crops and have the benefit of their continued advice, the Government of India constituted Commodity Development Councils. Thus the Development Councils in respect of Cotton, Jute, Oilseeds, Sugarcane, Tobacco, Arecanut, Coconut, Cashewnut, Spices and Lac were established in 1966. The Development Council for Horticulture was set up in 1969 and those for Rice and Pulses in 1970. For

Millets, only a Development Directorate has been set up but no Development Council has been organised.

Functions of Development Councils

2.5 According to Government Resolutions setting up the Commodity Development Councils, the Councils are advisory bodies charged with the following main functions:

- (i) To consider from time to time the development programmes formulated by the Central and State Governments;
- (ii) to consider and review the progress of development of crops in the context of targets laid down;
- (iii) to recommend measures for accelerating the tempo of development programmes and schemes wherever necessary;
- (iv) to consider and review the problems of marketing and trade including price policy and to make suggestions for improvement; and
- (v) to perform any other functions which may from time to time be assigned by the Government of India to the Council.

Composition of Development Councils

2.6 All but three Councils dealing with Cashewnuts, Spices and Lac have a non-official member nominated by the Government of India as Chairman, and Additional Secretary in-charge of Production Wing in the Ministry of Agriculture as Vice-Chairman. The Councils in respect of Cashewnut, Spices and Lac have the Directors of respective Development Directorates as Chairman, and non-official member as the Vice-Chairman. The present membership of the Council varies from 27 to 51, depending on the importance and geographical coverage of the crop and the interests which are to be represented on them. Ordinarily, each Commodity Development Council comprises (a) one representative each of the Government of the State in which the particular crop is important, (b) one representative of the Planning Commission, (c) one representative of the Ministry of Foreign Trade/Department of Food in the case of crops in which they are interested, (d) Agricultural Commissioner to the Government of India, (e) Chairman, Export Promotion Council where such Council exists, (f) Director General, ICAR, or his nominee, (g) growers' representatives to be nominated by the State Governments from the major crop area, (h) representative of trade, (i) representative of Industry, and (j) one or two Members from the Lok Sabha and one Member from the Rajya Sabha etc. In addition, representatives of the State Trading Corporation, Agricultural Refinance Corporation, Ministry of Finance, National Seeds Corporation as well as Agricultural Marketing Adviser and Economic and Statistical Adviser are also included as observers to represent special interests.

Working of Development Councils

2.7 From the analysis of the replies and the proceedings, we find that the Development Council gives its views on the objectives of development to be achieved in respect of the relevant crops, and also indicates the broad guidelines regarding the programmes of work to be followed by the Government to attain the objectives. The Council as a coordinating body highlights the bottlenecks and shortcomings in different spheres and suggests ameliorative measures. The Council meets mostly once a year and in some special circumstances an additional meeting is held during the year. The recommendations made by the Council are processed by the Directorate in consultation with the Agriculture Ministry for further action. The suggestions approved by the Ministry are examined by the concerned agencies and implemented to the extent feasible. The action taken on the recommendations made by the Council at its meetings is brought to the notice of the Council at its subsequent meetings.

2.8 The policy advice given by the Council generally is in the form of Resolutions and Recommendations and relates to the commodity projections, targets for commodity development, nature of development schemes to be undertaken, etc. The Council is also expected to give guide-lines for research and development aspects along with marketing, processing and storage problems. As the growers' representatives are present as members of the Council, it provides an opportunity to get to know the problems of the growers. The State Governments also have an opportunity to indicate their problems and seek solutions. The presence of other interests on the Council enables a mutual and frank discussion of various problems of commodity development.

Technical Committees

2.9 Some of the Development Councils have set up Technical Committees on regional basis as a matter of working procedure. These committees go into details of the programme in the States in each region, and important findings are reported to the Council. The Technical Committees were discontinued in the case of Oilseeds for one or two years because the secretariat work involved was considerable, but subsequently it has been decided to revive them because of their usefulness. At the meetings of the Technical Committees, there is an opportunity for research workers to express their views on the technical problems and also apprise the authorities responsible for development of the latest results of researches in the field.

Commodity Development Directorates

2.10 The Commodity Development Directorates are supposed to plan, coordinate and supervise development and marketing programmes of the respective crops at the national level and serve as the secretariat of the respective Development Council. The Director of Commodity Development is the Member-Secretary of the Council, except in

cases where the Director is the Chairman. The meetings of the Development Council are arranged by the Directorate. It draws up the agenda for the meetings of the Development Council and also prepares the agenda notes for consideration by the Council. The Directorate is also entrusted with the responsibility for taking up follow-up action on the recommendations of the Council.

2.11 On the basis of the replies received from the Directorates, their other main functions can generally be summarised as under:

- (i) Formulation and scrutiny of the Centrally sponsored schemes for crop development at the planning stage, taking necessary follow-up action (in obtaining sanction of Government of India to the Centrally sponsored schemes) and periodical assessment of the programmes at the implementation stage;
- (ii) maintenance of liaison between the Centre and State Governments concerning crop development work and assistance in the matter of supplies, transport, etc., where called for;
- (iii) rendering technical advice to the Government of India and the State Governments and other institutions on planning of crop production, marketing, export and such other matters and offering suggestions to remove difficulties and bottlenecks;
- (iv) assessment of commodity production in the country, assisting in the fixation of targets of area and production and formulation of proposals for achieving targets and assessment of input requirements of the States;
- (v) compilation and presentation of data on crop acreage, production, prices, consumption and also the economics of commodity production for use in the planning and development of the commodity concerned in the Directorate as well as for the use of Government Departments and other organisations;
- (vi) keeping close watch on the progress of production, development and marketing schemes and coordination of these activities;
- (vii) keeping in touch with the research work in the commodity concerned undertaken by the ICAR, Agricultural Universities and other organisations and to maintain liaison between research and development work; and
- (viii) assisting in improving the marketing of the commodity concerned through organised cooperative societies and regulated markets.

2.12 Research support to the Directorate is provided by the Research Institutes of the ICAR. The Directorate is expected to obtain the results of latest scientific research from the ICAR and its Institutes and help in processing the findings and introducing them in the field. The Director of Commodity Development also attends the Workshops on Coordinated Research Projects held periodically and acquaints the

research workers with the problems faced in the development activities so that solutions can be worked out, thereby ensuring close liaison between agricultural research and development.

Relationship with Crops Division in the Ministry

2.13 The responsibility for supervision and guidance of the Commodity Development Directorates, which are treated as subordinate Offices of the Ministry of Agriculture, is placed squarely on the Crops Division in the Agricultural Production Wing of the Ministry of Agriculture. The Division is under the Agricultural Commissioner who is responsible for development and production programmes for all crops and commodities. He is assisted by four Joint Commissioners, one each for Food Crops, Cotton, Commercial Crops and Projects dealing with I.A.D.P. and multiple cropping. Apart from formulating the programmes for development and production in the Department, the Joint Commissioner (Food Crops) also supervises the work of the Commodity Development Directorates dealing with food crops. Likewise, the Joint Commissioners (Cotton and Commercial Crops) perform similar duties with regard to the Directorates dealing with cash crops.

Organisation of the Directorate

2.14 The Director is the administrative head of each Commodity Development Directorate. The scale of pay of the post varies from Rs. 1100—1400 to Rs. 1800—2000. The Director is assisted by 3 to 5 Deputy Directors in the major Directorates and one or two in other Directorates. There are also other specialised posts such as the Joint Director in the case of oilseeds. The technical work of the Directorates is organised into (a) Development Section, (b) Marketing Section, (c) Statistical Section, and (d) Extension and Publicity Section. There is also the Administrative Section for servicing the technical Sections in the Directorates. In most of the Directorates, the work is decentralised at the level of the Deputy Directors, each of whom looks after the specialised fields of activities of development. The Deputy Directors in their turn have a complement of Research Officers and Statistical Officers with technical and secretariat assistance. The officers of the Directorate move about in the States, discussing problems with the State officials and try to resolve difficulties and bring to the notice of the Central Government any problems they come across.

