CHAPTER 9

THE EPILOGUE
The present investigation was undertaken with the object of exploring some of the significant dimensions of the 'Organization and Working of the Directorate of Agriculture, Punjab.' The study aimed at bringing out, among other things, the role of administrative factors in the intricate gamut of agricultural development in the state. We have attempted to examine the role of the Directorate of Agriculture in the administration of various agricultural inputs in boosting the economy of the state, the steps taken by it for promoting the development of agriculture and the extent to which its efforts have fructified in achieving the pre-determined goals and targets laid down in the various development plans. The major portion of the investigation was concerned with the analysis of the organizational set up of the Directorate of Agriculture, Punjab, its personnel policies, adequacy and efficacy of the co-ordination and decentralization and their impact on the agricultural output in the state. An attempt has also been made to make an indepth critical appraisal of the functioning of the Directorate and its field agencies with a view to ascertain their contributions in the agricultural development of the State. We have also examined in fair detail the prevailing mechanism and procedure of the agricultural planning process in the state. Our enquiry has also dealt with the competence of the various administrative agencies.
which formulate and implement agricultural development plans in the state. Finally, we have examined the efficiency and effectiveness of the methods and techniques devised and the suitability of the machinery employed for the purpose of evaluating the plan performance. This chapter intends to present a brief resume of the major findings and conclusions of the investigation. An endeavour has also been made to highlight the policy implications of our findings and conclusions.

The State Economy

The state of Punjab has made tremendous economic progress and has recorded the highest rate of growth in agricultural output. It enjoys the distinction of being the foremost state in the country in respect of per capita income which at present is Rs. 1,573 as compared to Rs. 712 of the country as a whole at constant prices (1970-71), with agricultural output of foodgrains production of 161.27 lakh tonnes in 1984-85. It is the sixth most densely populated state in India though it occupies 1.5 per cent of its geographical area. As per 1981 census, its density of population is 333 per square kilometre compared to 221 of the country as a whole; with literacy rate of 48.86 per cent as against 36.23 per cent of the country. The state is predominantly rural in character with 76.9 per cent rural population as compared to 82.32 per cent for the country.
The evidence in the present study suggests that agriculture is the most crucial sector in the economy of the state, with seventy per cent of the population engaged in agricultural pursuits—having 16.65 lakh cultivators and approximately 8 lakh agricultural labourers. Nearly 83.5 per cent of the total geographical area of the state is under cultivation as compared to the national average of 42 per cent. The contribution of wheat and rice to the central pool during 1984-85 alone was 50.1 lakh tonnes and 48.61 lakhs tonnes respectively, which in terms of percentage comes to 62.3 per cent and 42.2 per cent for the corresponding cereals.

**Agricultural Infrastructure**

The government has undertaken a huge investment in the creation of social and economic infrastructure for the development of agriculture. Likewise, it has established a machinery for the provision of modern inputs and for dissemination of scientific knowledge in areas like agronomy, soil science, plant pathology, entomology, dairying, poultry, farm management, horticulture, etc., to the agriculturists. There is no gainsaying the fact that this along with parallel developments in areas like multiple cropping, extension of irrigation facilities, consolidation of holdings, rural electrification with greater use of electricity for agricultural purposes and rural link roads, has generated a potential for agricultural development and ushered in 'Green Revolution' in the state. Extensive infrastructure for
development in terms of minor irrigation, power supply, agricultural research, farm technology coupled with the adoption of improved agricultural practices, effective use of agricultural inputs like fertilizers, improved seeds and agricultural implements, pesticides, insecticides, and weedicides has played a significant role in giving impetus and momentum to agricultural development and production in the state.

