CHAPTER 1

INTRODUCTION, SCOPE AND METHODOLOGY
Agriculture is one of the most important sectors of Indian economy. It provides not only food and raw material, but also livelihood to 60 per cent of the total working force.\(^1\) It contributes a major share to the national income to the tune of 40 per cent, and over 30 per cent of our earnings in foreign exchange.\(^2\) In fact, there is a close relationship and interdependence between agriculture and industry as well as other sectors of the economy. As such overall growth rate of economy depends upon the development of agriculture. A rapid rate of agricultural development is, therefore, a pre-requisite for generating and sustaining the momentum of development in the country's economy.\(^3\) Thus, in most of the developing

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\(^2\) Idem.

countries like India, agriculture occupies a place of topmost priority. Consequently, development planning in our country has been accorded a pivotal role in maintaining a high rate of growth in agricultural production. The efforts of our planners have fructified not only in taking agriculture out of the rut of stagnation of the pre-independence period but have also helped in achieving self sufficiency in foodgrains and make agriculture a commercialised industry.¹

The agricultural development programmes like Intensive Agricultural District Programme, Drought Prone Area Programme, Command Area Development Programme, Integrated Rural Development Programme coupled with High Yielding Varieties Programme and Multiple Cropping System have helped in increasing production and seeking self sufficiency in foodgrains.

The New Strategy of Agricultural Development articulated in the Fourth Five Year Plan, marked a bold step beyond earlier production policies. A new policy of combining high-yielding varieties of seeds with a "package" of complementary inputs in selected but widely distributed water-assured areas was proposed. The availability of high-yielding varieties was the critical new element. The

decision to concentrate inputs on the highest productivity areas represented a strengthening of the fundamental policy change which had been initiated under the Intensive Area District Programme.

The new agricultural policy tends to consolidate earlier steps and has made efforts in new areas like coordinated supply of inputs, evaluation of regulated markets, fixation of minimum support prices coupled with the provision of education and extension services at the door of the farmers through decentralised system of extension services to handle increased output. These areas ensure greater potentialities for agricultural output and modernisation. The success of all the modern programmes in agricultural development depends both on the ability of the agricultural scientists from the allied disciplines and the able administrators. The successful implementation of agricultural development programmes is an uphill task and calls for tremendous organisational efforts involving innovative administrative skills and capacity.²

Agricultural Administration has to shoulder huge responsibilities like extension services to farmers.³

¹Ibid., p. 314.
improving the institutional structure to accommodate modern scientific agriculture and to ensure the provision of inputs like irrigation, fertilizers, new varieties of seeds, loans, subsidies, marketing, processing and research. These allied activities are expanding both in complexity and magnitude. This requires parallel administrative skills to harness the benefits of agricultural development and modernisation and to accelerate the process of Green Revolution, already started.

Agricultural Administration has to assist, influence and induce these allied agencies so that all the agencies move in a concerted manner in pursuit of the targets that have been laid down in the agricultural plans of the State Government. The success of administration is determined by the degree to which it can motivate the farmers to make use of modern agricultural technology available through various channels. This requires an intimate and co-operative relationship between the agricultural management and the beneficiaries. This can be achieved through setting up of well-knit field organisations in the agriculture sector.

It is noteworthy that the administration of agricultural programmes has been going on in a routine way. In spite of the degree of sophistication that has

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been attained in the process of formulation and implement-
ation of agricultural programmes at the National State, District, Block and Village levels, it continues to be affected with many drawbacks at all levels, which in turn have undermined the effectiveness of agricultural programmes. It appears that the machinery and the procedures are still far from being adequate to meet the pressing and complex problems of agriculture.¹

New farm technology in agriculture, coupled with expanding infrastructural requirements and increasing pressure for institutional reforms, has brought to the surface the gaps between the existing organisations and procedures and those demanded by new agricultural strategy.²


