

# ESTIMATES COMMITTEE

## FIFTY-SECOND REPORT 1956-57

### ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE SIXTH REPORT OF THE ESTIMATES COMMITTEE



LOK SABHA SECRETARIAT  
NEW DELHI  
*March, 1957*

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## MEMBERS OF THE ESTIMATES COMMITTEE, 1956-57

1. Shri Balvantray Gopaljee Mehta—*Chairman*
2. Shri B. S. Murthy
3. Shrimati B. Khongmen
4. Shri Nageshwar Prasad Sinha
5. Shri B. L. Chandak
6. Shri Amarnath Vidyalkar\*
7. Shri Venkatesh Narayan Tivary
8. Shri Satis Chandra Samanta
9. Shri Raghavendrarao Srinivasrao Diwan
10. Shri M. R. Krishna
11. Shri Jethalal Harikrishna Joshi
12. Shri Bhawani Singh\*\*
13. Shri P. Subba Rao
14. Shri P. N. Rajabhoj
15. Shri Vishnu Ghanashyam Deshpande
16. Shri Satyendra Narayan Sinha
17. Pandit Dwarka Nath Tiwary
18. Shri C. R. Narasimhan
19. Shri Raghubir Sahai
20. Pandit Algu Rai Shastri \*\*\*
21. Shri Abdus Sattar
22. Shri Lakshman Singh Charak
23. Shri N. Rachiah
24. Shri Radheshyam Ramkumar Morarka
25. Shri Mangalagiri Nanadas
26. Shri T. B. Vittal Rao
27. Shri Y. Gadilingana Gowd
28. Shri Jaswantraj Mehta
29. Shri A. E. T. Barrow
30. Shri Choithram Partabrai Gidwani.

### SECRETARIAT

Shri S. L. Shakdher—*Joint Secretary.*

Shri A. R. Shirali—*Deputy Secretary.*

Shri C. S. Swaminathan—*Under Secretary.*

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\*Resigned on 20th November, 1956

\*\*Died on 6th October, 1956

\*\*\*Ceased to be a Member upon his election to Rajya Sabha on the 13th December, 1956

## INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee present this Fifty-second Report on the action taken by the Government on the recommendations contained in the Committee's Sixth Report on the Ministry of Food and Agriculture.

2. The Sixth Report of the Estimates Committee was presented to the House on the 25th November, 1953. The Government furnished their replies on the 22nd May, 1954. The replies were examined by a Sub-Committee of the Estimates Committee, 1954-55 during their sittings on the 9th, 13th, 14th, 24th and 27th December, 1954, and on the 19th April, 1955, and again by a Sub-Committee of the Estimates Committee, 1955-56 on the 20th October, 1955. The main Committee considered the views of the Sub-Committee on the replies furnished by the Government on the 28th November, 1955 and 8th December, 1955. Further comments of the Committee were communicated to Government and replies received from Government have been included in this Report.

3. The Report has been divided into four Chapters :

- I. Report
- II. Recommendations that have been accepted by the Government.
- III. Replies of the Government that have been accepted by the Committee.
- IV. Replies of the Government that have not been finally accepted by the Committee and are being pursued.

NEW DELHI;  
*The 3rd March, 1957.*

BALVANTRAY G. MEHTA,  
*Chairman,*  
*Estimates Committee.*

## **CHAPTER I**

### **REPORT**

The Sub-Committee of the Estimates Committee, 1954-55 which examined the replies of the Ministry of Food and Agriculture to the recommendations contained in the Sixth Report of the Estimates Committee felt that the language used in some of the replies was derogatory to the dignity of the Committee. They also felt that the tenor of the replies indicated a failure on the part of the Ministry to appreciate the functions of the Committee and the spirit in which the recommendations had been made. The Sub-Committee of the Estimates Committee, 1955-56, which further examined the replies felt likewise and the matter was taken up at the sittings of the main Committee on the 20th November, 1955 and the 8th December, 1955, when the Committee authorised the Chairman to take suitable action in the matter. Subsequently, at the instance of the Chairman, Estimates Committee, the Secretary, Ministry of Food and Agriculture met him on the 30th January, 1956 at Parliament House. On his attention being drawn to the instances where language, to which the Committee took exception, had been used, the Secretary admitted that the language used was rather unhappy and while expressing regret for the same also offered to substitute the objectionable parts of the reply with fresh paragraphs. Later, a letter was received from the Ministry correcting portions to which exception had been taken specifically. The Committee would like to record their appreciation of the readiness with which amends were made and also to stress the need for friendly cooperation between a Parliamentary Committee and the Executive in their common endeavour to raise the tone of public administration.

2. The Committee had made a number of recommendations with a view to bringing about economy in the working of the Agricultural Wing of the Ministry and the attached and subordinate offices. Many of the recommendations aimed at a rational distribution of work, reorganisation of units and reduction of staff strength wherever the Committee found it excessive. The Committee find that many of the recommendations affecting the strength of the staff and reorganisation of work have not been found acceptable by the Government. The recommendations in the Report were made after an examination by the Committee in 1952-53. In the reply given in May 1954 the Committee were informed that the Special Reorganisation Unit consisting of the representatives of the Ministries of Home and Finance examined the set up of the Ministries and its attached offices and that a large number of recommendations of the Unit in respect of Attached and Subordinate Offices was accepted resulting in the abolition of approximately 276 posts and an annual saving of Rs. 5,38,000/-. They were also informed that the Special Reorganisation Unit was expected to go into the question of fixing the strength of the secretariat of the Agricultural Wing and that the recommendations of the Committee would be taken into account by the Unit. In a further reply furnished in January, 1956 the Ministry stated that the Special Reorganisation Unit examined the strength of the staff of the Ministry in June, 1954, but that the recommendations made by the Unit could not be implemented because the total volume of work in 1955 increased by over 35% as compared to that in 1954 and the Budget provision in 1955-56 was

## CHAPTER I

### REPORT

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nearly double the expenditure incurred in 1954-55. It was stated that the increase was mainly due to the progress made in the implementation of the First Five Year Plan. Increased provisions have also been made in the Second Five Year Plan on schemes relating to forests, soil conservation, agricultural institutes, fisheries etc. In view of the changed conditions, the Committee consider that before they could reiterate any of their earlier recommendations a *de novo* examination of the circumstances of each case might be necessary. They are not, therefore, offering comments on the replies of the Government to the recommendations. They would, however, stress the need to ensure the utmost economy consistent with efficiency. They hope that the spirit of the recommendations would be kept in view and that the expenditure on administration would be kept down to the minimum.

3. In para 17 of the Report relating to the Forest Research Institute and Colleges, the Committee had recommended that the responsibility for delay in the erection of the paper manufacturing plant (costing between Rs. 15 to 20 lakhs) which was imported in 1949 and was till then unused should be fixed and the persons responsible should be punished. The Government replied that the delay in erecting the machinery was due to unavoidable delay in constructing the special type of basement required to house it, the C.P.W.D. having been faced with a number of difficulties in housing the structure. It was also stated by Government that there was no wastage of public money for even if the machinery had been erected within six months of receipt, it would not have been possible to use it owing to the fact that it was not complete and many ancillary parts had not been received from various suppliers. At the request of the Sub-Committee, further particulars were furnished by Government showing the date when the machinery was ordered, the date on which various parts were received, opened and installed, the date when the various ancillary parts were found lacking, the period during which the machinery had to lie idle etc. Later in January, 1956, Government furnished a note showing the then position in the matter together with the financial implications thereof. These are at S.No. 22 in Chapter IV of this Report and also at Appendix IV. It will be observed from the particulars furnished that there has been failure to place orders in time for the ancillary parts required for completing the erection of the machine. The order for the machine was placed on 19th November, 1948 but the omission to order ancillary parts was discovered only in July, 1950. Sometime after September, 1950 it was further discovered by a foreign expert that data on loads of important parts had also not been obtained from the suppliers. These lapses contributed to the delay in the construction of the building for housing the machine. The building was finally constructed by the end of December, 1954 and the machinery received upto end of December, 1949 was erected by 29th January, 1955.

4. The Committee originally commented on the delay in the erection of the plant and recommended that responsibility for the wastage of public money resulting from it should be fixed. The reply that even if the machinery received had been erected within six months of receipt it would still have not been possible to use it owing to the fact that it was not complete and many ancillary parts had not been received, does not in any way absolve from blame the authorities who were responsible for the implementation of the project. On the contrary, there were several other important contributory causes which led to the delay in erection of the machine and which require investigation. The Committee consider that there has been laxity in planning the project with consequent delay in putting the machinery to use. Funds have also