Agricultural Growth

An overall assessment of the economy as reflected by the State Domestic Product (State Income) shows some progress and growth. The Gross State Domestic Product (GSDP) at 1970-71 prices rose from Rs. 2786 crores in 1982-83 to Rs. 2882 crores (quick) in 1983-84 and is tentatively estimated at Rs. 3043 crores in 1984-85. During the first four years of the Sixth Plan, the average annual increase in the Gross State Domestic Product has been about 5.4 per cent. During the same period, agriculture and industries sectors are expected to record annual growth rates of 4.0 and 8.2 per cent respectively. The per capita income (at 1970-71 prices) has increased from Rs. 1508 in 1982-83 to Rs. 1524 in 1983-84. These are, however, quick estimates based on trends and partial data. The per capita income is expected to rise to Rs. 1573 in 1984-85.
Despite the disturbed conditions in the state for more than two years, Punjab's economy appears to have maintained its edge over the national economy in terms of growth during the Sixth Plan period. While the country's economy is expected to record an annual compound growth rate (Gross) of 5.2 per cent, the state gross domestic product would increase by 5.4 per cent annually. However, this rate of growth, which is tentatively estimated, overshadows the adverse effect of the disturbed conditions of the economy. The real effect will be known when actual figures of industrial production and other economic activities come in and are processed. During the last decade, the economy recorded the highest growth in 1981-82 with an increase of 8.9 per cent over the previous year. Again in 1982-83 the increase over 1981-82 was 5.2 per cent. In 1983-84 the adverse effect is visible in the considerably low growth of mere 3.4 per cent over 1982-83. This low level is accounted for by minus 1.1 per cent growth recorded by agriculture (proper) over the previous year. This has been on account of the sharp decline in the production of cotton from 12.18 lakh bales in 1982-83 to 7.07 lakh bales in 1983-84 and a slight fall in the production of oil seeds. Annual growth of industries in 1982-83 is estimated at 6.6 per cent as compared to 11.2 per cent in 1981-82. When actual figures of industrial production are received the growth in 1983-84 may be lower than the estimated figure of 7.6 per cent.
Some of the production data collected under the Annual Survey of Industries show that a number of important industries recorded lower production in 1983-84 as compared to the previous year. The net value added in respect of the units for which information is available shows no increase.

Agriculture, the largest sector in the economic activity of the State, contributes 60 per cent of the State's Gross National Product (GNP) compared to 45 per cent at the all India level. Income generated in the agricultural sector has increased sharply because the output of the major cereal crops has increased at a sufficiently high rate, the solitary exception being the pulses the growth of which has either stagnated or decelerated over the period. Agricultural production mainly consists of foodgrains (with paddy and wheat in the forefront) sugarcane and cotton. In the base year of the Sixth Plan i.e., 1979-80, total foodgrains production was 119.06 lakh tonnes. Severe damage to wheat and paddy crops in 1980-81 stalled the anticipated production at a level insignificantly higher than the last year's. However, the year 1981-82 saw the much needed spurt. Foodgrains production rose to 133.18 lakh tonnes. And this trend was maintained in 1983-84 with 147.78 lakh tonnes. The expected foodgrains production in 1984-85 is placed at 161.27 lakh tonnes.

Wheat and paddy dominate the composition of agriculture produce in the State. Production of pulses and oil-
seeds has been erratic and at a low level. Among the
commercial crops, cotton and sugarcane dominate. Though
the production of these crops also has been erratic, yet
their contribution in value terms is substantial. However,
one disturbing phenomenon which has been noticed recently
is the shift in area from cotton to paddy. The area under
cotton declined from 724 thousand hectares in 1982-83 to
650 thousand hectares in 1983-84, whereas the area under
paddy increased to 1482 thousand hectares in 1983-84 from
1322 thousand hectares in 1982-83. This may well be the
result of unrewarding prices of cotton and lack of
attention to the diseases affecting its productivity, as also
to the reported waterlogging in some areas in Faridkot and
Ferozepur districts. If this observation changes into a
trend over a span of time, it may reduce the significance of
cotton as an important commercial crop of the state. Among
other factors, the administrative deficiencies particularly
those prevailing in the process of formulation and implemen-
tation of development plans, have also contributed to their
tardy growth in the state.