²The administrative system adopted for Intensive Agriculture District Programme, is supposed to be an improvisation over the normal district administration for agriculture. But the Sen report is very critical of this and says that even the improvised set-up is not better and is not suited to achieve the goals of agricultural programmes".....one of the important lessons that one can draw from the implementation of the Intensive Agriculture District Programme is that the administrative system is not adequate for the job and has to be geared to the needs of the programme. In fact, one of the most serious obstacles that the Intensive Agriculture District Programme has had to face is the archaic administrative system that obtains in the country." Say Second Report on Intensive Agriculture District Programme of Report Committee on Assessment and Evaluation, 1960-65 (New Delhi: Ministry of Food and Agriculture, Community Development and Co-operation, 1966), p.443.
As early as 1957, Paul H. Appleby pointed out that it is "in the agricultural area that the problem of administration is the most difficult and acute."¹ The Agricultural Administration Committee, 1958 corroborated this view when it observed that the problem of increasing India's food production "is more an administrative problem than a technical one."² The Report on India's Food Crisis and Steps to Meet it, expressed its concern by saying that "extraordinary organizational administrative measures and actions are required to meet the challenge of growing enough food to meet the minimum requirements of rapidly growing population."³ The Study Team on Agricultural administration also pointed out that agricultural administration "as it is organized today is woefully inadequate to perform the task of agricultural development."⁴ The National Commission on Agriculture (1976) reinforced these views by expressing that there has been "a sudden spurt of activity in several sectors of

³India, Report on India's Food Crisis and Steps to Meet it (Delhi: Ministry of Food and Agriculture, 1959), p.20.
However, the basic administrative structure for agricultural development was found wanting when increased demands were made on it by scientific agriculture.\textsuperscript{1} The Sixth Five Year Plan (1980-85) also stresses that "scientific management of agriculture will require a highly orchestrated effort in policy formulation and implementation on the part of the agencies concerned with the development of packages of technology, services and public policies."\textsuperscript{2}

The various reforms Commissions and Committees have, thus, brought out in detail the structural, procedural and institutional weaknesses in the administration for agricultural development; these weaknesses are manifest in the Directorate of Agriculture, Punjab too. Their emphatic and repeated exhortations have been successful in suggesting some ad-hoc reform measures by the government in its administrative machinery. The requirements of agricultural administration, however, seem to outweigh the meagre piecemeal efforts of the government at administrative reforms. Success on the agricultural front depends, among other factors, on the activities of the government to face exigencies of introducing changes in the administrative system corresponding

\textsuperscript{1}India, Report of the National Commission on Agriculture (New Delhi: Ministry of Agriculture and Irrigation, 1976), Vol. XIV, p.281.

to the requirements and needs of time in the field of agricultural development.\(^1\) Rapid development of agriculture requires, in addition to the availability of infrastructural and technological inputs, a reorientation and modernization of agricultural administration.

The present study aims at exploring some of the significant dimensions of administration of agricultural development with special reference to Organization and Working of the Directorate of Agriculture, Punjab.

### Agricultural Administration in Punjab

Agriculture forms the most important sector of the economy of the Punjab as it contributes over 60 per cent of its share to the state income as compared to All India figures of 40 per cent.\(^2\) The Punjab is the leading state in agricultural production, not only in the country but amongst the major wheat and rice growing countries of the world. The State is, at present, the bread-basket of India. This small state, occupying only 1.5 per cent of the geographical area of India has the distinction of contributing 62.3 per cent wheat and 42.2 per cent rice to the central pool.\(^3\)

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The State Government has been laying greater emphasis for further increase in agricultural output with a view to improving the economy of the State. Agriculture has acquired greater strength and vigour in this context. The challenges of meeting the needs of growing population and expanding industries and exports, call for suitable strategies for consolidating the gains already achieved making further progress in agricultural output, and extending and percolating the benefits of the new technology to all regions and the people. The State Government and other agencies have not only to induce the farmers to adopt new practices which would lead to the desired output but also supply sufficient quantities of inputs at the appropriate time.