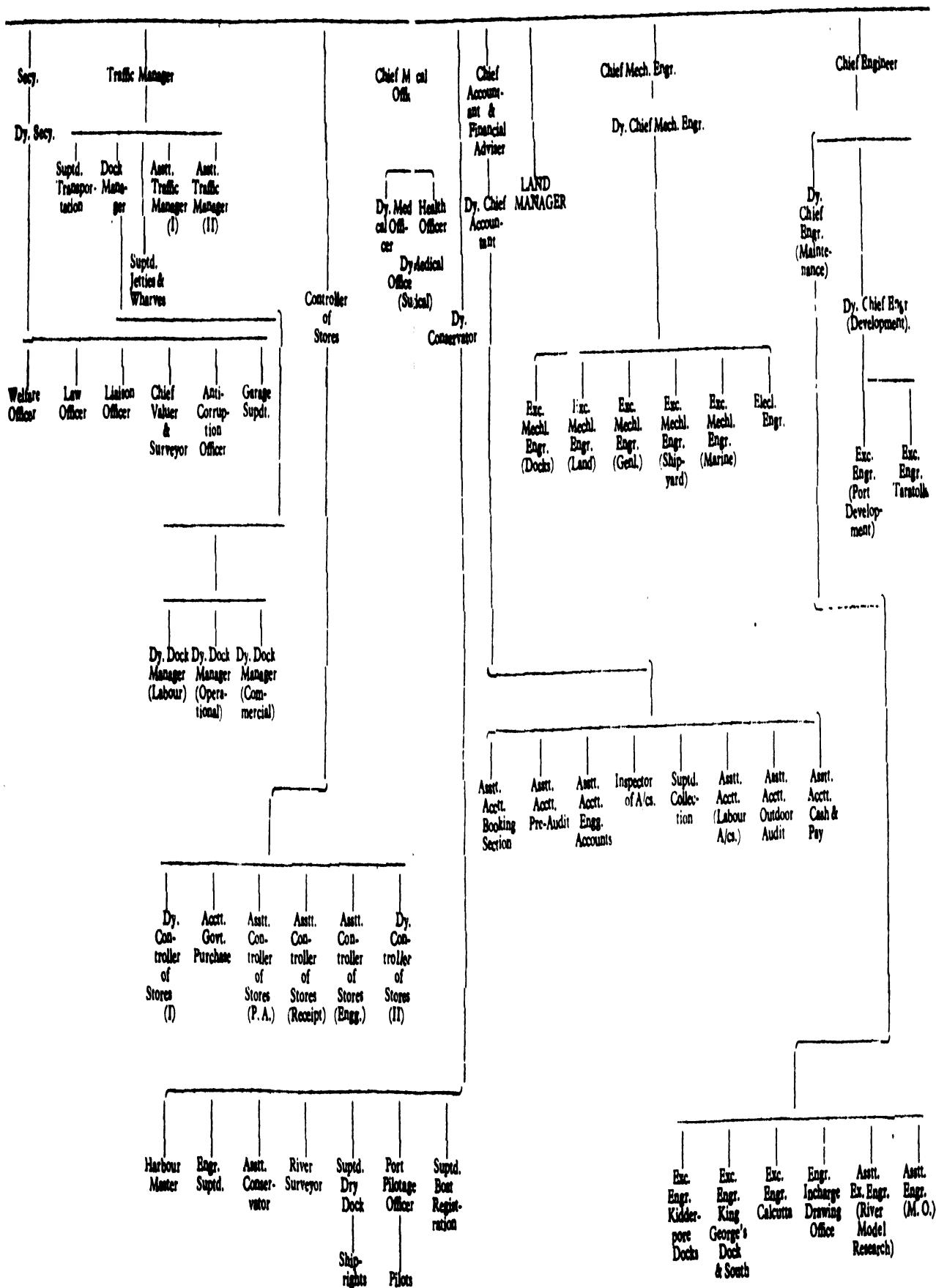
been unnecessarily locked up for a very long time. Further, when serious omissions in planning were noticed the responsibility was not duly fixed. The Committee are, therefore, unable to agree that there is no need for an inquiry into the matter and would, therefore, re iterate their recommendation that an inquiry should be conducted and responsibility fixed.



APPENDIX V

ORGANISATIONAL SET UP OF THE CALCTTA PORT ADMINISTRATION AS ON THE 1ST APRIL, 1956

Chart



## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Sl. No*	Ref. to para No. of the Report	Summary of Recommendations	Reply of the Government
1	2	3	4
		<b>Forest Research Institute and Colleges</b>	
28	24	The industries concerned with manufacture of forest products should be associated with the Institute and the Institute should charge reasonable fees for assisting the industry.	The views of the Central Advisory Board on Forest Utilisation which met at Dehra Dun from January 11 to 13, 1954, as expressed in its resolution are given below. This Ministry concurs in the views expressed therein.
			<p>“The Board is of the view that industry is, in fact, associated with the working of the Forest Research Institute through:</p> <p>(a) the Central Advisory Board on Forest Utilisation and its Executive Committee;</p> <p>(b) the Advisory Committee of the Indian Paper Industry;</p> <p>(c) The Plywood Cess Committee; and</p> <p>(d) generally by the readiness with which the Institute is giving help and co-operation to the industries by carrying out researches on their behalf, for example, in the case of tests carried out on behalf of the Imperial Chemical Industries; tea chest manufactures, etc.</p>

The Board notes that the Institute is also maintaining liaison with industry through the following periodicals :

- (a) Quarterly News Bulletin of the Timber Dryers & 'Preservers' Association of India.
- (b) Composite Wood.
- (c) Technical Abstracts relating to Paper Technology.

The constitution and the functions of the Central Advisory Board on Forest Utilization and its Executive Committee are given in Appendix I.

Reasonable fees are already being charged for services rendered to the industry by the Institute. (D.O. from the Minister for Agriculture No. C-1487/54/MA dated the 22nd May, 1954).

30 26 Steps should be taken to appoint a Board of eminent Scientists and representatives of the Industry to conduct periodically say every 3 or 5 years, an Achievement Audit.

The views of the Central Advisory Board on Forest Utilisation which met at Dehra Dun from January 11 to 13, 1954, as expressed in its resolution are given below. The Industry concurs in the views expressed therein.

"The Central Advisory Board on Forest Utilisation considers that it is already performing this function. It feels that the *Estimates Committee* may have made this recommendation in ignorance of the functions of the

*Board and its Executive Committee. The Board, however, draws specific attention of its Executive Committee to this recommendation of the Estimates Committee."*

*D.O. from the Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).*

*Note: The Ministry have expressed regret for the use of the word "ignorance" as follows:*

It may be pointed out that it is not possible to suggest any alternative as our comments comprised of a resolution passed by the Central Advisory Board on Forest Utilisation in a session held on 11th to the 13th January, 1954 and it is just not feasible to make any change in the actual wording of the resolution passed by that Board at this stage. It is regretted that the word 'ignorance' was used in the resolution passed by that Board on paragraph 26 of the Estimates Committee's Report—(Ministry of Food and Agriculture D.O. letter No. F. 5-9/53—Adm. Coord. dated the 3rd February, 1956).

The First Year Class for Rangers Course, which is at present in Dehra Dun City, should be shifted to the Forest Research Institute and additional hostel accommodation, if necessary may be provided for; this will lead to having

It is true that having both the classes of the Rangers College at one place would result in increased efficiency in the training and in better supervision, though it may not result in any economy in recurring expenses. Sanction has already been given for the

both classes at one place and consequently greater efficiency in the training, better supervision and considerable economy.

construction of additional hostel accommodation at the Forest Research Institute so that both the classes may be at one place. (D.O. from the Minister for Agriculture No. C. 1487/54/M.A dated the 22nd May, 1954).

37 37 Requisite facilities which are at present confined only to the regular staff of the Institute may be provided for other scholars also who may be desirous of conducting post-graduate research for higher degrees. On completion of the courses of Research, the successful students may be awarded diplomas, which should be recognised as equivalent to post-graduate degrees.

The views of the Central Advisory Board on Forest Utilisation which met at Dehra Dun from January 11 to 13, 1954, as expressed in its resolution are given below. This Ministry concurs in the views expressed therein.

“The Board was informed that during the last 5 years research facilities had been greatly expanded at the Forest Research Institute. The following statement shows the number of trainees and research scholars who availed themselves of such facilities since 1951 :

	1951	1952	1953
Scholars . . . . .	9	20	12
Trainees . . . . .	24	26	22
Foreigners . . . . .	2	4	3

The Board endorses this policy of increasing research facilities at the Institute.” (D.O. from Minister for Agriculture No. C. 1487/54/M.A dated the 22nd May, 1954).

### Statistical Organisations

- 41 48 The statistical staff of the I.C.A.R. should also carry on statistical research and scrutiny in respect of the various schemes sponsored by the I.C.A.R.
- (i) The statistical staff of the I.C.A.R. should impart training in statistics to the students in the I.A.R.I.
- (ii) The statistical staff of the I.C.A.R. should also carry on statistical research and scrutiny in respect of the various schemes sponsored by the I.C.A.R.
- (iii) It should also co-ordinate the statistical data of the various Central Institutes and Commodity Committees.

### Central Fisheries Research Institutes

- 47 66 The Committee is, however, of the opinion that as the Central Fisheries Research Station is useful to the whole of India, the Centre should continue to administer it and that the research must not be purely fundamental but must be directed towards the solution of day-to-day practical problems referred to it by the maritime States.
- 48 67 There should be a Fisheries Advisory Board which should control all activities on fisheries development and research, coordinate the activities of the fisheries research stations—both Central and States—allocating fields of research as between these various Stations.
- 66 Most of the research work done at the Central Marine Fisheries Research Station is of applied and not fundamental nature. (D.O. from the Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).
- 67 We are already proposing to set up a Fisheries Research Committee which will coordinate research work throughout the country, as proposed in this paragraph. (D.O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

The Board should consist of the representatives of the Centre as well as various States and should meet from time to time (at least once in a quarter) to exchange views, chalk out programmes and discuss fields of research that ought to be undertaken during a year.

50 69(ii) The unit relating to ponds may also be utilised for tackling problems of fisheries in reservoirs or dams.

The problems of fisheries in reservoirs or dams are at present being looked after by the Riverine & Estuarine Section of the Inland Fisheries Research Station. If any Fish Farms have to be established in conjunction with these reservoirs, the assistance of the Pond Culture Section will also be available. (D.O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

(iii) The Committee recommends that Government should explore the desirability of having another unit similar to the one proposed for Allahabad, for finding out how far it is desirable to expand riverine fisheries.

This may be accepted. After a little more experience has been gained of the working of the Riverine Sub-Station at Allahabad it would be desirable to set up another Unit say somewhere in South India. (D.O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

#### Central Rice Research Institute, Cuttack

51 74 The Committee recommends that the whole question of the Organisation of research work in the Botanical, Entomological and Mycological Sections should be looked into as to:—

The Committee has recommended review of :

(a) what should be the relative strength of the Sections *vis-a-vis* Botanical Section;

(a) What should be the relative strength of the Section *vis-a-vis* Botanical Section;

- (b) whether the Heads of all Sections should be on the same grade; and
- (c) how far the usefulness of Sections other than Botanical can be maximised to serve the largest area possible.