Our analysis shows that the practical gains in the
sphere of agricultural development in the State are limited
by a number of inadequacies in the organizational structure,
administrative procedures, manpower planning, administration
of agricultural inputs and the machinery for formulation and
evaluation of agricultural development plans. We have endeavoured to bring together the most glaring and significant deficiencies in the functioning of the Directorate of Agriculture, Punjab along with the proposed remedial measures in the succeeding paragraphs.

**Small and Marginal Farmers**

We have observed that the economic factors are pushing the small and marginal farmers out of agriculture by forcing them to dispose of their land to the richer and more influential landlords. There are clear indications of economic progress generated by the all pervasive and sweeping technological transformation, but it appears, its benefits are being reaped by the rich landlords. The small cultivator still remains a poor, helpless, harassed and pathetic figure. Sophisticated and complex farm technology is also out of his reach. The situation calls for major emphasis on the efficient management and administration of agricultural inputs which have so far been evaded by the policy-makers, planners and administrators.

**Organizational Weaknesses**

(a) **Secretariat level**

Agricultural Development is a co-operative venture and cannot function in isolation. Many developmental agencies and different departments dealing with the related subjects have a natural bearing on one another and they need
to be integrated even at the Secretariat level. At the moment, at this level, integration with the allied government departments is woefully lacking, resulting in ineffective co-ordination, duplication and bungling of the administration of various developmental inputs. The need for setting up of Agricultural Co-ordination Council with its members drawn from allied sectors at the Secretariat level cannot be underestimated. Such a Council can meet frequently at its convenience and sort out the common problems hindering the smooth functioning of the agricultural related departments and agencies through mutual discussion and negotiations. We have elaborated this point in greater details at a later stage.

Agricultural Secretariat is also to function like a staff agency, mainly concerned with the policy formulation, co-ordination, budgetary control and for overseeing the smooth and efficient running of the administrative machinery at the lower levels. It is to play the role of a leader, promoter and co-ordinator. Instead of concentrating its attention on its legitimate role and activities, it has, of late, started interfering in the day-to-day working of the Directorate of Agriculture, its field offices and other subordinate agencies concerned with the operation of agricultural inputs. This can prove suicidal since this inhibits and cripples the initiative of all those concerned with the execution and implementation of agricultural development plans and administration of agricultural inputs, at the lower levels, resulting
in the dilution of their responsibilities. This tendency needs to be checked. There is a strong need for devolution of authority to the Directorate of Agriculture to ensure quick disposal of work; clear-cut demarcation between the responsibilities of the Secretariat and the Directorate also needs to be evolved.

The Agricultural Secretariat also needs to be manned by a suitable permutative combination of competent and capable generalists and technocrats, adequately trained and well versed in agricultural administration and management. This will ensure efficient, equitable and smooth manning of agricultural services.

(b) **Directorate Level**

The Directorate of Agriculture, Punjab, has grown in magnitude and complexity over the years, but its structure continues to remain inelastic, unaltered and unresponsive to the ever growing needs of agricultural development and modernization. It has a crucial role to play in management, administration, formulation, execution, implementation, supervision, co-ordination and control of the various agricultural programmes. The study has revealed that there is less co-ordination and co-operation between the Directorate and the institutional organizations, such as Agro-Industries Corporation, Punjab Co-operative Supply and Marketing Federation (MARKFED), Warehousing Corporation, Dairy Development
Corporation, Minor Irrigation Tubewell Corporation and above all the Punjab Agricultural University. This is indeed a sad commentary on the working of the Directorate. The deficiency needs to be rectified by instituting a separate cell comprising the Chief Executives of these agencies for taking prompt and co-ordinated decisions on the spot.