The State Department of Agriculture has to meet these challenges through its policies and programmes and extension services. It is only through a sound organization and administration of agriculture development programmes and policies that we can usher in the era of prosperity in the State. However, the administrative machinery has not been handle adequate to the new tasks leading to the modernizing of agriculture.¹ Every one feels the need for administrative reforms and improvement.² There have been a large number

²This observation is based on my discussions with the farmers and different types of functionaries, officials as well as non-officials, connected with the Directorate of Agriculture, Punjab.
of administrative challenges and problems which impede the effective functioning of the agricultural department.

There has been a lot of discussion in the press, parliament and the state legislatures about the inefficiency and ineffectiveness of the agricultural services in Punjab. Farmers grudge that they get little service from the administration without harassment. The basic structure of the State Department of Agriculture as it exists today continues to be the legacy of the British administration in India. The cadre strength has not been properly examined and subjected to regular review keeping in view the future demands. Manpower planning is nowhere to be discerned. The recruitment system continues to be much the same as before Independence. There has been no substantial improvement in the training system too. The training that is being imparted is not adequate to meet the changing requirements of agricultural production. Again, there are problems with regard to the avenues of promotion. Appropriate strategies need to be evolved for providing greater opportunities to agricultural services to get time bound promotions.

The procedure for a long term agricultural planning is essential for agricultural development. The current problem in the State agricultural development is related to policy assumptions of economic planners and the organization of administrative structure that implements them. The study
of planning in the field of agriculture during the last 35 years has brought out many problems relating to formulation, implementation, monitoring and evaluation of agricultural plans. The successive Five Year Plans have stressed the importance of strengthening the implementation machinery so that agricultural programmes included in the plans move according to time schedule and targets. There is greater need of putting in substantial efforts to encourage greater initiative on the part of the districts to design their plans in the light of local resources.

With the high priority given to agricultural development programmes by the State Government, it has become necessary to ensure speedy execution of these programmes and to bring about effective co-ordination between the activities of agriculture and other allied departments in the State. There has been lack of co-ordination among different agencies resulting in duplication and overlapping. It is on the proper understanding and appreciation of the officials of the agricultural and other allied departments only that proper co-ordination can be built up. While lack of horizontal co-ordination is explicit, lack of vertical co-ordination is intractable because there is every-likelihood of blind conformity being mistaken for co-ordination.

Agricultural administration must make use of the process of decentralisation in a right direction. In order to achieve administrative efficiency, the system has to be changed so as to see that the implementation of decisions follows quickly, efficiently and effectively. It is considered essential to re-orient the working of the organization towards the 'target' people for achieving the agricultural production targets. The purposes and the objectives of the administration have to be changed with the change in the society and the needs of the people. For the democratic process to be fully effective, administration needs a reasonable extent of decentralisation at different levels of organisation.

Objectives of the Study

The administrative reforms commissions and committees have pointed out various problems in the process of implementation of agricultural programmes and projects from time to time. These problems have become stumbling blocks in the way of agricultural growth. The study aims at examining all these problems, their causes and solutions thereof. Though the study would concentrate on analysing the complex organisation of the Directorate of Agriculture, Punjab, yet we would analyse some of the issues in more depth. These are:

1. Since the socio-economic factors of the State have a direct or indirect bearing on the working and functioning of the Directorate of Agriculture, we
have deemed it fit to analyse the Punjab economy at macro and micro levels and study the relationship between administration and developmental needs of the people in the historical context.

2. The structure of an organisation has an important bearing on its performance. We have studied the organisation of the Directorate of Agriculture, Punjab which help in the achievement of its objectives with its various linkages upward, downward and sideways.

3. Human resources rather than capital, are the key to development. This is perfectly true of the Directorate of Agriculture, Punjab, as well. We have analysed most of the personnel problems pertaining to recruitment, manpower planning, training, promotion and fringe benefits both of technical and non-technical services of the Directorate.