2.15 For the development of crops in the States, the State Governments also have Development Officers for important crops. These State officers are mostly located at State headquarters and form cells with some staff for various crops. Special Development staffs are also posted by the State Governments in areas where the crops are concentrated. Moreover, in some States, State level committees/councils have been set up with the State Director of Agriculture as Chairman on which representatives of growers, trade and other Government departments are represented.

SECTION III

REVIEW OF FUNCTIONING OF THE COMMODITY DEVELOPMENT COUNCILS AND DIRECTORATES

Working of Commodity Development Councils

3.1 The Commission has reviewed the functioning of the Commodity Development Councils on the basis of replies received from the Commodity Directorates, Proceedings of the Commodity Development Councils and the discussions with the Directorates and the State Governments. The review has shown that the idea of having a Development Council for some commodities is good in the sense that the various interests concerned are brought together to evolve a policy for facilitating action necessary for the development of the particular crop in all its aspects. We feel that within the existing framework of their advisory role, the Development Councils can be made more effective if the various lacunae we have noticed in their working are removed.

3.2. The proceedings of the Commodity Development Councils show that they take decisions on various policy issues but they give only general approval to the suggestions for action to be taken by the States and the Centre on matters brought to their notice through the technical and regional committees. The States are requested to follow the advice given by the Technical Committees and Development Councils, but we have noticed that some times no follow-up action is taken by them.

3.3 We have examined the recommendations made by some of the Development Councils at their annual meetings between 1969 and 1971 and the action taken thereon. We have noticed that a majority of the recommendations deal with problems of production and plan schemes. The Notes considered by the Development Councils also generally related to the review of progress of research and development schemes and occasionally on marketing aspects of the concerned commodities. Though marketing, trade and price policies are included among the functions of the Development Councils, relatively less attention has been paid by them to these aspects. The deficiency is glaring with regard to international trade which is left more or less entirely to be taken care of by the Union Government. Further, the advisory role of the Development Councils in respect of price policy appears to be ineffective. The replies received to our questionnaire also indicate that there is greater need for the Development Councils to take more interest in these matters.

3.4 The time-lag in the implementation of many of the recommendations of the Development Councils appears to be considerable.

Our analysis based on the replies to the Questionnaire has shown that normally it takes about 6 to 18 months for the implementation of the recommendations. Where action has to be taken by the Directorate directly, the time-lag in implementation has been relatively less. In the case of one Development Council we found that almost all the major recommendations made by the Council during the period 1969—71 remained still to be implemented.

3.5 Our analysis shows that the initiation of the development schemes sponsored by the Development Council is also considerably delayed. From the stage the schemes are prepared by the Development Directorates, considerable time elapses before these are referred to the Planning Commission and Finance Ministry, and their approval obtained. Even after sanctions are issued, there is invariable delay in the States in the issues of sanctions, appointment of technical staff and implementation of the scheme in the field. In one case, a scheme for undertaking marketing survey was formulated and submitted to the Government of India in October 1968 but the scheme was finally sanctioned only in October, 1971.

3.6 All aspects of farmers' problems are not receiving adequate attention in the discussions held at the annual meetings of the Development Councils. Although, occasionally, genuine difficulties experienced by the farmers are brought up, more often, farmers' demands for various concessions and favours are voiced. Recommendations regarding the controls which are in the interest of both producers and traders are not thereby dealt with fully. It is also found that sometimes there is no effective representation of really active, enlightened and progressive farmers who can contribute to the discussions at the meetings and make valuable suggestions.

3.7 Further, it has been pointed out by the Ministry of Agriculture that the States are represented at the Development Council meetings by junior officers who are not able to make immediate commitments on behalf of their State Governments. Moreover, when a large number of items are included in the agenda for a short meeting, some of the items do not get adequate time for a detailed discussion. If there are sub-committees, probably they would take care of this lacuna.

Working of Directorates

3.8 The Development Directorates are subordinate offices of the Department of Agriculture in the Ministry of Agriculture. At the Centre, besides the Ministry of Agriculture, the Ministry of Commerce, Department of Economic Affairs and other Ministries have interest in various production programmes. Liaison between the different Departments at the Centre and the Directorates is maintained through the Department of Agriculture, whereas the Directorates can keep direct liaison with the State authorities concerned, as well as other Directorates on routine matters.

3.9 The Directorates in their replies have stated that in the case of a crop or a commodity in respect of which a special programme of increased production is to be prepared, the Directorate prepares a model scheme keeping in view the facilities available in the States. After approval by the Planning Commission and the Finance Ministry, the model scheme is forwarded to the States with a suggestion that they should formulate detailed proposals, keeping in view the guide-lines indicated. Generally, all the Centrally sponsored schemes are formulated in the respective Commodity Development Directorates. The Directorates also try to resolve difficulties and bottle-necks experienced in the implementation of the schemes.

3.10 In the case of some crops in which the States do not have expertise, the Directorates have further stated that they also help the programme implementation by providing technical guidance as in the case of tobacco. In several other fields, the Directorates have tried to help the States. For instance, the Tobacco Directorate has rendered assistance to the States in making available the requisite inputs. The Oilseeds Directorate has established liaison between the States, the Food Corporation of India and the consuming industries in regard to marketing and utilisation of soyabeans. The Sugarcane Development Directorate has assisted in the preparation of a programme for development of sugarcane in areas around sugar factories. The Directorate of Pulses has tendered advice to the State Directors of Agriculture in planning production strategy based on choice of variety. The Directorate of Coconut Development has helped in the field of hybrid seed production and the development of processing and marketing institutions. The Directorate of Rice Development has organised trials with pre-released varieties on the State Government farms for the benefit of the extension personnel in the States. The Directorates of Cotton and Jute Development also assist the State Governments in the implementation of the Centrally sponsored schemes. In the course of their visits to the States, the officers of the Development Directorates review the progress of both Centrally sponsored and State sector schemes, but generally they are able to look somewhat more closely into the Centrally sponsored schemes only.

3.11 No detailed studies relating to consumption, demand, marketing, trade and pricing are undertaken by the Directorates with the exception of one or two crops. Most of the Directorates do not have adequate and competent staff to undertake such studies. At the time of preparation of the Five-Year Plans, the Commodity Development Directorates merely assess the overall demands for the commodity, but the work is not thorough enough. No evaluation of the development programmes in the field is done by the Directorates. Whatever assessment is made is in terms of physical and financial targets on the basis of the periodical reports received from the States and on-the spot survey by officers of the Directorate of certain areas of operation of the schemes.

3.12 With regard to technical guidance, advice is offered when sought for on suitable crops and soil, irrigation need, fertilisers and pesticides, seeds and, above all, package of practices for optimum production. The varieties to be sown in the different regions of the country are also identified; sometimes the Directorates assist in the exchange of varieties among the States. On marketing aspects, some Directorates have given advice for setting up cooperative units for processing and marketing. Similarly, advice has been given in isolated cases with regard to grading at the growers' level and organisation of regulated markets at the producers' level. But these types of assistance have been rather perfunctory but neither extensive nor in depth. There is no detailed discussion of behaviour of prices in rural areas. In their replies, the State Governments have emphasised the need for Development Councils giving due importance to these and also to export promotion aspects of these commodities.

3.13 The extension activity in many of the Directorates is confined to publicity only. This is generally by way of publication in different languages of circulars, pamphlets, bulletins, monthly newsletters, etc., relating to crop development and of distribution among the States. Some of the Directorates have also arrangements for the screening of films in collaboration with the Films Division of the Government of India. They also participate in exhibitions organised on different occasions. Essentially, the extension activities of the Commodity Directorates supplement those of the Extension Directorates at the Centre and in the States.