Director Agriculture, Punjab is overburdened with routine establishment matters like recruitment, appointments, transfers and the like, leaving little time with him for planning, co-ordination, supervision, decision-making and extension work. The need of the hour is that he should be unburdened of his routine duties and involved more in planning by conferring the status of Additional/Joint Secretary on him.

(c) **Field Level**

One of the major difficulties in the agricultural administration at the District level is the unnecessary supervision of activities and functions by the Deputy Commissioner. Since the Deputy Commissioner is overburdened with varied tasks and responsibilities, he is unable to devote adequate and uninterrupted attention to agricultural development. He either abstains from the meetings frequently or leaves the meetings in between. Further, because of his preoccupations, the periodicity of the meetings is not frequent and there are no arrangements for quick follow-up action on the decisions taken by these committees. Deputy Commissioners, therefore, need to be relieved of this burden. The Chief Agricultural
Officer who is the overall incharge of the District Level Agricultural Organisation should play the role of the co-ordinator, promoter and planner of agricultural programmes. He should be a senior technical incumbent with rich, varied and wide experience coupled with rigorous training in agricultural management so as to function as an undisputed leader in securing co-ordination between the various related agricultural departments at the district level. The District Agricultural Co-ordination Council headed by the Chief Agricultural Officer and supported by the Planning, Co-ordination and Evaluation Cell as an adjunct of his office be set up in every district for securing the necessary co-ordination in different areas from different district level agricultural related departments/agencies. The cell may comprise economic unit, statistical unit, technical unit (consisting of a group of specialists), planning and evaluation unit and the administrative co-ordination unit for follow up action. A similar kind of machinery may be constituted at the block level which may be headed by the Block Agricultural Development Officer.

At present, there is no separate organization for agricultural development at the cluster/focal point level (5-6 villages with a population of 8,000). There is a need for providing agricultural services to the cultivators at their door step. So, in tune with the cardinal principle of public administration, namely, 'the Single Line of Command', the Village Growth
Centres, headed by Agricultural Extension Officers and assisted by Agricultural Inspectors/Sub-Inspectors need to be set up at the focal point level. The agricultural functionaries at this level may be sufficiently trained, highly competent, and well versed in extension work so that they may, with the help of Village Level Workers and other extension functionaries, educate, train and guide the farmers. There is need of even Subject-Matter-Specialists at this level as per need of the area.

**Inadequate Delegation of Powers to the Lower Levels**

According to our analysis, agricultural administration in the state is somewhat congested at the higher rungs of hierarchy whereas it is relatively weak and lacking in competence at levels nearer to the farmer. This leads to centralization of decision-making process at the top with concomitant delay in taking action in the field. Such a system cripples the initiative at the lower levels. Our evidence demonstrates that the operating officials have not been armed with adequate financial and administrative powers. This inhibits them from taking timely action owing to the delaying procedures of getting sanctions from higher authorities. Such delays may cause much harm to the development of agriculture where timeliness assumes more importance because of the seasonal nature of agricultural operations. We feel, there should be maximum delegation of administrative and financial powers
to the field officials for securing timely and efficient implementation of agricultural programmes towards the realization of stipulated targets without frequent references to the higher authorities.