4. Planning constitutes one of the important dimensions for the success of any organisation, we have reviewed the concept of planning and its processes at the State, District, Block and Village levels in the Directorate of Agriculture. We have tried to analyse the problem of plan implementation, monitoring and evaluation in the field of agriculture. Besides, we have examined the processes of multi-level planning to understand the intricacies of Planning form top-downward and down-upward.

5. An organisation comes into action only through its right procedures and processes. These processes ought to ensure performance. Though the Directorate of Agriculture, Punjab is endeavouring to modify these processes and procedures to improve performance, however, we have seen that these processes
create many problems in practice. It is difficult to study and critically examine all these processes but we have taken up two case studies in detail i.e. Co-ordination and Decentralisation. It may be mentioned here that these processes would include other processes as well like control, command, supervision and decision-making as a bye product.

**Review of Literature**

To understand the contemporary issues in the Agricultural Administration in Punjab, it is useful to have a look at the literature that has appeared on the subject. The details of the studies in Agricultural Administration in India are found in the reports, such as Royal Commission on Agriculture (1928),¹ Joint Indo-American Team on Agriculture Research, Education and Extension (1955),² Report on India's Food Crisis and Steps to Meet It (1956),³ Agricultural Administration Committee (Malgakh Committee, 1958),⁴ Report of the Agriculture Personnel Committee of the Planning Commission (1958),⁵ Report of the Second Joint Indo-American

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6 India, Department of Agriculture, Directorate of Extension, Studies in Extension Training, Administration and Management (New Delhi: Ministry of Agriculture and Irrigation, December 1975).

Ramaflhray Roy¹, M.A. Muttalib², Kuldip Mathur³, K. Seshadri⁴, D.N. Jha⁵, Harvinder Virk⁶, and D.P. Gupta⁷, have dealt with different aspects of Agricultural Administration. Their fields/study are: Gujarat, Andhra Pradesh, Maharashtra, Rajasthan, Bihar, Himachal Pradesh, and Haryana respectively.

The problem of co-ordination has been sought to be analysed by D.C. Pels, and A.P. Barnabas⁸, Planning

¹Ramaflhray Roy, Bureaucracy and Development (New Delhi: Mak, 1975).
²M.A. Muttalib, Development Administration in Rural Government for Agricultural Production (Hyderabad: Osmania University, 1973).
⁴K. Seshadri, Agricultural Administration in Andhra Pradesh (Bombay: Popular Prakashan, 1974).
⁵D. N. Jha, Planning and Agriculture Development (a study with reference to Bihar) (Delhi: Sultan Chand, 1974).
⁷D.P. Gupta, Agricultural Development in Haryana (Delhi: Agricole Publishing Academy, 1983).
and a tarn plays a pivotal role. This aspect has been touched upon by S.C. Jain, S.C. Mathur, P.C. Bansal, M.S. Swaminathan, S. P. Singh, B.S. Minhas, K.N. Kabra, Prodipto Roy and B.R. Patil.

Problems of agricultural development in Punjab have been discussed by many scholars. Mention may be made of:

9. B. S. Minhas, Planning and the Poor (New Delhi: S.Chand 1974).
of A.S. Kehlon and others\textsuperscript{1}, M.S. Randhawa\textsuperscript{2}, G.K. Chadha\textsuperscript{3}, G.S. Bhatt\textsuperscript{4}, Bina Agarwal\textsuperscript{5}, Pritam Singh\textsuperscript{6}, S.P. Mehra\textsuperscript{7}, and A.S. Kehlon\textsuperscript{8}.