3.14 A majority of the Directorates do not take any active part in the training of farmers or of extension workers at different levels. Some help the Directorate of Extension in the Ministry of Agriculture and the State Governments by participating in the activities of the Farmers' Training Centres. For instance, the Tobacco Development Directorate arranges training of farmers in the improved methods of tobacco cultivation in the principal tobacco growing States. The Directorate of Sugarcane Development organises short-term training for higher level workers with financial assistance from the Government of India. The Directorate of Coconut Development arranges training of farmers at the Central Plantation Crops Research Institute. In the case of Jute, the Directorate maintains peripatetic parties for direct training to jute growers in the villages.

3.15 The above review of activities of the Directorates brings out the fact that the present functions are somewhat limited to the sphere of development and publicity. Marketing functions which the Directorates perform are rudimentary in nature. Guidance given to the States in the production programmes relates mostly to Centrally sponsored schemes. Involvement of the Directorates in the State Programmes is limited. The extent of technical help provided to the States is very limited in most of the cases. Their involvement in the export promotion is almost negligible.

SECTION IV

FUTURE ROLE OF COMMODITY DEVELOPMENT COUNCILS AND DIRECTORATES

4.1 National policies for the agricultural production programmes have to take into consideration the country's consumption demand for food and raw material for agro-based industries, the export potential for the raw produce from agriculture and finished goods from the agro-based industries and the production capabilities of the various regions of the country to meet the demands. The policies will also have to keep in view the national plan frame and the possible investments for the development of the infrastructure for the growth of agriculture. The Centre's role in all this is that of coordinator and also the provider of the funds for the programmes which are financed from the Central exchequer. It is obvious that these policies have to be laid down after a dialogue with the regional interests concerned and the various other agencies whose advice will be useful in coming to a clear decision. The Commodity Development Councils are one but not the only form of coordinating bodies which can be useful in evolving a national consensus.

4.2 After 1965, the Development Council concept has been accepted for horticulture, rice and pulses. It has come to the notice of the Commission that there are pressures to form more Development Councils on the ground that each crop is now becoming important and it is desirable to handle it through a Development Council. On the other hand, it has also been strongly represented to the Commission that proliferation of Development Councils does not facilitate development but leads to unnecessary interference in the States' programmes without any corresponding benefits. The whole concept of Development Councils, therefore, needs reconsideration in the light of their performance so far. The replies to our questionnaire received from the State Governments have taken a middle view and the general tenor of the replies is that there is need for continuance of Development Councils at the All-India level for laying down the policies for production, marketing, prices, trade and export.

4.3 The Commodity Committee or its successor, the Commodity Development Council, was not contemplated as a body merely to consider the production and development programme of any crop. The identification of the subject as a commodity makes it clear that what was contemplated was sufficient emphasis on the trade aspect of a commodity. The emphasis in the Commodity Committee and the main function of the Commodity Development Councils should, therefore,

have been more on the problems of marketing and trade including price policy and the suggestions for their solution. The States in their replies have reiterated this emphasis and have also accepted the need for looking into the export angle of the commodity. The composition of the Council has also been laid down with a view to involving the interests whose cooperation is needed in evolving a national policy on trade, marketing, prices and export. Unless, therefore, there are good reasons to extend the frame of a Commodity Development Council to a crop, it is clear that one has to be selective in the commodities that ought to be brought within the framework. Therefore, the commodity which is to be brought within the framework of a Council must have important trade and marketing problems and also pricing problems. It must also be export-oriented. Being industry-oriented, the complicated problems of prices and marketing of raw materials of the industry need attention. It is also logical that an all-India body should be brought in as a policy device in a matter which has overtones of Central responsibility as distinct from the coordinating function. The present functions and composition of the Councils, therefore, make it clear that the commodity must be important as an industrial raw material and/or as an export commodity.

4.4 In crops in which the industrial and/or export importance is marginal, the interests mainly involved in the formulation of national policies will be the State and the Central Governments. The trade and marketing problems in these crops require a national policy based on consensus between the States and the Centre as to the form of the trade and the State support in marketing. These problems are handled better and more quickly by the Government's representatives at the State and the Central levels. At present such coordination is sought through the Ministers' Conference presided over by the Central Minister of Agriculture. The pricing policy for food is generally evolved at seasonal meetings of the Food Ministers with the Central Minister of Agriculture in the chair. A Development Council for any of these crops or even a number of them together will only bring in a fifth wheel in the coach. The Commission is, therefore, firmly of the view that at the all-India level the concept of Commodity Development Councils should be confined to crops which have a substantial industrial and/or export angle.

4.5 The large proliferation of Commodity Development Councils has already received the attention of the Ministry of Agriculture. A suggestion has been made that it may be possible to combine more than one commodity under one Council to reduce the number and the overheads. Each commodity has its own speciality and problems and it can be argued that a common council cannot do justice to the peculiarities of each of the crops in the group: but there is no doubt that the tendency to proliferate needs some restraint. An important criterion

for grouping crops may be common problems of production and marketing.

4.6 In keeping with the principles laid down by the Commission above, we recommend that the—

- (a) Commodity Development Councils for cotton, oilseeds, tobacco, lac, jute and sugarcane should continue;
- (b) the Commodity Development Councils for cashewnut, coconut, arecanut and spices should be combined into one Council for plantation crops;
- (c) the Commodity Development Councils for rice and pulses should be abolished; and
- (d) no Commodity Development Council need be set up for wheat or millets.

4.7 Horticulture has at present got a Council of its own. The industrial utilisation or export of horticultural produce is presently not substantial and the bulk of horticultural production is consumed in the country as raw fruits and cooked vegetables. At the same time, one should not forget that there is a definite effort to establish a fruit processing industry in the country and organise industry for the fruit that is expected to flood certain areas in the country very soon from the plantations already done. It is also hoped to secure a foothold in the export market for the processed fruit and juice. The planning of horticulture with a view to supporting an expanding fruit industry and an export market is an objective we have to work for. In the light of this, we agree that a separate Council for horticulture may continue on condition that the Council specially goes into the problems of trade, marketing and pricing policy with a view to developing the industries and increasing export.

4.8 The Commodity Committees dealt with the crops which provided raw materials for the industries and for export. The Committees paid special attention to the needs of the industries and to the export market in the quality of the commodities and planned their production programme to meet the demand. They also supported industry-oriented research to assess suitability of varieties to the needs of the industries and the foreign market specifications and to help the breeder to evolve varieties to suit these demands. The Commodity Committees paid more attention to the trade demands and the marketing facilities for the industries and neglected, to a large extent, the producers' angle in the process. The Commodity Development Councils were left with the development responsibility, whereas the research responsibility was transferred to the ICAR. This was done with a view to making research more multi-disciplinary and useful and not to undermine in any way the previous needs for research oriented towards the demands of industry and export. The non-official Chairman of the Councils were

generally drawn from progressive farmers. Representation on the Councils was given to the growers as well. In spite of sufficiently wide representation of various interests on the Councils, it is noticed that the Commodity Councils have rarely gone in depth into the problems of trade marketing of the commodities and the difficulties of the growers and the small traders in the business. They have also failed to notice the developing gap between the production increase in new areas and the lack of even primary marketing facilities in these areas. Pre-planning, of course, was completely lacking. Behaviour of prices in the rural areas and the problems of growers arising therefrom have not been considered seriously. The market prices at important commodity markets were considered sufficient for discussion. Thus, though marketing and prices were occasionally discussed in the Councils, it is noticed that there was no depth in the discussion and no worthwhile advice was emanating from the Councils in this matter. Thereby, the fourth main function of the Commodity Development Councils has remained, more or less, a dead letter.