Lack of Competence at the Lower Levels

Our analysis further demonstrates that agricultural administration at the lower levels is not only inadequate in number but it lacks in competence also. We observe that the primary functionaries at the Village, Block and District levels are not adequately qualified. Scientific agriculture on the other hand requires more technically qualified persons at lower levels because of the need of their closer contacts with the farmers. Village is the most crucial point where the farmers come into direct contact with the agricultural administration, but the competence of the Village Level Worker as an extension agent in an environment of fast improving scientific technique is in doubt. He is a multipurpose functionary who has to perform developmental functions in various fields. Because of the lack of expertise in the sphere of agriculture, the Village Level Worker may not be able to help the process of transferring modern farming technology to agriculturalists. The Village Level Worker should possess the necessary background and training in the field of agriculture. More capable and competent persons may be appointed as Extension Officers, Block Development Agricultural Officers and Chief Agricultural Officers. They should be supported by
an adequate number of Subject-Matter-Specialists on the pattern prevailing in I.A.D.P. districts. The distinction between I.A.D.P. and Non-I.A.D.P. districts with regard to appointment of Subject-Matter-Specialists should be abolished. The service conditions of these functionaries need to be considerably improved so as to attract the well qualified persons to these posts. They should be ensured of time bound promotions so that they may not feel the pinch of stagnation. There should also be frequent transfers of higher technical experts between the headquarters and the field so that the decision makers are well conversant with the problems at the operational level. This will incidentally help in overcoming the existing lack of realism in the process of agricultural planning.

Lack of Well Defined Functions and Diffused Line of Control

Our enquiry into the prevailing pattern of agricultural administration in the State brings out that the implementing agencies at the various levels are characterised by lack of well-defined functions and jurisdiction which create serious difficulties in the process of day-to-day administration and ambiguities in exercising control. In order to promote confidence and efficiency among the functionaries at various levels of agricultural administration, it is essential to define their functions and their respective jurisdictions as clearly as possible, so that the areas of
inadequacies are unambiguously located and timely corrective measures are adopted for the realisation of the targeted goals. We also discover that agricultural administration suffers from a sort of a split personality. This can be attributed to the diffused line of control at the various levels. This, coupled with the lack of well defined jurisdiction of officials at different operational levels, renders it difficult to locate responsibility when things go wrong. It can be remedied by setting up 'Single Line of Command' in agricultural administration from the state headquarters to the village level.

**Burden of Commercial Functions**

Our examination brings out that functions of commercial nature pertaining to the procurement and supply of inputs like seed, plant equipment, fertilizers, and implements are being performed by the Directorate of Agriculture. These functions tend to take away much of the time of extension agencies with the result that they are not able to concentrate their efforts on development of extension work. It is desirable that the supply functions are transferred either to Co-operatives or to Panchayati Raj institutions so that the extension agencies devote their time and energies exclusively for the development and extension work. In order to meet the credit and other input requirements of the Small and Marginal cultivators, establishment of separate co-operatives for them alone, is the dire need of the hour. It will not allow the
richer and more influential sections of the farming community to monopolise the various agricultural inputs.

Non-involvement of Beneficiaries

Successful implementation of agricultural programmes depends upon the willing co-operation and the collective support of the farmers who are the major beneficiaries of the agricultural development programmes. Our study reveals that the cultivators in the State have not been properly organised. As a consequence the agricultural schemes remain, by and large, deprived of the considered views and collective support of the farmers. There is hardly any Farmers' Organization or Peasants' Movement in the State which may reflect their needs and views. The state branch of Bharat Krishak Samaj has become almost extinct. Only Bharat Kisan Union (BKU) which led the agitation some time back, highlighting the farmers' demands is no more active due to disturbed conditions in the State. An urgent effort is, therefore, required to organize the farmers professionally in order to generate the more intimate process of consultation with them and win their support for the successful implementation of the programmes.

All India Agricultural Service

Our enquiry shows that a strong agricultural administration in the state can be developed if an All India Agricultural Service is constituted in which the technical officers of the states as well as of the centre at the level of Class I
and above are encadred. The All India Service will not only carry with it, prestige and status but will also improve the promotion prospects and conditions of service of the incumbents. It will give the necessary confidence to the personnel of the service, so essential for discharging the responsibility which the technical officers will be required to undertake in future. There is a climate of mistrust and dissatisfaction between the generalist administrator and the technical personnel because of their varying career prospects. Once the technical officers belong to an All India Cadre, their relationship with the administrative cadres will improve.