The agricultural administration is not only to deal with the administrative duties of development but also to work as an extension or catalytic agent in transferring the latest technology to the farmers. Several study teams, experts and commissions have been advocating administrative decentralisation in the agricultural extension services for development work at different levels. The quantum of decentralisation in the agricultural extension services for each level and the category of functioning cannot be prescribed on blanket lines but by taking into consideration such different facts as job areas, hierarchical

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\item \textsuperscript{1} A.S. Kehlon and others, The Dynamics of Punjab Agriculture (Ludhiana: PAU, 1972).
\item \textsuperscript{2} M.S. Randhawa, et al., Green Revolution: A Case Study of Punjab (Delhi: Vikas, 1974).
\item \textsuperscript{3} G.K. Chadha, Production Gains of New Agricultural Technology (Chandigarh: Panjab University, 1979).
\item \textsuperscript{4} G.S. Bhatt and G.K. Chadha, Green Revolution and the Small Peasant: A Study of Income Distribution Among Punjab Cultivators (New Delhi: Concept, 1983)
\item \textsuperscript{5} Bina Agarwal, Mechanisation in Indian Agriculture: An Analytical Study based on the Punjab (New Delhi: Allied Publishers, 1983).
\item \textsuperscript{6} Pritam Singh, Emerging Pattern of Punjab Economy (New Delhi: Sterling, 1983).
\item \textsuperscript{7} S.P. Mehra, Punjab Today (an Economic Overview) (Jalandhar: New Academic Publishers, 1983).
\item \textsuperscript{8} A.S. Kehlon, Modernization of Punjab Agriculture (New Delhi: Allied, 1984).
\end{itemize}
positions, intensity of agricultural progress, status
and qualifications of employees. Paul H. Appleby¹, Baker,
Helen and France Robert², B.H. Baum³, Nageshwar Prasad⁴,
J.N. Khosla⁵, Arthur W. Macmason⁶, B. Mukherji⁷, E. N. Mangat
Rai⁸, A.A. Reddy⁹, Herbert A. Simon¹⁰ and D. Truman Bicknell¹¹
have been advocating administrative decentralisation.

²Baker, Helen and France Robert, Centralization and
Decentralization in Industrialization Relations
(Princeton, New Jersey: Department of Economics and
Sociology, Princeton University, 1954).
³B.H. Baum, Decentralisation of Authority in a Bureaucracy
⁴Nageshwar Prasad, A study on inter- and intra-depart-
mental Co-ordination in I.A.D.F. Delhi (New Delhi:
⁵J.N. Khosla, 'Agricultural Administration with refer-
ce to increasing food production' Proc. of Members'
11th Conference (New Delhi: The Indian Institute of
Public Administration), p.2.
⁶Arthur W. Macmason, Delegation and Autonomy (Bombay:
⁷B. Mukherji, Administrative Problems of Democratic
Decentralisation (Indian Journal of Public Adminis-
tration, Vol. VII, No.3, July-September 1961,
pp.316-317.
⁸E.N. Mangat Rai, 'The Secretariat-field relationship'
in Indian Journal of Public Administration,
⁹A.A. Reddy, 'A study of Perceptions about administra-
tion decentralisation in A.P. Agricultural Extension
Services', Ph.D. Thesis (New Delhi: Indian Agricul-
tural Research Institute, 1970).
¹⁰Herbert A. Simon, Administrative Behavior (New York:
¹¹D. Truman Bicknell, Administrative Decentralisation
(A study of the Chicago field offices of the USAID
These are piece-meal studies on different aspects of Agricultural Administration, both technical and administrative, in the context of Union and State governments but no study has so far been undertaken to examine a complex organisation like the Directorate of Agriculture in its totality. It is obvious that the agricultural administration in the State of Punjab has not yet been studied in depth in the face of increasing agricultural developmental needs. Most of the available literature concerning the Agricultural Administration has tended to be subjective, linguistic or broadly descriptive in character. Here, an attempt has been made to study the Agricultural Administration in Punjab scientifically and objectively, based more upon case studies rather than on mere observation. However, we would be undulating and making use of the literature already mentioned at relevant places as references.