4.9. There is need to emphasise once again the close relation that must exist between the research programmes and the development programmes. The Councils must take note of the research developments and must be in a position to utilise them in their development programmes. They must also be in a position to give a lead to research from the field experience gathered, from the development programmes and the problems of trade and marketing. It has to be admitted that this aspect also has not received sufficient attention from the Commodity Development Councils though they have tackled some of the problems in their recommendations.

4.10. The present terms of reference of the Commodity Development Councils, no doubt, are wide enough to cover the problems we have pointed out above. At the same time, in view of the obvious lack of emphasis to certain crucial aspects it is necessary to spell out the terms of reference a little more in detail to bring out the importance of these aspects. The Development Councils should, therefore, be charged with the following main functions:

- (i) To consider the development programmes formulated by the Central and State Governments, review their progress from time to time and recommend measures for accelerating the progress;
- (ii) to play a dynamic role in examining the problems of marketing, processing, storage and transport of the commodities and in their trade and pricing and advising the Government thereon;
- (iii) to bring suitable coordination between the research and the development programmes by taking note of new research findings in formulation of the programmes and in advising

research agencies about the quality needs of the market in the commodity;

- (iv) to consider the needs of the export market and adjust the programmes of development suitably thereto; and
- (v) to perform such other functions designed to assist in the development of the commodity as may be assigned from time to time.

4.11. Effectiveness of technical advice on decision making process depends upon the extent to which recommendations of the Council are implemented by the Central and State Governments in good time. From a review of the Proceedings of the Commodity Development Councils, it is seen that the Council takes detailed decisions on various policy matters falling within the purview of the Central and State Governments. In cases where the State Governments are concerned, the recommendations are brought to their notice and they are advised to implement them. Past experience has shown that large delays have occurred in implementing the recommendations by the States. Also, there is difficulty in getting information regarding the progress of action on the recommendations. It has been suggested that the situation can be improved if the Minister of Agriculture is made the Chairman of the Commodity Development Councils. This suggestion has been made probably under the impression that if there is delay in the implementation of any decision, the Minister can be persuaded to address the States to expedite matters. In the view of the Commission this is a wrong way to look at the position of the Minister. If a system needs a Minister's personal intervention to get anything going, the system will not survive. No Minister can have the time to spare to attend to so many minor matters of detail. The system must have its own in-built organisational answer to the problem. Further, there is another danger in the Minister being the Chairman of the Councils. Rightly or wrongly, a practice has developed that participants in a conference do not express their views frankly when the Chairman is of a Minister's rank. There is much more of give and take when the composition of the Commodity Councils consists generally of people from the Executive and knowledgeable non-officials. The introduction of the Minister as Chairman of the Councils is, therefore, in the view of the Commission unnecessary and in a way self-defeating. The Commodity Development Councils should have non-officials as Chairman.

State Commodity Councils

4.12. The decisions of the Council are taken on an All-India basis. No doubt, regional variations are also duly considered and provided for. In spite of this, it may so happen that the decisions may have to be further suitably adapted to the various regions of a State. There may be some peculiar local problems that the All-India Council

may not have been able to notice. One of the uses of a Council of the nature of a Commodity Development Council is to act as a watch dog on the department's performance on the directives that have been accepted in principle. Such an organisation does not now exist in most States and as such both these aspects are left unattended to. The Commission is, therefore, of the view that it is desirable to have a State Commodity Council to perform these functions. The replies from the States show that while some of them accept the principle, a few others are not in favour. The Commission feels that in the interest of better coordination in development and marketing of crops it will be useful to set up such Commodity Councils in all the States. The question is on the number of Councils that are to be created. It is felt that a parallel of all the Central Councils may be unnecessary and too many, considering that in each State each of the commodities may not have the same importance as it has at the All-India level. At present, Andhra Pradesh, Uttar Pradesh and Mysore have separate Councils for oil-seeds. Mysore also has Councils for sugarcane, cotton and tobacco. The Commission recommends that each State must assess the importance of the crop in an area and have a separate or common Council to deal with the crops which are dealt with in the Central Development Councils. The functions of the Councils would be the same as for the Central Councils and, in addition, they may have the specific function to consider the All-India resolutions and adapt them to local conditions where necessary and watch the implementation of the same by the departmental authorities.

4.13. In our recommendation in paragraph 4.4, we have restricted the formation of the Commodity Councils in the Centre to crops with a substantial industrial and/or export angle. There are a large number of crops of major importance to the country, mainly food crops and fodder crops, the responsibility for the production of which is on the State Governments under the distribution of functions between the State and the Centre. Our experience of the Commodity Councils at the Centre has shown that for the development of any programme, a get-together of the administrative, research, trade and production interests in a forum facilitates its planning and also expedites action. It is, therefore, logical to adopt a similar concept at the State level for such of the major crops the production of which is the responsibility of the State Government, even though the crop is of interest in the national economy. At present, the States do not have any forum of this sort except a general Conference, held occasionally, on agriculture. The Commission, therefore, recommends that each State should have one or more Commodity Councils for the major crops of the region in addition to those dealt with by the Central Commodity Councils. According to the importance of the crop in the area, the Council may be for a single crop or two or more crops together. The representation on the Council should cover all the interests whose active cooperation is necessary for

planning and executing the production of the crop and particularly progressive farmers who can give a field orientation to the discussions and bring up the grass root problems before the administrators and scientists. The administration should keep this Council informed fully of the action taken on its recommendations. The Council will thereby act as a watch-dog on the implementation of the accepted programmes by the administration and advise the Government suitably in case of observed defaults. This will help in expediting the programme of action.

4.14. It has been suggested that the Development Councils are purely advisory bodies and do not enjoy autonomy like their predecessor committees and that they should be given certain financial and executive powers. It has been stated that the present advisory status has not only reduced the effectiveness of the Councils but also prevented the non-official members from taking active interest in the functioning of these Councils. We are of the view that the Councils were primarily constituted to create a forum for bringing together representatives of the different interests concerned and facilitating collective decisions for the development of production, marketing and trade. Viewed in this context, the question of the Development Councils exercising financial or executive powers does not arise. We also feel that the composition of the Councils as at present constituted is satisfactory for bringing together the different interests concerned. We only suggest that in order to secure better liaison between the research work and the functions of the Development Councils, the Project Coordinators of the All-India Coordinated Research Projects and/or Directors of the Crop Research Institutes should be made ex-officio members of the Development Council concerned.

4.15 Each State in which the particular crop is important has an official representative in the concerned Central Development Council. In addition, they have the power to nominate one or, in some cases, more non-official members from the grower class to the Council to represent the major production areas of that State. Generally the Director of Agriculture or his nominee is the official representative. It is noticed that the official attending the meeting is often not the same in each Council meeting. Moreover, as has been mentioned earlier, the States often send junior officers to these meetings. They may not have the authority to commit the State to any particular line of action or even willingness to consider. Many of the non-official members as already stated in the last paragraph appear to be disinterested as they have no link with the administrative authorities of the State where the actual implementation has to take place. One suggestion has been made that the non-official nomination may be made by the Central Government from out of a panel submitted by the State Government. The suggestion does not answer the basic defect that the representative finally selected has no connection with the State administration without whose active cooperation no field programmes go through. These defects can be remedied if the State

Commodity Councils are formed and the States' non-official representatives are nominated by the Council out of its membership. It can also be provided that the State Council must have a machinery by which their nominees are briefed before the Central Council meetings on the lines to be taken on the agenda items and also on introduction of new items. Thereby, an organic link is established between the Central and the State Councils and the representation will be purposeful.