- (b) whether the Heads of all Sections should be in the same grade; and
- (c) how far the usefulness of sections other than Botanical can be maximised to serve the largest area possible.

An expert Committee comprising

Dr. Parija (Chairman)

Dr. B. N. Uppal

Dr. K. Sawhney

has already been set up to consider these and other cognate problems relating to the staff requirements, equipment requirements, etc. Their attention is being drawn to the above mentioned recommendation of the Estimates Committee. (D.O. from Minister for Agriculture No. 1487/54/MA dated the 22nd May, 1954).

- 52 75 Co-ordination should be brought about between the specialists of Central Rice Research Institute and their counterparts in the State Department of Agriculture.

The recommendation is being brought to the notice of the State Government and the Institute (D.O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

- 54 77 The possibility of the expert staff devoting some time to other important research stations of rice in the country may also be examined.

The Committee recommends that the possibility of the expert staff of the C.R.R.I. devoting some time at other important research stations of rice in the country may also be examined,



Such an arrangement already exists subject to the exigencies of the public service. When a Scientist goes out on tour to a particular region he naturally takes advantage to study the important problems relating to his commodity in the research stations of the concerned region. (D.O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

55      78      Government should look into the aspect of disparity in the emoluments of States employees vis-a-vis the Central Government staff engaged in research work.

The scales of pay of the Central staff were fixed after mature deliberations by the Central Pay Commission and the Government of India. The attention of the State Governments is, however, being drawn to the Committee's recommendations. (D.O. from Minister for Agriculture No. C. 1487/54/MA da May, 1954).

56      79      Owing to inadequate equipment in many respects, especially in residential accommodation, the International Hostel built from the 'Colombo Plan Funds' which is lying vacant at present may be utilised as staff quarters temporarily. A central tube-well, with a storage tank, should be provided for supplying water to all the residential quarters, laboratories and other places in the Institute.

The recommendations of the Committee are :  
(a) that the International Hostel should be utilised to ease the present shortage of residential accommodation until new quarters are built.  
(b) that a Central tubewell, with a storage tank, should be provided to supply water to all the residential quarters, laboratories and other places in the Institute.

The International Hostel is already being used to accommodate the staff. Instructions have, however, been issued to the Director to keep the Hostel fully

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occupied, while it is not required for its specific purpose. The construction programme of the C.R.R.I. upto 1955-56, as approved by the Planning Commission, provides for an expenditure of Rs. 9.50 lakhs. The Director has been asked to provide for the Central tubewell within this allotment. (D.O. from Minister for Agriculture No. C 1487/54/MA dated the 22nd May, 1954).

59        85        The post of Public Relations Officer, which has for the time being been kept in abeyance, should be abolished and not be revived, to avoid overlapping with similar functions discharged by the Ministry of Information and Broadcasting.

The post of Public Relations Officer has been abolished and there is no proposal to revive it. (D.O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

61        89        In view of the cost of production exceeding sale proceeds, the cost of production of the journals "Indian Farming" and "Kheti" should be reduced by—

(i) using cheaper quality of paper instead of Art Paper,

(ii) reducing the sale price,

(iii) securing more advertisements and persuading the State Governments to utilise the material appearing in "Indian Farming" and

Items (i) to (iii). Although nowhere it has been possible to issue research and extension journals on a self-supporting basis the Council is actively exploring ways & means of reducing the loss in the publication of "Indian Farming" by cutting down cost of production, increasing advertisement revenue and promoting sales. The "Kheti" is produced by the Manager of Publications and I.C.A.R. can only assist in promoting sales and thereby increasing revenue. The Council has already taken steps to its timely publications which will go a long way towards sales promotion.

"Kheti" by disseminating in regional languages, so that farmers secure the fullest advantage.

(iv) All publications should be made remunerative or as self-sufficient as possible and their sales should be enhanced by improving the materials etc.

62 90

The new publication "Dharti ka Lal" may be continued as it is expected to educate the masses and benefit the actual cultivator. The journal "Rice News Teller" also will be useful.

*Item (iv).—Action is already being taken.*

The Council is glad to note the Committee's appreciation of the usefulness of these publications. Both the journals are being continued.\*

65 93

(i) In order to regulate expenditure on printing *ad hoc* publications by various Attached and Subordinate Offices all matters intended for printing should be scrutinised by a Senior officer in the ministry not below the rank of Deputy Secretary and each requisition for printing should be supported by a certificate of essentiality signed by a Deputy Secretary before being sent to the press.

Printing requisitions are approved by the Secretary or Vice-President of the Council who hold Secretarial ranks of Deputy Secretary and Additional Secretary, respectively. The recommendation is thus being followed already.\*

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\* (D.O. from Minister of Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

70 102 It would be in the national interest, both as regards economy in expenditure and increased efficiency in the handling of food imports, if the scheme for the installation of a mechanical plant for unloading foodgrains could be implemented. Care should, however, be taken that undue hardship is not caused to workers engaged on the clearance of foodgrains. Foodgrains after unloading should as far as possible be loaded directly into wagons and despatched to their destinations.

Government have now decided, after examining the matter in detail, that the mechanical plant for discharge of foodgrains should be installed in Bombay. The cost of the two mechanical units proposed to be purchased is Rs. 3,70,000 and the saving effected per ship would amount to Rs. 8,000 ; and thus, the capital cost can be recovered by handling 45 ships. Two units can operate at a time only one ship.

#### Indian Council of Agricultural Research.

77 122 The Committee recommends:  
 (a) As soon as a new scheme is initiated whether by the Centre, State or University it should be examined in the first instance on an All-India basis by an expert body consisting of Scientists of Central Institutes and Commodity Committees interested in the subject ;

(b) this expert body should recommend which schemes ought to be undertaken for research during the ensuing year and in which institution. The research should be on subject basis and not necessarily on Commodity basis.

(a) and (b). This is already being done. All new schemes where sponsored by the Centre, States, Universities or the Commodity Committees are, in the first instance, scrutinised by the Regional and Scientific Committees of the I.C.A.R. on which are represented scientists of Central Institutes, Commodity Committees, States, etc. These Regional Committees recommend to the Council the schemes which they consider suitable and where these should be located. The recommendations of the Regional Committees are considered by the Research and Extension Boards and the Advisory Board on an all-India basis before the schemes are finally sanctioned by the Council.

The Committee recommend that the Boards of Research and Extension as also the Scientific Committees should meet more frequently to scrutinise schemes and also to assess the results achieved. It should be the function of the Scientific Committees to bring to the notice of the Boards of Research and Extension whenever they come across instances of wastage or are convinced of the unproductive nature of the schemes so that the Boards should make early recommendations to the Advisory Board for the discontinuance of schemes of doubtful value. The Committee suggest that there should be stricter control over schemes from the time they are sanctioned till their expiry. Progress Reports should be called for periodically from the Officers in charge of schemes financed by the Council and submitted to the Scientific Committees for examination.

The Scientific Committees have been meeting once a year hitherto. This is because the schemes from the States are received once a year and vetted by the Scientific Committees before they are considered by the Advisory Board which meets once a year. However, we entirely agree that there is scope for these Scientific committees to meet frequently in order to assist the Council in its activities. It has accordingly been decided that the Committees should meet more than once in order to scrutinise in greater detail the progress reports of current schemes and also to examine and finalise detailed technical programmes of schemes which have been finally approved by the Advisory Board and sanctioned by the Governing Body. The recommendation is, therefore, acceptable. Progress reports are already being received and examined by the Scientific Committees and this ensures control over the progress of the schemes.\*

With a view, therefore, to avoiding overlapping and ensuring effective co-ordination of research work the Committee further recommend that :

- (i) Extracts of all agricultural and animal husbandry researches that are being carried on all over the country whether by the Centre, States or Universities should be published half-yearly in popular language in consultation with the Technical Officers and other

- (i) Work of this nature covering the entire research done in the country involves considerable planning and additional staff. Such work can, therefore, be developed only in stages. The Council has decided to publish digests on important research work done first by the Council itself on the lines recommended.

experts. These reports should be on the lines published in other countries.

(ii) There should be a quinquennial assessment of scientific work by a Committee of Experts. This Committee should review the work not only of the Central Institutes but also of the I.C.A.R. with a view to seeing that grants are being distributed properly and the Council is working satisfactorily. This Committee should also make suggestions as to the manner in which the I.C.A.R. must function in future in the matter of distribution of grants.

- 82 128(i) The committee recommends that a Committee of Statistical Experts may be appointed which should examine and decide the efficiency of the two methods of collecting statistics, viz. on crop cutting basis and on consumption basis.
- (ii) The statistical wing of the I.C.A.R. should teach Statistics to the students in the I.A.R.I.
- (iii) It should carry on statistical research in respect of the various schemes sponsored by the I.C.A.R.

by the Committee and if this proves successful the scope will be extended to cover research done in the State and other institutions.

(ii) We agree with the recommendation. Such quinquennial review of scientific work done in the country would be of considerable assistance to the institutions concerned.\*

*Recommendation (i).*—We agree subject to the proviso that the proposed Committee should not only examine the two alternative methods of estimating crop yield but the entire question of procuring reliable agricultural statistics on a permanent footing.

*Recommendations (ii), (iii), and (iv).*—(Please see remarks against S. No. 41, para 48.) We agree in full.

(iii) refers to an already existing practice.\*

(10) It should coordinate Agricultural Statistics of the various Central Institutes and Commodity Committees.

24 130(ii) The Committee recommends however, that the Milk Supply Scheme should be handed over at the end of the stipulated period to a co-operative society which should be constituted sufficiently in time so that the change over may be smooth and quick.