**Methodology and Sources of Data**

The study is based on the analysis of data, both primary and secondary, gathered from several sources which are as follows:

1. **Primary Data**

   The primary data have been collected through personal interviews, detailed discussions, field surveys and interview schedules.

   (i) **Interview Schedule/Questionnaire**

   Keeping in view the objectives of the stu
an interview schedule in the form of a questionnaire was designed and administered to officials and non-officials. The questionnaire was first used to know their attitudes towards the administration. Secondly, it was intended to study the attitudes of personnel towards decentralisation, co-ordination and planning of agricultural programmes.

(ii) Personal Interviews and Discussions

To get insight into varied practical difficulties facing the administration, the method of interview and personal discussion was employed. Lively and stimulating discussions were held with the former and the present Directors of Agriculture, Officers/Officials of the Secretariat, Chief Agricultural Officers of the Districts/ Agricultural Inspectors, Block Development Officers, Agricultural Extension Officers, and other personnel connected with the agricultural production. Fixing dates with them was usually done through correspondence and telephones. Interviews usually lasted from 30 minutes to two hours. Most interviews were held in the absence of spectators. However, it may be pointed out that there were a few exceptions also.

(iii) Observation

Observation as a technique of research was widely used in this study to gather information, especially relating to training and organizational working of the

1 A copy of the Interview Schedule is endorsed at Appendix
Directorate. For this purpose, the investigator attended a few training camps, participated in the general meetings of the co-ordination committees and visited many district offices to look at their actual functioning. In addition, the investigator visited some places and institutions where the government-assisted agricultural programmes and projects were being implemented.

(iv) Case Studies

The investigator, with a view to gaining insights into the real problems, undertook two case studies, of the 'Decentralised' extension services of the State Department of Agriculture and of 'Co-ordination' from Block level onwards.

2. Secondary Data

The secondary data both quantitative and qualitative were gathered from field offices, Directorate of Agriculture and the Secretariat. The main sources of secondary data used in this study are the Annual Reports of the Department of Agriculture, Civil Services Rules and Regulations, Annual Reports of Government of India relating to Agriculture, Manpower Studies, Evaluation Studies on Agriculture issued by the State Planning Department, Debates of the State Legislature, Audit Reports, Reports of the Public Accounts and Estimates Committees of the State Legislature, Statistical Abstracts and Reports of the various Committees/
Commissions/Working Groups, appointed by the Centre and State Governments from time to time.

Besides, works of scholars as mentioned in the bibliography were consulted from time to time. Apart from books and journals throwing light on the Agricultural Administration, Newspapers were extensively made use of.

**Limitations of the Study**

Some of the major limitations in carrying out this study are:

1. Agriculture includes Animal Husbandry, Dairy Development, Forestry, Fisheries, Horticulture, & Co-operatives but our study is confined to the Organization and Working of the Directorate of Agriculture, Punjab with regard to its role in foodgrains production. However, forward and backward linkages with other allied sectors have been discussed wherever found necessary.

2. Agricultural production depends upon many factors (agencies and individuals) whereas our study is primarily concerned with the role of Directorate of Agriculture, at the State, District, Block & Village levels.

3. There was no free access to certain records and documents which, though mostly confidential, were useful for the study. However, all round efforts were made through persuasion, repeated visits and creation of personal rapport to gather the relevant information.

4. Names of officials whom the Investigator had the benefit of interviewing in connection with the work have not been mentioned in deference to their wishes.
5. Some use has been made of certain unpublished instructions/circulars issued by the Directorate of Agriculture from time to time. For obvious reasons, relevant footnotes regarding their use, have not been given.

6. The data gathered through questionnaire could be interpreted in more than one way and could have been faithfully exploited to elicit more information. But due limited sources, time constraint and disturbances in the State, all avenues could not be tapped. Simple percentages were calculated.

7. Every effort was put in to gather up to date data but where records were not available, only the latest available information was incorporated. For example, at many places, data upto 31st March, 1984 were presented.