4.16. The nomination of the non-official representatives to the Central Council should be for the entire term of the State Council. As regards the State Government representatives, it is clear that the Director of Agriculture cannot attend the meetings of all the Central Councils. It will be necessary to nominate other senior officers of the Directorate of Agriculture to various Central Commodity Councils, while the State may nominate the Director himself to one or two Councils. These nominations should be made for the entire term of the Central Council and once the nominations are made, the officials so nominated should attend the meetings. This will be beneficial to both the State Governments and the Central Councils and facilitate decision making.

4.17. As we have mentioned earlier, the crops for which there will not be any Development Council will be handled departmentally in the Crops Division in the Central Ministry of Agriculture. The advice of Ministers' Conferences will suffice to deal with any question of Centre-State coordination. We shall only add that this Conference should be made an annual feature to review these crops as well as residuary problems which are not covered by the Development Councils and the Directorates.

Technical Committee

4.18. We mentioned earlier that certain Development Councils have set up Technical Committees at regional levels which hold meetings at regional centres where the officials of a few States with similar conditions and similar agricultural problems meet and discuss development programmes in great detail. We consider this as a good procedure. These meetings provide a good forum for a thorough review of the development work. We recommend that this system of having Technical Committees dealing with research and development should be followed by all the Development Councils to review the various technical problems of production and to report to the concerned Development Council.

4.19. The Technical Committee can consider the problems and make their suggestions available to the State Development Councils which could consider them and give their reactions to the Central Development Council. This would enable close understanding between the Central and the State Governments regarding the technical problems. Similarly, there should be close link between Universities and the

Technical Committees which will be to the mutual advantage and will ultimately benefit the farmers. There is general agreement in the replies received to the Questionnaire that research workers of the Universities should be involved in the Technical Committees although some of the State Governments feel that the participation of the research workers from the Agricultural Universities in the meetings of the Technical Committees will not prove very helpful. The arguments advanced are that the Technical Committees are primarily meant for working out the details of the implementation of the recommendations of the Development Council and that the job is more of extension specialists and not of research workers. We do not consider these arguments to be valid and sound. We, therefore, recommend that the concerned research workers on a crop dealing with the subject in the University in the region should be made a member of the Technical Committees of the Development Council. We would represent the University in such meetings so that upto date information on research programme and progress in this regard is made available to the Technical Committee in order to enable it to take suitable decisions.

4.20. Similarly, for examining the problems of marketing processing, storage and transport and also giving advice on matters relating to trade and pricing, it is desirable that a small committee on which are represented the various interests concerned should be set up. This committee would consider the relevant issues in more detail and bring up its recommendations before the Development Council. Wherever necessary such a committee would be in a position to meet more frequently than the Development Council. This committee may also deal with the problems relating to export markets and the adjustments needed in the development programmes to suit the export requirements. This committee may be called the Trade, Pricing and Export Committee.

Directorates

4.21. From the replies from the Directorates to the Questionnaire and from the discussion the Commission Members had with some of the Directors it is clear that there is a feeling that the Directorates can contribute more to the development of the commodities but are not in a position to do so because of lack of sufficient technical staff. On a close examination of the representation, it appears that the answer to the problem lies in the understanding of the functions of the Directorate and the limitation in their effectiveness in the State-Central distribution of functions. The main functions of the Directorate have been enumerated in paragraphs 2.10 and 2.11 of this Report. These functions comprise planning, liaison, compilation, secretariat work and technical guidance, with some of the items requiring field contacts. The items that require technical guidance and field contacts are as follows:

- (i) Periodical assessment of the programmes at the implementation stage;

- (ii) maintenance of liaison between the Centre and the State Governments concerning crop development work and assistance in the matter of supplies, transport, etc. where called for;
- (iii) rendering technical advice to the Government of India and the State Governments and other institutions on planning of crop production; and
- (iv) keeping close watch on the progress of production, development and marketing schemes and coordination of these activities.

The Commission has noticed that what the Directorates are trying to do is to supervise the field programmes of the Centrally sponsored schemes in some detail. They are also trying to give technical advice in field programmes during implementation. It is out of these duties which they feel they must perform that the main complaint of insufficiency of technical staff arises.

4.22. It is true that a number of important development projects dealing with various crops and those particularly relating to industries and export have been sanctioned in the Centrally sponsored sector during the Fourth Five-Year Plan. The Directorates, no doubt, have to periodically assess the progress of implementation and also keep a close watch over the programme. This does not mean that the Directorates must take the responsibility for ensuring that the programme is implemented. Under the State-Centre distribution of functions, this is entirely the responsibility of the State administration. The State administration also maintains a large technical and extension service for planning, implementing and overseeing the programme. The Centrally sponsored projects give aid to the States to appoint special staff, both technical and extension, for the implementation of these programmes. If the Directorate tries to take up any part of the work of implementation in detail in the field, they have neither the staff nor the time nor the field contacts which are basic. No amount of expansion of the Directorate's technical staff, unless an almost a parallel organisation is created in every State, can enable the Directorate to implement the programme. While the Commodity Development Directorate should continue to plan and coordinate development programmes of the respective crops and act as secretariat of the concerned Development Council, they should not get involved in the implementation of the programme in the field, which is a State responsibility. The Directorate should not attempt the impossible. Besides, there will be dual control in the field of implementation. It is not desirable that responsibility for performance in the field is blurred. The State must be fully responsible. All that the Directorate can do is to act as a watch dog on behalf of the Centre and advise the Central authorities, in time, on the gaps in planning and performance so that the State-Centre machinery for coordination may come

into action and get things done. At present, some of the Directorates have fairly restricted areas of operation as the crop they handle is concentrated in a few States. On the other hand, the Oilseeds Directorate which handles several oilseeds spreading all over the country requires a wider coverage and varied technical competence. The Commission agrees that whereas there is no need to strengthen the Directorates to implement the programme in the field, the staff should be sufficient to discharge the broad function of periodical assessment and watch on the field programme during the season. This may require some additional help in some of the Directorates.

4.23. The other limitation we have to consider is that of the technical advice that the Directorate has to render. Under the main functions, the only item which relates to technical advice is Item (iii) which reads as follows:

“Rendering technical advice to the Government of India and the State Governments and other Institutions on planning of crop production, marketing, export and such other matters and offering suggestions to remove difficulties and bottlenecks.”

Some of the Directorates feel that they have a responsibility for giving direct technical advice in the field programme. From the replies to the questionnaire received from the States, it has been found that the States have not as such availed of any technical advice in the field from the Directorate. The States maintain technically competent staff to deal with the various commodity programmes and, in fact, resent technical advice except from experts of very high order. Only in tobacco where the States have not yet built up the expertise sufficiently, because all along the crop has depended largely on the extension service of the big tobacco manufacturing companies, there is a desire to use the expertise available in the Directorate. Under the division of labour contemplated in the agricultural sector, basic and applied researches are the prerogative of the Universities and the Central Institutes. Research Centres have liaison with the State extension authorities to transfer the research results to the field and the State authorities have to avail of their research centres to solve technical problems which are beyond the extension staff. The Commodity Directorates can, no doubt, get the support of the Central Institutes but they can have not much contact or dialogue with the State Agricultural Universities. It, therefore, appears prudent to leave the technical problems of the field to the State authorities in research and extension. At present, the function of the Directorate is only to render technical advice on planning of the crop and not in implementing a field programme. This distinction must remain. It has been provided that the technical advice can be rendered to remove difficulties and bottlenecks. This indicates that there must be a desire from the State authorities to use the technical competence of the Directorate. As already explained, except in tobacco, there is no

such desire. The Commission, therefore, recommends that the Commodity Directorates need not render technical advice directly except when asked for. These occasions will be few and far between. Only in the case of tobacco, the concerned Directorate may continue to render technical advice till the States develop their own expertise.