25 131 The Government should endeavour to implement as soon as possible all the short and long term measures for co-ordination of agricultural research envisaged in the Five Year Plan.

26 132(ii) To create an incentive in the research workers prizes should be awarded for the best research work done in the fields of agricultural and animal husbandry.

(ii) The intention from the outset has been to hand-over the Milk Supply Scheme to a cooperative society in due course or to the State Government if they agree to take the Scheme. \*

Presumably the recommendation is that the short-term and long-term research schemes relating to Agriculture in the Five Year Plan, should be implemented expeditiously. This is being done. \*

We agree. The detailed procedure to be adopted will be worked out. \*

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*\*(D. O. from the Minister of Agriculture No. C 1487/54.M.A, dated the 22nd May, 1954).*

### CHAPTER III

## REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Serial No.	Ref. to para No. of the Report	Summary of Recommendations	Reply of the Government
*1	2	3	4

#### Secretariat (Agriculture Wing)

1 3 The Committee finds that Sections have been created haphazardly on an irrational basis and there is considerable duplication of work and overlapping of functions. There is a possibility of reduction in the existing size and number of Sections by a redistribution of work and by amalgamation of two or more sections into one Section.

The recommendation of the Estimates Committee for the abolition of various Sections in the Secretariat organisation of the Ministry of Food & Agriculture appears to have been made on the ground that the existence of a Secretariat section or sections to deal with references coming from Heads of Attached Offices and to transmit orders of Government to those offices results in duplication of work. The work done in the Secretariat, however, is not confined only to the issue of formal orders. Secretariat has its own functions which are different in scope and nature from those of an Attached office.

2. At the headquarters of Government decisions of policy are taken and important matters of administration are attended to. The secretariat sections of a Ministry are organised to deal with the various subjects which come under the purview of that Ministry and they



specialise in keeping records of policy, decisions of Government from time to time, in obtaining, arranging and recording all the relevant information which may be required by the higher officers and the Minister to determine the facts regarding any aspect of the administration or policy, the compilation of performance statistics and the filing of correspondence so that it is readily available. Another function of secretariat sections is to provide a channel through which instructions or communications are issued to the organisations working under the Ministry or to members of the public. The secretariat sections in the Ministry of Food and Agriculture have been created from time to time for the performance of these essential functions and not "haphazardly" or "on an irrational basis" as remarked by the Estimates Committee.

3. To take one example, the Committee has recommended [S. No. 3—para 3 (ii)] that the Land Reclamation Section should be wound up. This section not only deals with the administration of the Central Tractor Organisation but also with International Bank loans, land reclamation targets and allied matters. The Committee considers that the Deputy Secretary or other officer concerned should deal with all this work single handed in the Secretariat without the help of any assistants and clerks. This clearly shows that the Committee has not appreciated the functions of a secretariat section. The Section receives not only references from the Head of the Central Tractor Organisation but also from other Ministries and from

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\*NOTE: Sl. No. indicates the S. No. of the recommendations as given in the Appendix to the Sixth Report.

State Governments regarding International Bank loans, land reclamation policy, etc., Thousands of such references are received during the year. It is not humanly possible for a secretariat officer without the aid of an office to deal with all these references, to give thought to matters of policy or administration and to advise Government regarding these matters. Besides, Parliamentary questions regarding land reclamation are also dealt with in the section and for answering a single question, data may have to be collected not merely from the Land Reclamation Organisation but from State Government and other sources. Had the Committee appreciated these facts, they would not have recommended the abolition of this Section. This is cited only as one example but the argument is general and applies with slight variations to all the recommendations of the Committee regarding the abolition or merger of existing secretariat sections.

4. In one or two places the Committee has recommended that more powers should be delegated to Heads of Attached and Subordinate Offices so that the number of routine references to the Ministry can be reduced with the possibility of retrenchment in secretariat sections. The Ministry will gladly examine this suggestion but would point out that decentralisation of functions cannot obviate the necessity for secretariat sections. The function of an Attached

office is mainly executive and the Head of this Office has merely got the responsibility of executing the schemes sanctioned by Government. It is Government who have got to take decisions not only with regard to policy matters but important matters of administration which verge on Government's policy. These functions which are essentially Central cannot be delegated to Heads of Attached offices. The Head of an Attached office may come up to Government with a scheme which may look excellent from his own angle ; but at headquarters of the Government it is subjected to a scrutiny in the light of past experience and precedents, the past policy of Government in respect of such schemes and future objectives. This is not duplication of work, but an established process which experience has shown enables Government to arrive at sound decisions. Secretariat sections will, therefore, be necessary whether Heads of Attached offices are given more powers or not. It may be possible to reduce the size of Secretariat sections if all powers which can appropriately be exercised by Heads of offices are delegated to them but the necessity for retention of Secretariat sections will continue so long as Government continue to be responsible for policy and important aspects of administration.

(D. O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954 as amended by Ministry of Food and Agriculture D. O. No. F-5-9-53 Adm. Coord., dated the 3rd February, 1956).

2 3(i) *Palm Gur Section.*—The Committee has elsewhere recommended the transference of the Central Palm Gur Training School to the State of Madras. If this proposal is accepted there will not be any need of a Central direction over the Institution. The Committee recommends the abolition of the Palm Gur Section of the Ministry.

(Minus 1 Section Officer, 3 Assistants and 4 Clerks)

The Committee has recommended that the work of this Section should be transferred to the Indian Council of Agricultural Research and the Palm Gur Training School to the Madras Government. The transference of the work to the Indian Council of Agricultural Research will not mean any saving in staff because the Council has already got its hands full with other work and if it is given additional work to do the appointment of additional hands will also be necessary. In the case of the Palm Gur Training School, it cannot be transferred to the Madras Government because it is a School catering to the needs of the whole of India. Even if it is held that the Madras Government can take it over and manage it, the wishes of that Government have got to be ascertained first.

It might be remarked incidentally that after the Committee made its report, a decision has been taken to transfer the entire work regarding Palm Gur to the Village Industries and Khadi Board which has been set up in the Ministry of Commerce and Industry.

(D. O. from the Minister for Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954).

3

**3(ii)** *Land Reclamation Section.*—The cases requiring the orders of Government are transmitted to this section by the C.T.O. where they are handled by the Assistants in the first instance. The Committee considers it to be waste of energy and time that proposals emanating from Heads of Subordinate Offices are subjected to the scrutiny of Secretariat Assistants. The Committee recommends that the existing Land Reclamation Section of the Ministry should be wound up.

(Minus 1 Section Officer, 5 Assistants and 3 Clerks.)

4

**3(iii)** *Sugar and Vanaspati Section.*—A Joint Secretary of the Ministry holds charge of the office of the Vegetable Oil Products Controller of India which is an Attached Office of the Ministry of Food and Agriculture. The Sugar and Vanaspati Section which is under the same Joint Secretary looks after the administration of the office of the Vegetable Oil Products Controller and also deals with policy matters regarding import, export etc. The Committee thinks that this duplicate set-up is unnecessary and wasteful. The office of the Vegetable Oil Products Controller should be able to take over the functions of the Sugar and Vanaspati Section without any additional staff. The Sugar and Vanaspati Section should be wound up.

(Minus 2 Section Officers, 6 Assistants and 5 Clerks).

(Please see para 3 of reply of Government to recommendations No. 1.)

Besides the general arguments which have been set out above for the retention of Secretariat sections and which apply to the Sugar and Vanaspati Section as well as to other Sections in the Ministry, it has to be pointed out that the work handled in this Section, has progressively increased after it was first created. At the time that this Section came into existence it had to deal only with Sugar and Sugarcane policy, the administration of the Sugar excise and profit funds, and policy and important matters of administration concerning vegetable oil products. With the passing of the Industries (Development and Regulation) Act, Government have had to take over certain factories under their control. The appointment of Controllers for these factories, issue of directives and dealing with references received from the Controllers and administration under the Industries (Development and Regulation) Act are all handled in this Section. Besides, Government have had to import a large quantity of Sugar in 1953 and these imports are made on Government account.

The Sugar and Vanaspati Section handles this work regarding imports and distribution of sugar. Recently it has also been decided that this Section should handle the setting up of a Development Council for Sugar under the Industries (Development and Regulation) Act, the administration of Indian Central Sugarcane Committee and the Sugar and Sugarcane Institutes which were till recently managed by the Indian Central Sugarcane Committee. For these reasons it has been found necessary to enlarge the number of secretariat sections from one to three in the Sugar and Vanaspati Division. Corresponding reductions of staff have been made in other sections of the Ministry and in the office of the Indian Central Sugarcane Committee to the extent that the increase of work in the S. & V. Section was caused by transfer of work from these offices. Administrative re-organisation is a continuous process. As the work expands, it becomes necessary to expand the secretariat and other organisations which are required for handling the growing volume of work. The Ministry realise that it is necessary to avoid duplication or overlapping but efficiency will only suffer and work cannot be done properly if retrenchment is made haphazardly or without serious consideration of its consequences.\*

§ 3(ro) *Commodity Sections.*—The Committee feels that the volume of work in the two Commodity

It is difficult to understand how the Committee has come to the conclusion that the volume of work handled in

Sections is not more than what can be handled in a normal section and accordingly recommends that the two Commodity Sections should be amalgamated into one Section and the staff of one Section reduced.

(Minus 1 Section Officer, 3 Assistants and 4 Clerks.)

the two Commodity Sections is not more than what can be handled in a normal Section. The present strength of the two Sections consists of two Section Officers, fourteen assistants and nine clerks. The number of references handled in the two Sections annually is of the order of 21,000. This works out to 5 references per assistant per working day. This is what can be reasonably expected of an assistant and this conforms also to the standard laid down for all Secretariat Sections by the Home Ministry. Moreover, it is not merely the number but nature of the references which determines what the size of a Section should be. The nature of the work handled in the Commodity Sections, is pretty complicated. The Sections are not, therefore, overstaffed and one of them cannot be retrenched.\*

- 6 3(e) *Establishment Sections.*—There are two Establishment Sections at present. Taking the volume of work into consideration there does not appear to be any justification for having two Sections for performing identical functions. These two Sections should be amalgamated into one and the staff of one Section surrendered.