**Interchange of Directorate and University Personnel**

Our study has suggested the interchangeability of the technical staff of the Directorate of Agriculture, Punjab and the Faculty of the Punjab Agricultural University. The Agricultural University which comes the co-ordinated guidance of the Indian Council of Agricultural Research has uniform pay scales which are generally at a fairly high level. The pay-scales of the technical officers of the Directorate have no similarity with these pay scales, with the result that interchange between the personnel of the Directorate and the University may not be feasible in practice. However, a specific number of posts in the Directorate and the University may be earmarked for exchange on deputation for a specific tenure. This will lead to the synthesis of research, training, education, extension and agricultural administration.
Promotion Prospects

We observe that there are practically no channels of promotion, particularly for the employees belonging to class III and IV cadres. These categories virtually go on stagnating for years together. Promotional avenues for class I and Class II officers are also equally inadequate, though they are better placed and are in an enviable and comfortable position as compared to the aforesaid categories. Lack of adequate promotion opportunities in the cadres breeds discontent, frustration, diminution of incentives and general impairment of the morale of the whole group of the employees. This can also lead to a fall in standards of efficiency and cause indiscipline in the Directorate of Agriculture. It is, therefore, desirable that time bound promotions in different cadres of the Directorate of Agriculture be ensured with regard to its senior technical officers; introduction of Merit Promotion Scheme on the lines proposed by the University Grants Commission may be considered.

In-service Education

Our study has shown that the Directorate of Agriculture has devoted little attention to the in-service education of the agricultural personnel after their recruitment. There can be no significant advance in the functional efficiency of these services unless they keep themselves abreast with the latest technological transformation in agricul-
tural administration. In-service training can be very effective in improving the competence and the skills of the various agricultural services. Training, Recruitment and In-service Education Programmes for the technical and non-technical personnel working in the Directorate of Agriculture, therefore, need the immediate attention of the State Government. Directorate of Agriculture in collaboration with Punjab Agricultural University and Punjab Institute of Public Administration may organise training programmes for its personnel, which will, we are sure, improve the skill and calibre of these services considerably. The courses of these training programmes should be structured in such a way as may lay emphasis on administrative techniques, decision-making, planning and co-ordination. Apart from inculcating team spirit and introducing inter-disciplinary approach, these training programmes should also give due importance to the love for rural life and rural atmosphere so that the trainees develop a natural aptitude for agricultural development work.

Inadequate Machinery for Agricultural Planning

A major lacuna in the process of formulation of agricultural plans that we have discerned, is the want of adequate machinery and expertise at various levels of administration in the Directorate of Agriculture. The existing machinery for planning in general and that for agricultural planning in particular, is neither properly organised nor is
manned by adequately trained, competent, capable and expert staff. Planning, for a pretty long time, has been regarded as a peripheral activity in the State with the result that the Planning Cell in the Directorate of Agriculture, Punjab and the Working Groups on Agriculture and Allied Sectors in the State Planning Board have not acquired the requisite expertise and they have been working in a rather unsystematic manner. The Planning Cell of the Directorate is skeleton-like in its composition and is insufficiently staffed. It is, therefore, not in a position to prepare the agricultural plans in a competent manner. There are no satisfactory arrangements in the Directorate to co-ordinate, monitor, review, evaluate and make a critical appraisal of the plan performance. The planning machinery in the Directorate of Agriculture needs to be strengthened suitably with adequate and competent staff so as to lead to the formulation of more realistic plans and their effective implementation. Its personnel should have the required calibre, necessary background and adequate training to be able to formulate, scrutinise and review the departmental plans in a more systematic and effective manner. Its functioning may so rationalised as to make planning a continuous and comprehensive process, responsive to the actual needs of the farmers. Successful implementation of plans also requires that the planning machinery in the Directorate should guide and coordinate the field level planning units with a view to
provide expert advice and wider perspective in their planning. Planning, to be successful, must be made to enter the very warp and woof of the departmental activities. In this connection, we have already suggested the setting up of Planning, Co-ordination and Evaluation Cells at the Directorate, District and Block level agricultural organisations.