4.24. The Directorates have to render technical advice in marketing, export and such other matters and offer suggestions to remove difficulties and bottlenecks. In the division of responsibilities, Central help in inter-State trade, marketing and pricing is necessary. Export is the sole responsibility of the Central Government. We have already noticed that the Commodity development councils, one of the main functions of which is also to advice on trade, marketing and prices, have not been very effective so far in this field. The reason is not far to seek. The Directorate which has got to service the Council has to make the suggestions and recommend action in these matters for the consideration of the Council. That such matters rarely come before the Council shows that the Directorates are not attending to this part of their work seriously. Whereas in production, the direct responsibility is that of the States and the production programme may prosper even without a Central Council, in these matters of trade, prices, marketing and exports which are purely Central subjects, unless the Central organisation discharges its responsibility, nothing can happen in the field. It is in these subjects that the Directorate must have full competence. The Commission has examined various Directorates in the matter of export potential for various commodities and has come to the conclusion that this is certainly one field where the Directorates have very scant information except for the Directorate of Tobacco. The Commission has also been assessing marketing problems in cotton and in jute and cannot escape the conclusion that the Directorates have not yet tuned themselves to the examination of the overall problems of marketing starting from the producer upwards. To some extent, there is a historical base. As already explained, the Commodity Committees were industry-oriented and had not attended to the marketing and pricing problems of the grower. The Directorates are merely a carry-over of the Committee offices and there has been no conscious effort to build in new expertise in the fields where previously attention was not paid. The Commission has to point out the serious gap in the expertise of the Directorates and to advise that the marketing, trade, prices and export wing of the Directorates should be suitably strengthened so that they may perform their duties effectively. Marketing intelligence and surveys are now dealt with, to some extent in the organisations of the Agricultural Marketing Adviser and the Economic and Statistical Adviser and to some extent in the Commodity Directorates. The system is *ad hoc*. It is now desirable to ensure that the Commodity Directorates have the full responsibility for analysis of the marketing, trade and price data of the commodity and it is, therefore, desirable

that any duplication in the offices of the Agricultural Marketing Adviser and the Economic and Statistical Adviser is done away with. The Agricultural Marketing Adviser and the Economic and Statistical Adviser may continue their special work of collection of intelligence and market data and laying down and ensuring standards. The Ministry of Agriculture may, after suitable division of functions between the Agricultural Marketing Adviser and Economic and Statistical Adviser's organisations and the Commodity Directorates with regard to each of the commodities, appoint a Working Group of Experts to assess the load of work and the nature of work that will now have to be handled by the Commodity Directorates in the light of the recommendations made herein by the Commission. The Trade and Marketing Division of the Commodity Directorates should then be suitably strengthened to enable them to discharge the responsibility in a reasonably efficient manner. The Commission would, once again, reiterate that without a sufficient and suitably qualified organisation in the Commodity Directorates the problem of marketing, trade, price and export of the commodities can never be handled satisfactorily either by the Council or by the Ministry.

4.25. In addition to maintaining technical competence in marketing, trade, export and price matters, the Directorate has also got the specific duty of extension in marketing according to Item (viii) of the main functions which reads as follows:

“Assisting in improving the marketing of the commodity concerned through organised cooperative societies and regulated markets.”

This necessitates an active part in the field in dealing with the marketing problems in the commodity. The Marketing wing of the Directorate should, therefore, have the necessary personnel with competence to handle this aspect of their functions. Except in tobacco, the competence does not appear to exist today in the other Directorates. It is necessary, therefore, that the marketing and trade policy wing of the Directorates, should be suitably strengthened to discharge this most important function.

4.26. There is another field in which there appears to be some conflict as to the relative roles of the Central Directorate and the State administration. This is the field of publicity and extension. The responsibility of the Directorate arises from Item (vii) of the main functions which reads as follows:

“Keeping in touch with the research work in the commodity concerned undertaken by the ICAR, Agricultural Universities and other organisations and to maintain liaison between research and development work.”

The Directorate has to keep itself abreast with the latest research situation regarding the commodity it is handling. The forum where

the research situation is analysed from the aspect of production is the Workshop of the Coordinated Research Projects in the crop. The Directorate must have its representatives on these workshops so that it can keep itself abreast with the current situation and the thinking. In addition, it should have liaison with those Universities and Central Institutes where research in the commodity is substantial, and gather the relevant material periodically and bring its research status information uptodate. So far, there is no difference of views between the States and the Directorate. The question arises as to how the Directorate is to keep in touch with the extension and development organisations and maintain the two-way traffic. Some of the Directorates are trying to publicise material direct to the farmers in the field. Such an attempt is bound to be haphazard because the Directorate does not control the extension organisations in the States. It is much better for the Directorate to send the important research results periodically in a suitable form to the State Extension Organisations for dissemination in the field through periodical or occasional publicity material circulated by the State Extension wings in the rural areas, and/or over the radio and television. The State Extension organisations must also be asked to keep the Directorate informed of the problems of the field in the commodity so that the Directorate can take this up quickly, with the Central Institutes and the Universities and the ICAR. The Commission would observe that the Directorate should not attempt to do the detailed publicity in the field but leave it to the State Extension Organisations. On the other hand, in matters relating to trade, export, marketing and prices, the field is completely within the competence of the Centre. The State organisations have neither the expertise nor the responsibility for the dissemination of this knowledge. The Directorates also issue information material which is of relevance to industrial and export interests. It is desirable that this information is also oriented towards the producers who are equally interested in the trade prospects of the commodity. A suitable method of disseminating such material through the Farm Forum on the radio and periodical publications of the Directorate, should be developed.

4.27. There is a Central Directorate for millets, but no Commodity Development Council. There are Directorates for rice and pulses and also Councils. The Commission has already expressed its views in paragraph 4.4 that it is not desirable to have Commodity Councils for commodities which do not have a substantial industrial or export importance. There is a proposal to set up a Council for millets and possibly for other cereals also. The Commission considers that it is not desirable to set up any new Councils for millets or for other cereals. The question then arises, whether there is a need for a Directorate in the commodity that has no Council. A Directorate can handle affairs more expeditiously in the field than a Department can. When a contact is to be kept with various interests like trade or export organisations and marketing organisations and various executive offices, it is much quicker for a Directorate

to act than a Department. On the other hand, if the utility of the organisation is in getting quick orders from the Ministry at the Centre or other Ministries in various matters relating to the commodity so as to facilitate development and trade, a Department is also to handle the affairs more expeditiously than a Directorate. The Directorate is a subordinate office of the Ministry of Agriculture. It has to refer the points for decision to the Department of Agriculture in the relevant Division and where the problem affects other Ministries it has to pose the problem to the Department of Agriculture and it is for the Department to address the other Ministries. This protocol makes it then difficult for the Directorate to get any quick decisions on important problems. On the other hand, the Department can take up the matter at the Secretariat level straightway and process it for orders from the right quarters. In the structure of the Department of Agriculture there is a Crops Division under the Agricultural Commissioner. All problems of production are handled by this Division. This Division has got four Joint Commissioners who deal with the food crops, cotton, commercial crops and projects. The Directorates have to refer all the problems requiring Government orders to this Division where the problems will be again examined. The Commission has already advised that in the commodities in which there is no large industrial or export interest, the States have the organisation for the production and research and there is no need for the Centre to set up a Council to deal with purely State-Central problems. When such problems arise, the Department in the crops Division will be able to handle it much quicker than through a Directorate. Therefore, the Commission recommends that when a commodity does not justify a Council it also does not justify a Directorate. In the interest of expedition, the problems relating to the production of such commodity should be handled in the Crops Division of the Department of Agriculture.