(Minus 1 Section Officer, 3 Assistants and 6 Clerks.)

The Committee has remarked that the two Establishment Sections perform identical functions and it is possible to surrender one of the two sections. The Ministry would point out that the functions performed by the two Sections are not at all identical. One of the Sections deals with gazetted and non-gazetted staff of the Agriculture Division numbering about 450, while the other Section deals with general services, such as, the care of furniture and stores, buildings and equipment, stationery, staff cars and the Class IV Staff of the Ministry who number more than 400. Thus the function performed by the two Sections are entirely separate and it is not possible to merge them into one.\*

- 7 3(ei) *Institutes Sections.*—There are three Institutes Sections dealing with the work emanating from

The Committee has suggested that there should be greater delegation of powers to the Heads of Institutes and

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\* (D. O. from Minister of Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954.)

the Research Institutes manned by three Section Officers, sixteen Assistants, eight clerks and one Collator. The Committee does not think that references from the Research Institutes are of such a nature as to require handling at lower levels. The Institutes have their own administrative Officers and schemes submitted by them are duly vetted by experts. The work of the three Institutes Sections should be concentrated in two sections and the staff of one section surrendered.

(Minus 1 Section Officer, 5 Assistants and 4 Clerks.)

8 3(vii) *Supply Coord. and Machinery Section.*—As the supply position of the controlled raw materials like iron, steel, etc. has improved, and the State Governments may not be experiencing much difficulty in getting their requirements from the Ministry of Commerce and Industry there is no justification for co-ordination work. The Committee recommends that the residual work, if any, should be taken over by some other Section. The existing Section should be wound up.

(Minus A Section Officer, 5 Assistants, 1 Statistical Assistant and 4 Clerks.)

pending this re-organisation the work of the three Institutes Sections should be concentrated in two Sections and the third Section should be surrendered. It is not understood how any retrenchment can be made before re-organisation has taken place. The Ministry are certainly willing to examine whether by a large delegation of powers to the Heads of Institutes, references from them to the Secretariat can be reduced but until this examination has taken place it is premature to suggest that any retrenchment should be made.

This Section deals with the procurement and allocation of iron and steel, coal, cement, etc., according to the State Governments' requirements. Procurement is arranged by placing indents on the Directorate General of Supplies and Disposals. It also assists speedy movement of various stores under the G.M.F. Schemes for construction of tube-wells under T.C.A. Programme besides dealing with questions of policy in regard to the import of diesel engines, pumping-sets, and other agricultural machinery. The iron and steel procured under T.C.A. Programme is controlled and distributed by this Section. It is thus essential to retain this Section in the interest of unhampered prosecution of the G.M.F. Campaign.



9 3(viii) *Policy Co-ordination Section*.—As the Director of Economics and Statistics has the status of an *ex-officio* Deputy Secretary the functions of the Policy Co-ordination Section can as well be performed by the Directorate. This Section should be abolished.

(Minus 1 Section Officer, 6 Assistants and 4 Clerks.)

10 3(ix) *Grow More Food (Schemes) Section and Production Section*.—Since the functions of these two Sections are more or less identical the Committee recommends that these two Sections should be amalgamated into one Section and the staff of one Section surrendered.

(Minus 1 Section Officer, 5 Assistants and 4 Clerks.)

For the reasons given in para 4 (*vide* reply to S. No. 1), it is not possible to transfer the work at present done in Policy Co-ordination III Section to Economics & Statistics Directorate and abolish the Section.\*

Even from the list of functions given against each of these Sections by the Committee it is obvious that the functions performed by them are not identical and yet it is strange that the Committee has remarked that these functions are more or less identical. The Production Section deals with co-ordination of the work of all the sections of the Production Division and its functions are wide in scope comprising administration of central mechanised farms including farms for resettlement of landless labour, crop-competition, subsidiary food crops, short term crops, land utilisation, etc., while the G.M.F. Section concentrates only on G.M.F. schemes. These schemes which are worked as part of the five year developmental plan are spread all over the country and the work relating to the G.M.F. involves not only the receipt, detailed scrutiny and sanction of programmes from each individual State but also keeping a close watch over the execution of the programmes in relation to the Plan in collaboration with the Planning Commission. The broad results of G.M.F. schemes certainly come

\* (D.O. from Minister for Agriculture No. C-1487/54/MA, dated the 22nd May, 1954.)

- 11 3(x) *Special Section.*—As the proper upkeep of files of secret nature is the responsibility of senior Officers the Committee sees no justification for retaining four clerks for the purpose. The Section should be reduced.

(Minister 2 Clerks)

within the purview of the Production Section but the detailed work of G.M.F. Schemes requires a full-fledged Section for handling it. It is, not therefore, possible to merge the two Sections into one.\*

†The Committee has recommended that the Special Section in the Ministry consisting of 4 clerks should be reduced as the proper upkeep of files of secret nature is the responsibility of senior officers. The Special Section is meant not only for keeping secret files but also for typing notes of a confidential nature for the Committees of the Cabinet or for circulation among senior officers of the Ministry. It is responsible also for the receipt and despatch of confidential letters. In the absence of such a section, the valuable time of senior officers would be wasted in routine work and senior officers would not be able to attend to their more important work, which is to advise Government on matters of policy and administration and to see that the policy of the Government is properly carried out. It is, therefore, hoped that the Estimates Committee will concede that it is not in the interest of work to reduce the Special Section of the Ministry. D.O. from Minister for Agriculture No. C-1487/54/MA dated the 22nd May, 1954 as amended by D.O. No. F.5-9/53-Adm. Coord., dated the 3rd February 1956.

Para 3(xi)—For the reasons given against Serial No. 7 it is not practicable to abolish one of the two Directorate Sections.\*

- 12 3(xii) *Directorate Sections.*—There should be greater decentralisation of functions with a view to effecting quicker despatch of work. The Heads of the Directorates should be given greater

administrative powers so that the number of references from the Directorates to the Secretariat is considerably reduced. The two Directorate Sections should be amalgamated into one Section and the staff of the one Section surrendered.

(Minus 1 Section Officer, 5 Assistants and 4 Clerks).

13A 4 *Officers (Secretaries).*—Consequent on the reduction in the number of Sections, the Committee recommends the abolition of three posts of Under Secretary out of the seven posts at present sanctioned for the Agriculture Wing of the Ministry.

(Minus 3 Under Secretaries).

13B 5 It should be ensured that Advisers are employed only on the technical part of the work and are shorn of all administrative duties.

14 6(i) *Palm Gur Advisers.*—The Committee does not see any necessity for the continuance of the posts of Palm Gur Advisers and recommends that these posts should be abolished.

(Minus 1 Palm Gur Adviser, 1 Deputy Palm Gur Adviser and 1 Assistant Palm Gur Adviser).

In view of what is stated in the preceding paragraphs, this Ministry is of the opinion that consistent with the requirements of efficiency and expeditious disposal of work there is no room for reduction in the strength of officers and the staff. (a)

23

Advisers and Technical Officers are already utilized for doing technical work only and are not burdened with any administrative work except to the extent they must deal with administrative matters as Heads of their respective organisations. (a)

Please see reply to S. No. 2.

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(a) (D.O. from Minister for Agriculture No. P. C-1487/54/M.A., dated the 22nd May, 1954).

15 6(ii) *Assistant Live-stock Officer.*—The Committee considers that the functions of the Assistant Live-stock Officer can be taken over by the Assistant Cattle Utilisation Adviser. The continuance of the post of Assistant Live-stock Officer in the Ministry is not necessary.

(Minus 1 Assistant Live-stock Officer.)

The posts of Assistant Livestock Officers have been created in connection with the implementation of Key Village and Gosdan Schemes on which, to a large extent, will depend the future development and well-being of the Indian Cattle. Those Technical Officers are necessary for proper co-ordination and supervision of the working of the Schemes. If such supervisory posts are done away with, the progress of the Schemes will be retarded and it may become difficult to achieve the targets envisaged in the Five Year Plan. (a)

16

6(iii) *Bone Meal Adviser.*—The functions of the Bone Meal Adviser should be taken over by the Animal Husbandry Commissioner in the I.C.A.R. The post should be abolished.

(Minus 1 Bone Meal Adviser.)

23

The work done by the Bone Meal Adviser is of quite a different nature from that done by the Animal Husbandry Commissioner. The main function of the Bone Meal Adviser is to advise the Government about utilization of bone meal as manure, while the Animal Husbandry Commissioner advises Government on livestock development and allied subjects. The Bone Meal Adviser is directly connected with the G.M.F. Campaign and has to tour the States extensively to develop the industrial potentialities of manufacturing bone meal for manurial and other uses. This is a type of work which has not even a remote connection with the functions of the Animal Husbandry Commissioner. (a)

The post of Bone Meal Adviser has since been abolished (D.O. from the Minister of Agriculture No. F. 23-8/57 Adm. Coord. dated the 20th March, 1957)

17 6 (iv)

*Technical Officer (Dairy Development).*—The Committee is not convinced of the necessity of an additional Officer to assist the Deputy Dairy Development Adviser. This post should be abolished.

(Minus 1 Technical Officer, Dairy Development).

18 7

*Stenographers and Personal Assistants.*—The Committee considers that the number of Stenographers and Personal Assistants is rather high and there is scope for reduction. The Committee recommends a strength of 17 Stenographers and 6 Personal Assistants.

(Minus 6 Stenographers and 1 Personal Assistant).