Working Groups

The meetings of the Working groups on Agricultural and Allied Sectors lay down the broad guidelines or to suggest modifications in agricultural plans are more in the nature of administrative rituality. The exercises undertaken by it need to be made more meaningful and fruitful. The mechanism of the Working Groups needs to be suitably activated so as to help in the preparation of long term perspective plan and strategy of agricultural development. The agricultural experts of the Punjab Agricultural University should be co-opted on these groups so that their expertise in agricultural planning is fully utilised. The agricultural experts in the other two universities of the state may also be associated with the preparation of agricultural plans both at the State and the Block levels.

Absence of Planning from Below

Our examination of the planning process reveals that in spite of the vociferous claims for grass-root planning, the
planning process continues to be heavily centralised at the headquarters. Agricultural plans are prepared primarily at the State level and these are then disaggregated at the District and the lower levels. The idea of farm planning from below has largely remained on paper. A possible reason for this trend may be traced in the total lack of competent and expert staff at the District and lower levels where agricultural planning assumes greater significance. We feel that a beginning should be made towards decentralization of the planning process by constituting expert Planning, Co-ordination and Evaluation Cells at the District levels which may not only formulate Integrated District Agricultural Developmental Plans but also undertake periodical appraisal of the implementation of the plan programmes. These cells should guide the Block Level Planning, Co-ordination and Evaluation Cells and the other lower level agencies in planning work and also build the necessary correctives in the State from time to time. We believe that such a system can lead to the emergence of integrated district planning based on local requirements.

Methodology Problems in Agricultural Planning

Our evidence has brought to surface the methodology problems that run through the entire process of agricultural planning. They may be ascribed to: lack of adequate and competent machinery for agricultural planning at the lower
levels; tendency of the departmental heads to overstate the initial outlays and targets of schemes; excessive and meticulous system of financial control empowering the Finance Department to impose severe cuts on the plan proposals prepared by the Departmental Heads; lack of perspective planning and the absence of sound statistical base. Executive heads generally inflate their initial requirements for funds and staff in the plans as well as in the budget estimates. The tendency is unfortunately, partly natural and partly due to the fear of heavy cuts from the Finance Department. Whatever be the reasons, the preparation of inflated plans and budgets largely defects the very purpose of planning. This tendency can be avoided by the pre-budget scrutiny of the estimates.

The disparity between the physical targets and the achievements is another problem in agricultural planning, which makes us believe that either the targets are not worked out scientifically or the implementation of the schemes has gone astray somewhere. It is, therefore, suggested that the plan and budget estimates be prepared scientifically after proper assessment of requirements, potential of different regions and the availability of resources. In fact, the preparation of realistic agricultural plans requires an assessment of physical potentialities of production as well as the resources that may be made available for the purpose of planning. All this, in turn, points to the need of strengthening the statistical base for agricultural plans which, at present, happens to be far from satisfactory.
Perspective Planning and Long-term Budgeting

Planning, to be successful, needs a long range perspective. Long term perspective plan helps in bringing about a balanced development over a long period of time. Our analysis, however, shows that no satisfactory attempt has been made by the Directorate of Agriculture, Punjab to prepare a long term perspective plan for agricultural development which may provide the cultivators with a long range vision of the future and motivate them towards concrete action.

Our investigation suggests the synchronization of Planning and Budgeting time schedules for effective implementation of agricultural plans. In order to dovetail the budget with the annual plans, it is desirable to co-ordinate their formulation and approval procedures and time schedules. This helps immensely in the preparation of performance budgets oriented to the realization of goals and targets that have been laid down in the agricultural plan. For a long range perspective plan, the annual budget ought to be supplemented by long range budget projections, in terms of revenue to be raised and expenditure to be incurred on different activities.