4.28. There is a view that there has to be greater field supervision of the Centrally sponsored projects in cereals and pulses so as to ensure the implementation of the programmes in time according to the agreed design. The Department of Agriculture in the Crops Division maintained certain Regional Extension Units whose main function was to look after some of these programmes. Later on these Regional Extension Units were given up and instead Directorates of Rice, Pulses and Millets were created, each with its separate functions covering the whole of India. In addition, a Joint Commissioner in the Crops Division looks after these programmes. Unless one is clear in one's mind as to the focus of responsibility for the field programmes, there is a likelihood of proliferation of Inspectors interfering with each other and creating confusion in the field. In foodgrains and pulses and for that matter in all agricultural commodities, the States have developed their own expertise, both in research and extension. Agriculture being a State subject in the division of functions in the Constitution, the

emphasis on agriculture in the Five-Year Plans contributes much to the strengthening of the organisations in the State. These organisations are vast and a lot of money is being spent on them. If the Centre wants to take direct responsibility for agricultural production, it must have at least as large an organisation to handle the problem. Can they then do it better than the State organisation? The State authority is intimately connected with land and all matters concerned with land. The entire administrative structure and the division of functions in the Constitution places them in charge of the day-to-day business of the rural population. The Centre cannot obviously take over one part of it, viz., agricultural production and get results without the co-operation of the rest structure. We need not labour on the point; the Centre cannot without taking over the entire State administration in the rural sector, do agricultural production better than the States. Proliferation of Central Directorates, therefore, to strictly supervise the field programmes is a luxury, the country cannot afford. There is no need for Regional Extension Units or as we have already stated, Directorates for the various cereals and pulses.

4.29. Pulses have special production problems and require constant attention. In view of this, the Commission recommends that a strong unit should be created in the Crops Division in the Ministry of Agriculture to look after these problems and liaise with the States. The Unit should take over this work from the existing Directorate. Similarly, a strong unit should also be created in the Crops Division to look after the various aspects of rice production in the country. The Commission would also like to lay down the general principle that whenever important crops, for which there are no Councils, require special attention strong units should be set up in the Ministry of Agriculture to attend to them. The States should also have such arrangements in the State Directorates of Agriculture to deal with important crops in their regions.

4.30. The Directors of the various Commodity Directorates are in different scales of pay. It has been represented that to give them sufficient status in their dealings with the State authorities the Director must be of a uniformly high grade at the Centre. At present, the Directorates are classified according to the importance of the crop and the load of work. From the discussions that the Commission Members had with some of the Directorates, it is clear that the officers of the Directorates get full co-operation from the State authorities in their liaison work. In fact, Departments of Agriculture are only too willing to take the help of the Directorates in pushing forward the schemes of the Directorates in their States. It will not, therefore, be correct to argue that only a high grade officer will receive attention in the State. The controlling factor in the relation is the utility of the scheme and the support the Centre gives to the Director in his work and not the status of the Director. The Director is the accepted head of the Directorate and the State understands that he speaks for the Department. Another argument is that it is

difficult to get a highly competent technical expert to head the Directorate unless the pay scale is sufficiently attractive. This, of course, is a valid argument. Considering the promotion prospects for the technical experts in the commodities these days, a competent technical officer can be found only at about the level of Joint Commissioner.

4.31. If the division of work amongst the various Directorates is not sufficiently balanced and fairly equal, it will be difficult to support the plea that all the Directorates must have a uniform top scale for the Director. From the various items of work which we have identified as the work of the Directorate, we find that the Director will have to be a good coordinator and a good liaison man. If our recommendation to club the Councils of Cashewnut, Coconut, Arecanut and Spices together is accepted, the combined Directorate for these crops and other Directorates will have more or less equal importance excepting perhaps Lac. However, with the specific assignment relating to marketing, trade and prices which we have emphasised in this Report, each Directorate including Lac will be important. Considering this, we feel that in the Directorates as visualised by us the Directors can be given a uniform grade at the level of Joint Commissioner in the scale of Rs. 1600—1800.

4.32. In this Report, we have laid down the specific functions which the Commodity Development Councils and the Commodity Directorates will be expected to perform. We have also indicated that the commodities which do not come under the purview of any Development Council should be handled in the Crops Division of the Department of Agriculture. If the Development Councils and the Directorates are clear in their minds regarding their role in the totality of the development effort, we feel that with proper emphasis and coordination they should be able to fulfil the expectations regarding their performance. If the Crops Division of the Department of Agriculture is suitably strengthened and oriented, it should be able to handle the crops outside the purview of the Development Councils without any difficulty.

SECTION V

ACKNOWLEDGEMENTS

5.1. The Commission takes this opportunity to thank the officers of the State Governments for their valuable suggestions either in reply to Questionnaire or during personal discussions. We also wish to thank, in particular, the Directors of Commodity Development Directorates for responding to our Questionnaire and assisting the Commission with information and their views.

5.2. We also wish to place on record our appreciation of the valuable work done by Shri S. K. Mitra, Joint Director, in the analysis of the problem and preparation of this Report. Shri J. Satyanarayana, Assistant Director, has through hard and conscientious work rendered valuable assistance in analysing the relevant material and drafting of the Report. Shri Pradip Kumar Basu, Technical Assistant, also rendered valuable help.

Sd/-
NATHU RAM MIRDHA
Chairman

Sd/-
B. SIVARAMAN
Vice-Chairman

Members—

Sd/- S. K. MUKHARJEE
Sd/- H. R. ARAKERI
Sd/- P. BHATTACHARYA
Sd/- RANDHIR SINGH
Sd/- T. A. PAI
Sd/- M. V. KRISHNAPPA
Sd/- Z. A. AHMAD
Sd/- M. S. SWAMINATHAN
Sd/- D. P. SINGH
Sd/- B. S. NAG
Sd/- A. M. KHUSRO
Sd/- HARI SINGH
Sd/- N. K. PANIKKAR

Sd/-
J. S. SARMA
Member Secretary

NEW DELHI,
February 27, 1973

QUESTIONNAIRE ON COMMODITY DEVELOPMENT COUNCILS

Consequent upon the reorganisation of the Indian Council of Agricultural Research the various Commodity Committees were abolished and Development Councils in respect of Cotton, Jute, Oilseeds, Sugarcane, Tobacco, Arecanut, Coconut, Cashewnut, Spices and Lac were established. The Development Councils for Horticulture, Rice and Pulses were established subsequently. For Millets, only a Development Directorate has been set up and no Development Council has as yet been organised. There are also separate Directorates for important Development Programmes such as High Yielding varieties Programme, Multiple Cropping Programme and Pilot Projects for Dry Farming set up in the Union Ministry of Agriculture.

The Development Councils are required to review the development programmes formulated by the Centre and the States and their progress, examine problems of production and marketing and recommend measures for accelerating the tempo of development. The Directorates of Commodity/Programme Development provide technical support to the development programmes. The Commission is now examining further organisational requirements for a more effective implementation of the Development Schemes, both Centrally sponsored and State-Sector Schemes, with particular reference to the coordination of efforts between the Centre and the States on the one hand, and between research and development through extension, on the other. This Questionnaire seeks to elicit the view of the State Governments on various aspects relating to the subject.

1. For development and extension in respect of important cash crops and important programmes, the structure followed is Commodity Development Councils and the Directorates of Commodity Development. While the function of the Council is to advise, the Directorate looks after implementation. Do you think this is a satisfactory arrangement? Do you have an alternative suggestion to make for coordination in respect of commodity development and extension?
2. Is there a value in having a Commodity Development Council at the All-India level? Please indicate your views.
3. Each Commodity Development Council looks after one crop. Can such an organisation look after more than one crop? What are your views?
4. There are Directorates to look after individual programmes like multiple cropping but there are no Development Councils for these programmes at the Government of India level. For millets also there is only a Directorate, but no Development Council yet. Do you think that the constitution of such council in respect of important programmes will be of help?
5. A view is held that for important cash crops, separate Development Directorates may be necessary. There is also a view that in the case of development of other crops where the technical requirement is not very high or where the States have the requisite expertise (as in the case of ragi, jowar and bajra) and for several programmes, separate Directorate for each crop may not be necessary but one Directorate may look after several crops or several programmes. What is your view on this?
6. Do you think that a Regional Office of the Union Department of Agriculture dealing with several crops would be preferable to a Central Commodity Development Directorate for each Commodity? What is the validity of this approach?