It is necessary to retain this officer in the interest of development of the Dairy industry. He is the only Officer who assists the Deputy Dairy Development Adviser and abolition of the post of Technical Officer is bound to handicap the Deputy Dairy Development Adviser considerably. (a)

The desirability of providing adequate stenographic and secretarial assistance to officers need not be stressed. As a matter of fact, it makes it possible for an officer to deal with important matters himself and with expedition. In the light of this it will be a wrong step to curtail the existing number of stenographers and personal assistants attached to Ministers and other high officials. The Committee has suggested in some cases replacement of Personal Assistants by Stenographers. It is relevant to point out in this connection that the only difference between a Personal Assistant and a stenographer is the fact that the former is given an allowance when he works for officers of and above the rank of a Joint Secretary. In other words, converting a Personal Assistant into a stenographer means only a relatively small saving. The reason for the grant of such allowance is connected with the importance and confidential nature of a considerable portion of the work of these officers. Enquiries made from some other Ministries show that the number of Personal Assistants attached to the Ministers and Secretary in this Ministry is not high. This Ministry is however, prepared to accept the proposal to set up

a pool of stenographers for Advisers and other Technical Officers. The actual strength of stenographers in the Pool will to a large extent, depend on the number of officers to be actually served. (a)

*S. Nos. 1-19*

19 8 *Class IV Staff.*—The Committee has not examined the requirements of Class IV Staff for the Secretariat as a whole, but thinks that consequent on the reduction in the number of certain sections and diminution of Staff there will be corresponding reduction in the strength of Class IV Staff.

It may be added that the Special Re-organisation Unit composed of the representatives of the Ministries of Home and Finance had examined the set-up of the Secretariat of the Ministry and its Attached offices. A large number of the recommendations of the Unit in respect of Attached and Subordinate offices was recently accepted and implemented. This has resulted in approximately 276 posts being abolished and an annual saving of Rs. 5,38,000 being effected. The S.R.U. is expected to go into the question of fixing the strength of the Secretariat of the Agriculture Wing as soon as it is in a position to do so and the recommendations of the Estimates Committee will no doubt be taken into account by the Unit before finalising the set-up of the Secretariat of the Agriculture Wing and its strength.

(D.O. from Minister for Agriculture No. C. 1487/54/M.A. dated the 22nd May, 1954).

The set-up of the Agriculture Wing of the Ministry of Food & Agriculture was reviewed by the Special Reorganisation Unit in June 1954. This Unit made

their preliminary recommendations in respect of the strength of the staff of the then existing Sections which numbered 34. In August 1954, it was decided that the Members of the S.R.U. should hold personal discussions with the representatives of the Ministry in order that a decision on the staff requirements of each Section could be taken. The recommendations in respect of 13 Sections have so far been discussed and agreement reached only in respect of 6 Sections. The staff requirements of the remaining Sections of the Ministry are yet to be discussed with the S.R.U. The Unit has not so far examined the strength of officers in this Ministry.

In this connection it may also be mentioned that the activities of the Ministry have increased considerably during the last one year or so. The pace of the implementation of the First Five-Year Plan gathered momentum and the formulation of the Second Plan as regards the Agricultural Sector had to be coordinated. The total volume of work increased by over 35 per cent in 1955 as compared with 1954. The following figures of expenditure under the First Five-Year Plan give an idea of the steady increase in the work of the Ministry:

Year	Rs. (in crores)
1951-52	12.8
1952-53	16.0
1953-54	18.5
1954-55	32.7
1955-56	64.3 (Budget Provision).

(a) (D.O. from Minister of Agriculture No. C. 1487/54) M.A., dated the 22nd May, 1954).

Increased provisions have been made in the Second Five-Year Plan on Schemes relating to Dairy, Forest, Soil Conservation, Cooperation, Agricultural Institutes, Fisheries, Fertilisers, etc. The recommendations made by the S.R.U. about a year and a half back have, therefore, become completely out of date and we have had to create more Sections with a view to cope up with the increased work.

(Ministry of Food and Agriculture O.M. No. F. 5-15/55 Adm. Coord., dated the 16th January, 1956).

#### Forest Research Institute

20 There should be a drastic reduction in the expenditure being incurred on economically unproductive activities and there has to be a complete change or reorientation in the mental outlook of research workers. Full attention should be directed to researches that are of primary, immediate and practical economic importance and such researches should be continued to their developmental or pilot project stage.

21 Government should create a "Research Utilisation Fund" for giving trial as to whether the researches of applied nature are commercially exploitable by means of pilot plants or otherwise before recommending the exploitation of such results on a big scale.

#### and Colleges

The views of the Central Advisory Board on Forest Utilisation which met at Dehra Dun from January 11 to 13, 1954, as expressed in its resolutions are given below:

#### RESOLUTION

##### Estimates Committee

(1) Paragraphs 14-16. *Scope and functions of the Forest Research Institute and the setting up of a Research Development Fund for the purpose.*

The views of the President, Forest Research Institute, are as follows:—

"This Institute is unquestionably one of applied research, but such research has to spring from knowledge gained through 'pure' research on the physical, mechanical



and chemical properties of the protean material timber, which under Indian conditions may be derived from some 200 species. It is too often forgotten that this Institute is not merely a forest products research centre. It includes research branches in what may be called the fundamental subjects of botany, mycology, entomology and wood anatomy. Much silvicultural and ecological research must be classed as pure research. It should also be remembered that this is an educational institution and academic research cannot be entirely ruled out. Since this is the only research institute in India dealing with forestry and forest products and since Indian Universities rarely interest themselves in these fields, advances in fundamental forestry knowledge using the term forestry in its widest sense, have to depend on work done at or sponsored by this Institute or on the work of foreign research centres.

26

It is possible to go off the rails and overdo the fundamental side and get bogged down in pure research of little foreseeable practical value. It is precisely to prevent this from happening that we have periodic meetings of the Central Advisory Board on Forest Utilisation and the All-India Silvicultural Conference. Our research programmes are vetted and approved by these bodies, as well as by the State forest departments, so as to ensure that our research work is related to the practical requirements of the forest departments on the one hand and of large timber users such as the Railway Board and of the trade and wood-based industries on the other."

The Board endorses the above view and considers that fundamental research should continue to receive the full attention of the Forest Research Institute and that steps should be taken to ensure that results of research which are of economic importance should be developed until they can be taken up for commercial production. The Board notes that a Research Development Corporation has been established for the purpose of exploiting the inventions developed at the National Laboratories and Research Institutes, patents and inventions of different departments of the Government of India, State Governments, different Commodity Research Committees and other statutory Research organisations. While this Corporation will remove many of the difficulties experienced hitherto in ensuring rapid and adequate development of the results of research, the Board feels that in the particular context of this Institute, there may be many discoveries which may not have any immediate commercial value and therefore, may not fall within the scope of the Research Development Corporation. It, therefore, recommends that the Ministry of Food and Agriculture should examine the question from this point of view and take suitable steps to ensure that this gap too is bridged."

This Ministry concurs in the views expressed above. The recommendation made at the end of resolution

No. 1 is under the consideration of this Ministry and the conclusions reached in this regard will be communicated to the Estimates Committee in due course. (a)

23 19 Pilot plants should be put to commercial use to the maximum extent when they are not being used for experimental purposes, as their continued use would yield a substantial income to the Institute and provide intensive training to students and apprentices. At the end of each year, the extent of operation of the plants for experimental purposes and for commercial purposes should be indicated to justify the heavy expenditure, both capital and recurring, incurred on them. The income and expenditure pertaining to these pilot plants should be shown separately.

The views of the Central Advisory Board on Forest Utilisation which met at Dehra Dun from January 11 to 13, 1954, as expressed in its resolution are given below. This Ministry concurs in the views expressed therein.

"(a) The Board agrees that the existing pilot plants should be utilised to the maximum possible extent for intensive training of students and apprentices from the industry in this country.

(b) The Board requests the Government of India to take early steps to appoint a Committee for drawing up a syllabus for training courses in pulp and paper technology. The establishment of such a Committee was recommended by the Expert Committee appointed in 1947 for the Re-organisation of the Cellulose and Paper Branch.

(c) The Board is of the view that as soon as the new pilot paper plant is set up, attempts should be made to investigate the possibility of utilising its capacity which may be surplus to the requirements of research and training. In so doing the Board considers that the staff engaged on research and training should not be diverted for the organisation of commercial production.

(d) In view of the fact that the capacity of the old paper plant is being fully utilised for research and production, the Board considers that there is no further scope for commercial utilisation of this plant.

(e) The Board does not agree that pilot plants should be put to commercial use, unless this can be done without detriment to the main research and training activities of the Forest Research Institute. The Board also points out that in foreign countries where such a plant is installed in similar institutions, it is exclusively used for research and training and for helping the industry of the country.

(f) As the manufacture of synthetic resin for the plywood and plastic industries and glues in this country is of great importance, the Board requests the Government of India to take early steps for the erection of a plant for the manufacture of necessary chemicals like urea, phenol and formaldehyde.

(g) The Board recommends that adequate funds should be provided to the Forest Research Institute for undertaking pilot scale trials of promising products."

(D. O. from the Minister for Agriculture No. C-1487/54/ M.A., dated the 22nd May, 1954).

20 As the work of the F.A.O. expert is reported to be hampered by lack of staff, tools and implements, the requisite expenditure should be sanctioned so that the services of the expert are fully utilised.

21 Facilities and assistance provided by Government to social/recreational clubs catering at present only to a particular class of employees should be extended to all classes.

22 The President of the Institute should preferably be a technical man with requisite qualifications, as a technical Head alone could assess the research results.