Extension Services - A Case Study

Agricultural extension services improve the efficiency of the human capital in an effort to increase the rate of agricultural production rapidly. The agricultural extension services seek to impart the necessary skills to the cultivators for
undertaking improved agricultural operations, to make available to them timely information on improved practices in an easily understandable form suited to their level of literacy and awareness, to upgrade their functionality and to create in them a favourable attitude for innovation and change. As agricultural technology is continuously advancing, the training and education of the farmers has to be a sustained process so that they are able to keep pace with the rapidly changing agricultural techniques. In view of the complex nature of problems to be handled by the agricultural extension services, immediate steps should be taken to develop a highly competent extension organization to enable them to serve their clients in a better way. Our study has suggested the location and posting of Agricultural Extension Officers supported by Agricultural Sub-Inspectors at the focal points (4 to 6 villages or a population of 8,000) and at the Block levels. The District Training Officers supported by Subject-Matter-Specialists in different areas have been proposed to be posted in all the Development Blocks instead of locating them at District headquarters.

Co-ordination in Agricultural Administration

Under the present set up at the District level, there is no single organization co-ordinating the work of different district level offices related with agriculture, which are working independently and in isolation. Multiple offices
for different fields of crop development, land improvement, soil conservation and a host of other agriculture related programmes with coterminus jurisdiction make the task of co-ordination at the field level rather onerous. Duplication of work has also been observed between the staff appointed under different schemes under the Directorate of Agriculture. There could also be similar types of schemes run concurrently by different departments resulting in overlapping and duplication of work. We have suggested in our study the establishment of State Agricultural Co-ordination Council at the State level, District Agricultural Co-ordination Council at the District Level and Block Agricultural Co-ordination Council at the Block Level under the chairmanship of Development Commissioner, Chief Agricultural Officer and Block Development and Agricultural Officers respectively. Nominees of the various agricultural related departments and agencies could be suitably represented on these councils. These councils may be advisory in nature and follow up action on their decisions will be the responsibility of the respective Chairmen and Planning, Co-ordination and Evaluation Cells, proposed to be set up at these levels. These councils could be supported by consultative groups in different areas of development. Leadership and direction of the Development Commissioner, Chief Agricultural Officers and Block Development Agricultural Officers in their councils will be an important factor in ensuring that the decisions of the councils are not treated in a routine manner. However, in order to facilitate matters, the Chief Agricultural Officers
and Block Development Agricultural Officers could be associated with the management of non-official bodies and autonomous agencies operating in the field of agriculture in their respective jurisdictions. We hope that with these changes in the organizational set-up and co-ordinating arrangements, multiplicity of co-ordinating bodies will be avoided.

To sum up, our analysis reveals that agriculture constitutes the hub without which the wheels of progress stop moving. The state has been successful in creating a potential for agricultural development which did not exist prior to 1960. The state can justly claim to be the 'bread basket' of the country. The Directorate of Agriculture has played a significant role in creating the infrastructure for agricultural development. However, administrative inadequacies and deficiencies do exist in the Directorate in its organizational structure, administration of agricultural inputs, manpower planning and recruitment policies, inter and intra co-ordination with other related agencies, and last but not the least in the process of formulation, implementation, monitoring and evaluation of agricultural development plans. These constraints tend to undermine the success on agricultural front. The organization, procedure and role of the Directorate of Agriculture, therefore, call for reorientation and improvement at different levels so as to enable it to meet the demands
and challenges of modern scientific agriculture. We have ventured to put forward a few suggestions for improving the functioning of the Directorate of Agriculture in the State. We feel that the implementation of these suggestions will go a long way in improving its working and enabling it to become a more efficient instrument of agricultural management including planning, development and administration. This would ultimately boost agricultural production in the state. Under these circumstances, we did not deem it essential to go into the details and justification or otherwise of the demand raised by certain quarters for the establishment of Agricultural Development Board in lieu of the Directorate of Agriculture. Probably, a separate study may undertake this assignment.