7. There is a view that there might be advantages in having Development Councils and similar organisation like the Central Directorates at the State level for each crop and programme which are important for the State. This will enable better supervision of the local schemes and quicker decisions on important policy matters. What is the validity of this approach?
8. What are the existing arrangements for coordinating the activities of the State Organisations with the Commodity Development Directorates?
9. What are the present arrangements in your State for overseeing development and extension in respect of crops and programmes? Do you think these arrangements are satisfactory? Do you think any change is necessary in the present system?
10. To what extent are the services of the Commodity Directorates availed of by the State for development and extension?
11. There is a complaint that States are not spending adequate amounts on development schemes in the State sector and depend too much on Central Sector for additional funds for the implementation of such schemes and programmes. Is this criticism valid? What is the position in your State?
12. How are the recommendations of the Commodity Development Council and their Technical Committees followed up in the States? Should a State Council watch their implementation?
13. How should the official and non-official interests in the State be represented on the Central Commodity Development Councils? One way will be for each Commodity Development Council meeting, the State Council may nominate an official and a non-official member and briefs them properly. What are your views?
14. At Technical Committee meetings, the research workers of that State are usually invited. The Universities do not appear to participate in these Committees. Should research workers be involved in the Technical Committees of Central or State Councils? What are your views? If such participation is desirable, how best can this be ensured? How should the Universities be involved?
15. What structure would you recommend for a suitable programme for collection of statistics of progress of Central Schemes and State projects for special crops? What arrangements should be made for evaluation? What should be the agency to do it at the State and Central levels?
16. Although marketing, trade and price policy are included in the terms of reference given to the Commodity Development Councils, very little direct work appears to have been done by them on these aspects. States are also expected to bring these issues before the Councils. Has this been done by the State at the meetings of the Councils? If not, what are the reasons for not bringing such issues before the Councils? What should be done to ensure that these aspects receive greater attention in the working of the Councils?

QUESTIONNAIRE ON THE COMMODITY DEVELOPMENT DIRECTORATES

I. *Organisation*

1. How far is the organisational set-up of the Development Directorate adequate to fulfil its objectives and functions? Would you recommend any change in the set-up so as to make it functionally more effective? On account of distances involved and to have more effective supervision, do you suggest decentralisation of the staff and having officers in important regions?

2. Do you have decentralisation of responsibility and functions in your Directorate?

3. Do you feel that the Directorate should deal with the crops in isolation or should there be a single Directorate for several allied crops? While the Directorate is in charge of the commodity with which it is concerned all over India, would it be possible for it also to act as liaison and keep in touch with all crop programmes in the region with which the Ministry of Agriculture is concerned or in which it is interested?

4. What are the different organisations at the State level with which the Directorate has to keep liaison? How does the status of the Director compare with the respective operational heads of each of these organisations?

II. *Coordination*

5. Do you suggest any modifications in the functions of the Directorate and their scope? How are your functions coordinated with those of other Commodity Development Directorates?

6. At the Centre, the Ministries of Agriculture, Foreign Trade, Department of Economic Affairs etc. have some interest in the various production programmes. What is the nature of coordination attempted by the Directorate for concerted action in persuading the State in implementing the programme? Is there any direct contact between your Directorate and other Ministries of Government of India e.g. Foreign Trade or have you to go through the Ministry of Agriculture?

7. Is there any overlapping of functions, between your Directorate, Council and various other organisations, functioning in the field, like Department of Agriculture in the Ministry, Directorate of Economics & Statistics in the Ministry of Agriculture, Planning Commission, Commodity Corporations, Export Promotion Councils, Directorate of Marketing & Inspection and I.C.A.R. etc. ? Do you suggest any system for coordinating the work of various organisations?

8. Apart from Development Council, on how many other Committees is the Director represented? How often has he to attend to these duties?

9. Does your Directorate submit periodical reports to the Ministry of Agriculture? How often personal discussions are held with officers of the Ministry to highlight the problems of implementation of development programmes? Do you think the system of communication is satisfactory?

10. What is the role of the Directorate in our export efforts? What is the coordination between the Export Promotion Councils and the Commodity Development Council?

11. Do you feel the separation of research and development functions of the former Commodity Committees has affected the research work on your commodity? If so, do you feel that representation of the Project Coordinator I.C.A.R., on the Commodity Development Council helps the situation?

12. Is the Directorate represented on the Working Groups/Sub-Groups at the time of plan discussions? If so, is the Directorate's involvement in plans, meetings considered satisfactory? If not, are there specific instances where schemes which the Directorate considered useful could not be cleared for lack of representation at the appropriate level?

13. What are the specific fields in which the Directorate has particularly helped in the planning and coordination of these crop development programmes in the States?

14. In the light of the Directorate's role with regard to (13) above, please indicate specifically the nature of assistance sought and obtained from the Directorate in the matter of formulating plan schemes included in the State and Central sector. Please list out such schemes and also indicate how many of these were formulated on the Directorate's initiative since 1966.

15. At what stages do you generally experience delays in the initiation of a scheme?

- (i) Formulation of schemes.
- (ii) Scrutiny in the Department of Agriculture.
- (iii) Reference to Planning Commission.
- (iv) Approval of Finance Ministry.
- (v) Administrative sanction.
- (vi) Implementation of the scheme by the States.

III. Supervision and Evaluation

16. Do you feel that the Directorate is adequately staffed to supervise the State/Centrally sponsored programmes on an All-India basis? If not, is it adequate enough at least for Centrally sponsored programmes? In such a situation, how are State sector schemes supervised?

17. Are detailed studies undertaken by the Directorate on various aspects of crop development relating to planning, consumption, demand, marketing and trade including price policy? Please list the studies made since 1966 briefly describing the scope and objectives of each of them.

18. In addition to the progress reporting and analysis done for the consideration of the Council, is there any attempt by the Directorate to evaluate the implementation of development programmes on the field?

IV. Technical Guidance and Training

19. What is the nature and extent of technical guidance given to the State/Centre, by the Directorate in the fields of production, marketing, trade including price policy?

20. Does the Directorate undertake any extension activities such as (a) publicity, (b) training of farmers, (c) conducting crop competitions, (d) exchange of farmers etc.? If yes, how are these financed? Should these activities be undertaken by the Directorate or be left to the Extension Directorate at the Centre/States?

V. Relationship with the Development Council and follow-up of its recommendations

21. What is the responsibility of the Directorate towards the Development Council? How far is it answerable to the latter in the matter of implementing its recommendations?

22. What is the nature of guidance given by the Council to the Directorate ?

23. Do you feel that the Director can devote adequate attention to follow-up work of the Council's recommendations over and above his administrative and developmental functions as head of the Directorate?

24. In addition to communicating the recommendations/observations of the Council to the concerned authorities, indicate what other follow-up action is taken by the Directorate with the concerned agencies to implement the recommendations of the Councils?

25. How quickly are the Development Council's recommendations implemented? For example, the Council has made a number of recommendations during its various meetings. A number of recommendations have been acted upon. Action on quite a few other recommendations is pending either with the States or the Centre. Can you please indicate the approximate time taken to implement the recommendations made during 1969—71?

VI. General

26. Briefly indicate the problems facing the development of the commodity under your jurisdiction?

27. Please give a factual account and your assessment of the contribution of your Directorate in the implementation of the Crop Development Programmes.

28. Have you any general remarks for improving the effectiveness of the Development Council?