Recreational facilities for the subordinate staff is a matter to which they will have to subscribe themselves. All that is necessary is to provide them with decent premises which will be done. (a)

The Committee has apparently given undue importance to research. The Institute is primarily a Forest College. A scientist, however distinguished he may be in his particular field, cannot possibly direct education in forestry. Since, however, the Institute has a wing of Forestry Instructors, perhaps, the best solution may be to have the post of the President filled alternately by a scientist and a forest officer, who is also a technical man. The recruitment rules to the post, however, provide for the selection of both a forest officer and an eminent scientist according to the exigencies of the public service. This Ministry does not consider it necessary to change the present rule. (a)

23 The Head of the Institute should be styled as 'Director of Forest Education and Research'.

The Ministry does not consider that any useful purpose will be served by changing the designation of the Head of the Institute which has been in force for about half a century and is well-known throughout the forestry world. (a)

29 The recommendation made by the Reorganisation Committee in respect of the levy of cess on all sales of timber and other forest products should be implemented.

The view of the Central Advisory Board on Forest Utilisation which met at Dehra Dun from January 11 to 13, 1954, as expressed in its resolution is given below. The Ministry concurs in the views expressed therein.

“(i) The Board considers that the levy of cess on raw materials will increase the cost of production and may adversely affect the industry. It is, therefore, opposed to such imposition.

(b) The Board considers that the views of the Advisory Committee of the Indian Paper Industry be solicited on the question raised by the Committee”.

As a result of the recommendations of the S.R.U., 101 posts as detailed below have been abolished giving an average saving of Rs. 2,03,000 per annum.

	Exist- ing	After imple- menta- tion of the SRU Report	Differ- ence	Saving per month	Rs.
Class I . . . . .	40	36	—4	—5723	
Class II . . . . .	36	35	—1	—632	
Class III . . . . .	359	332	—27	—5223	
Class IV . . . . .	476	407	—69	—5318	
<b>TOTAL</b> . . . . .	<b>911</b>	<b>810</b>	<b>(—)101</b>	<b>(—)16896</b>	<b>or Rs. 203,000 per annum.</b>

The Ministry would add that the paper and straw board industry is included in the schedule to the Industries (Development and Regulation) Act of 1951. Under this Act, a cess upto 1/8 per cent on the value of these commodities can be levied. The Advisory Committee of the Indian Paper Industry is, therefore, being consulted through the Ministry of Commerce and Industry.

As regards the levy of a cess on the sales of timber the proposal was considered by the Central Board of Forestry in 1951 and was not approved. This Board is constituted at the level of Ministers of States in charge of Forests (*vide* Appendix II).

The Standing Committee of the Board also considered the question and strongly supported the recommendation of the Central Advisory Board on Forest Utilization that no cess should be levied on sales of timber.

(D. O. from Minister for Agriculture No. C. 1487/54/MA dated 22nd May, 1954)

A detailed note stating how the timber industry would be adversely affected by the levy of a cess of 1 per cent on the sales of timber and other forest produce and the approximate amount that would be collected by levying is given below.

Timber trade is in the hands of the State Governments and they have not been in favour of levying cess of 1 per cent on the sale of timber since they feel that this cess would adversely affect their revenues in that they fear that lower prices for their trees and timber would be realised. The State Governments feel that part of the revenue would thus be diverted towards the

Centre which should normally come to the State exchequer. The industry on the other hand also objected strongly to the levy of the cess on the ground that these industries were already paying sales tax and a cess on finished products, such as plywood and paper. Another cess on raw material would be a heavy burden resulting in a high cost of manufacture to the great detriment of the interests of industry. This matter was discussed at a meeting of the Central Advisory Board on Forest Utilization held in January 1954, and the representatives of the Associated Chamber of Commerce and Industry and of the plywood industry strongly objected to the levy of the cess.

As regards the gross revenue that is likely to be collected it is difficult to give a correct estimate but it is likely to be in the region of 20 to 30 lakhs per annum.

(Ministry of Food and Agriculture O.M. No. F.5-2/55 Adm. Co-ord. dated the 1st February, 1955.)

32 The Rangers' College should be amalgamated with the Indian Forest College so that substantial economy in expenditure on account of reduction in supervisory, teaching staff and in ministerial establishment shall accrue.

33 The training expenses (excluding excursion expenses) in the Indian Forest College should be reduced and brought to the level of those in other professional colleges, and

There is little to be gained and much to be lost by amalgamating the two colleges. For, the scale of instructors laid down is 2 per class, and this by no process of coalition can be reduced. The number of instructors has been arrived at after an experience of 80 years.

It may be noted that the Centre does not spend anything on these colleges. They are self-supporting. The expenditure is met by the States which sponsor their officers for training at our colleges. The



if possible, to that of science colleges so as to be within the reach of persons of average means.

contribution of the States for the purpose is on a *per capita* basis. It is incorrect to characterize the contribution of the States as tuition fees. As a matter of fact, no tuition fees, which correspond to the fees charged in foreign schools of Forestry, are charged at our Colleges. Surely, one would not expect foreign countries to pay a *per capita* contribution for the maintenance of a college in this country.

A comparison with the expenditure incurred at the Engineering University, Roorkee, would be instructive :

Institution	Period of 3 years, 1950-51, 1951- 52 and 1952- 53		Average annual expenditure per student	Average annual contribution per student
	Total recurring expenditure	No. of students		
The three Forest Colleges	Rs. 17,11,079	817	Rs. 2,094	Rs. 2,046
Roorkee University	38,23,998	1,092	3,502	..

(D. O. from the Minister for Agriculture  
No. C. 1487/54/MA dated the 2nd May, 1954)

34 After bringing down training costs as suggested above, students should be admitted by open competition and, if necessary, seats may be reserved for various States with competition for admission confined to students of respective States. The trainees will have to compete for appointment in Forest Department. The advisability of affiliating the college with some University may also be considered to enable judgment of the standard of education by some independent body.

35 It is desirable that only such students should be admitted as possess educational qualifications fitting them up for studies in Forestry e.g., a degree in Agriculture, so that the course can either be reduced in duration by one half or made more efficient and comprehensive.

Against the background of the comments on recommendation 33 above, these observations have little to commend themselves. We cannot interfere with the mode of recruitment adopted by States which hold their own competitive examinations through their own Public Service Commissions. It should be remembered that Forest Colleges are like the I.A.S. and I.P.S. Training Centres intended for probationers already selected by the States. The only employers of forest officers are the States who own all the forests of the country.

The modification of qualifications to allow only the agricultural graduates for the course will eliminate mathematics and physics graduates who stand us in good stead in forest management and forest mensuration. Forestry is dependent on a composite study of various sciences, and it will not be advisable to rule any of these out for the considerations pointed out. Such measures will detract from the versatility of Forest Departments. As a matter of fact the Board of Forestry has recommended the extension of the course by one year.

The proposal to affiliate the Forest Colleges with the Delhi University was seriously considered

and dropped for the same reason as the I.A.S. and I.P.S. Training Colleges are not affiliated to any University.\*

36 There should be only one person to be designated as Director of Forest Education and Research in charge of the whole Institute (including Colleges) and who should be assisted by the Principal of the Forest College at Dehra Dun. The posts of the Director of Forest Education and the Principal of the Rangers' College may be abolished with consequential reduction in staff as a result of amalgamation. Under the arrangements proposed, the Professor-in-charge of various subjects in the Forest College will also be responsible for the teaching of their respective subjects to the Rangers' class. Similarly Research Officers will also continue to give lectures to the students as heretofore.

The Special Reorganisation Unit of the Ministries of Home Affairs and Finance went at great length in examining the set-up at the Forest Research Institute. They recommended the abolition of several posts, the chief among which was the post of the Vice President. Instead, they recommended that one of the Chief Research Officers should, in addition to his duties, be made to function as Personal Assistant to the President. For these additional duties, the P.A. is to get a special pay of Rs. 100 per mensem. The recommendations of this Committee have been accepted *in toto*. Further reduction of the post of the Director of Education so soon after the most careful examination by the above mentioned Unit is hardly justified. The Director of Education will, in addition to his duties, assist the President on the Forestry side, and Chief Research Officer acting as Personal Assistant, on the scientific side. The functions of the Director of Education can be defined further. The Ministry of Food and Agriculture is, therefore, in favour of the retention of this post.

The posts of the Principals of Rangers' Colleges at Dehra Dun and Coimbatore on the scale of Rs. 1200-50-1400 were abolished long ago.

\* (D. O. from Minister for Agriculture No. C. 1487/54/MAD-22nd May, 1954.)

Instead, the Senior Instructor is designated as the Principal as a matter of courtesy. For this additional work he gets a special pay of Ra. 100/-. There is, thus, no question of the reduction of a post.

(D.O. from Minister for Agriculture  
No. C. 1487/54/MA, dated the 22nd May, 1954.)

38 All discoveries and processes made at the Institute, in future should be patented in the name of the Government and no single person working in a Government institution should be allowed to exploit commercially the fruits of the researches, which in a large number of cases are the results of a collective effort. In exceptional cases, however, due recognition may be given to authors of outstanding researches.

The views of the Central Advisory Board on Forest Utilisation which met at Dehra Dun from January 11 to 13, 1954, as expressed in its resolutions are given below. This Ministry concurs in the views expressed therein.

“(a) The Board considers that the Estimates Committee was presumably not aware of the fact that under the present rules no officer working in a Government institute is allowed to take out patents in his own name in respect of an invention arising out of his official work. The instance cited by the Estimates Committee refers to a period when the present rules were not in force.

(b) The Board feels that the processes developed at the Forest Research Institute should be made readily available to the industry of this country.

(c) The Board also considered a suggestion that inventions at the Forest Research Institute should

not be patented, and is of the opinion that this would be unwise, as it would enable others to patent inventions in their own name and thereby have a sort of monopoly to exploit the processes for the benefit of a few individuals.

(d) The Board, therefore, recommends that the present policy, which is sound, should be continued whereby a patent is taken by the Institute in the first instance and thereafter the process is disclosed to industrialists in accordance with the policy of Government. Ordinarily no monopoly rights are given."

*(D.O. from Minister for Agriculture*

*No. C. 1487/54/MA, dated the 22nd May, 1954.)*

#### Statistical Organisations.

39 On an examination of the functions and organisation of the Directorate of Economics and Statistics the Committee feels that there is considerable scope for reduction in staff by decentralisation of some of the activities, elimination of work of routine nature and avoidance of work of doubtful value. Inasmuch as the main function of the Directorate is to render economic advice to the Ministry and to assist it in the formulation of agro-economic policies. There is need for expert advice to assist the Ministry.

41 This Directorate is the only organisation under the Central Government, the primary function of which is to render economic advice to the Ministry of Food and Agriculture and to assist it in the formulation of agro-economic policy, which the Committee itself admits to be indispensable. For this purpose the Directorate collects and compiles economic intelligence and statistical data relating to food and agriculture and also prepares various notes and memoranda on policy matters required by the Ministry. The functions of the Directorate are clearly marked and there is absolutely no overlapping between the functions of this office and of any other organisation under the Government of India. No other Ministry collects the data which the Directorate is collecting. Similarly

the C.S.O. by its very constitution [please see comments on para. 42(iii)] is not required to do the type of work which the Directorate is doing. If the work done in the Directorate is decentralised as between different sections of the Ministry of Food and Agriculture it would not only affect very adversely the quality of the work which is now being done under the direct supervision of competent economists, but there would be also considerable duplication as well as increase of staff, especially of a supervisory character. There would, therefore, be no advantage in decentralising this work as between the various sections of the Ministry of Food and Agriculture. As between the Central Government and the States, there is already the maximum possible decentralisation. All work which can be done by the State Governments is being done by them at present and the Directorate concerns itself only with the co-ordination of the work done by the State Governments, giving them necessary technical guidance and the compilation of such data as are required from the all-India point of view. Besides the preparation of various technical notes and memoranda on matters relating to economic policy required by this Ministry, the Directorate has to issue over 70 crop estimates and a number of agro-economic and statistical

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publications of various periodicity, many of which are statutory obligations. The Directorate is the only original source for the data and information contained in these estimates and publications and if any of these is discontinued there will be a lacuna which no other agency will be able to fill up. If similar information is found in any other publication, say of the Commodity Committees or the Reserve Bank or the Research Institutes, that does not mean that they collect it themselves. They merely copy the information out of the publications of the Directorate which as has been said earlier is the only original source for such information. Moreover the work of preparing these estimates and of compiling these publications is not only highly technical but has also to follow a certain time schedule. Similarly the various technical notes and memoranda required by the Ministry have also to be prepared within a certain time limit. Work of such a technical nature which has to follow a certain time schedule cannot be done unless there is an adequate number of competent officers at different levels. Judged by the volume and nature of the work the Directorate is really under-staffed than otherwise. The usual secretariat standard of number of receipts etc. is not necessarily a correct criteria since many of the receipts and notes relating to technical subjects require much longer time to dispose of than an ordinary one. But judged even by the usual secretariat standard the volume of work in the Directorate is very heavy compared

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to the existing staff as would appear from the following annual figures :—

Total receipts handled . . . . .	1,21,300
Number of statements prepared . . . . .	8,000
Number of research notes prepared . . . . .	1,780
Number of publications prepared . . . . .	40
Number of graphs, maps etc. prepared . . . . .	4,200

The shortage of staff is particularly marked at the senior officers' level. As against 4 Sections which is the normal charge of one Deputy Secretary assisted by two Under Secretaries, the Economic and Statistical Adviser has to manage 14 Branches in the Directorate with the assistance of only five Class I Officers. It is the experience of this Ministry that the work load of these officers has been consistently very heavy during the past few years. The type of technical work which they have to undertake also requires much more time and concentration than ordinary office work entails. They have also to do a large volume of Conference work. By any criteria, therefore, the volume and pressure of work in the Directorate is very heavy. There is, therefore, not only no scope for further reduction in the work but there is in fact an urgent need for augmenting the staff of the Directorate to deal with the work relating to agro-economic research, farm management and



costs, study of land problems etc., which it has not been possible to develop adequately owing to tight staff position in the Directorate. The Indian Society of Agricultural Economics has been pressing for a long time that the Government of India should undertake more intensive studies in agro-economic problems on the model of the work done in the U.S. Bureau of Agricultural Economics. The Agricultural schemes under the Five Year Plan require careful scrutiny from the agro-economic point of view while the various agro-economic survey schemes require technical co-ordination and guidance. The Commodity Controls Committee have recently recommended that this Ministry should set up a machinery to determine expeditiously the costs and prices of various competing crops and keep the inter-commodity and inter-State price parity under constant vigilance. All this work will have to be undertaken by the Directorate in addition to its normal work of economic advice and will require considerable strengthening of staff, especially at the officers' level.

It may not be out of place to mention here that the existing strength of the Directorate is much less than that of similar organisations in the U.K. and U.S.A. as shown below in spite of the fact that Agriculture is much more important for India than for U.S.A., and U.K.

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Bureau of Agricultural Economics of U.S.A. Statistics and Intelligence Division of the Ministry of Food and Economics and Statistics Division of the Ministry of Agriculture in U. K. . . . .	Staff 1-436  550
Directorate of Economics and Statistics (Ministry of Food and Agriculture). India . . . . .	180*

\* (Includes 33 peons and daftries and 43 ministerial staff).

(D.O. from Minister for Agriculture No. C 1487/54/MA dated 22nd May, 1954, as amended by Ministry of Food and Agriculture D.O. No. F. 5-9/53-Adm. Co-ord. dated the 3rd February, 1956).

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40 42 The Committee, however, is not convinced of the necessity of as many as six Officers with various designations for rendering economic advice to the Ministry of Food and Agriculture. Accordingly, it recommends a reduction of three posts in the strength of such Officers.

It is not correct to say that these six officers are intended only for rendering economic advice. The Economic and Statistical Adviser is also responsible for collecting agro-economic data and statistics and administering the Directorate of Economics and Statistics. As such he has got very heavy administrative and technical responsibilities and for discharging these responsibilities efficiently, the assistance of five senior officers is absolutely indispensable. As against four sections, which is the normal charge of one Deputy Secretary assisted by two Under Secretaries,

the Economic and Statistical Adviser has to manage fourteen branches in the Directorate and one section in the Ministry with the assistance of only five senior officers. Owing to shortage of branch officers, some of the branches in the Directorate are now being held directly by one or the other senior officers. They represent the Ministry of Food and Agriculture at various Meetings and Conferences. Their charge generally consists of three to four branches as against two branches under the Under Secretaries in the Ministry and their duties are in no way less onerous than those of the latter. One of the two Deputy Economic and Statistical Advisers supervises the work of two Assistant Economic and Statistical Advisers with six technical branches (*viz.*, Agricultural Co-ordination Branch, Commodity Economics Branch, Land Economics Branch, Rural Institutions Branch, Library and Journals Branch and Integrated Production Branch) and the other supervises the work of one Assistant Economic and Statistical Adviser with five technical branches (*viz.*, Agricultural Intelligence Branch, Agricultural Prices Branch, Graphs Branch, Development Branch and Food Economics Branches) and one Administrative Officer with three administrative Branches (*viz.*, Establishment Branch, Publications Branch and Typing and Central Registry Branch) besides helping the Economic and Statistical Adviser in his advisory work. In view of this there is absolutely no scope for reduction in the number of senior officers in the Directorate.

In this connection it may also be mentioned that out of six posts of senior officers in the Directorate four posts (one E.S.A., one D.E.S.A. and two A.E.S.As) have been made permanent *w.e.f.* 1-8-52.

It may be further pointed out that while the industrialists can afford to employ their own economists to prepare their cases, and the Chambers of Commerce have also competent economists on their staff, the agriculturists in this country are poor and unorganised and except for the new economists in Government, there is no staff to prepare their case and look after their interests. If the strength of the senior officers of the Directorate of Economics and Statistics in this Ministry is cut down by 50% as proposed by the Estimates Committee, the interests of the agriculturists will suffer very gravely indeed and may be lost by default. The real bottleneck today is in the supply of competent senior officers and there is a strong case for an increase and not retrenchment in their number.

(D.O. from the Minister for Agriculture No. C. 1487/54)  
*MA dated the 22nd May, 1954*

(ii) The Committee suggests that the question of transferring all work relating to publication of bulletins, pamphlets, etc., of a statistical nature to the Central Statistical Organisation be considered.

As already stated, the work of the Directorate is mainly of Agro-Economic nature. The economic intelligence and statistics collected by the Directorate are intended to serve largely the needs of this office in its work of tendering advice to the

Ministry of Food and Agriculture on matters of agro-economic policy as well as for the preparation of various notes and memoranda on policy matters required by the Ministry. This work of collection and compilation of agro-economic intelligence and statistics is an integral part of the economic advice and cannot be separated from the latter without serious dislocation of work. The publications of the Directorate fall in two categories (1) purely economic and (2) economic-statistical. There are no bulletins, pamphlets etc. of purely statistical nature which could be transferred from the Directorate to the C.S.O. without seriously dislocating the work of this Ministry. Moreover, C.S.O. being responsible only for statistical co-ordination, does not publish any bulletin, pamphlet, etc. which relate to the activities of a single Ministry. It comes in only when two or more Ministries are concerned. There is no such bulletin or pamphlet issued by the Directorate of Economics and Statistics. Besides, the transfer of such work from the Directorate to C.S.O. will not lead to any overall economy of staff. On the other hand, there will be need for additional supervisory staff in the C.S.O. having the requisite knowledge of Agricultural Economics and Statistics, once the work is removed from the supervision of the Economics & Statistical Adviser of the Ministry of Food and Agriculture.

(D.O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954.)

(iii) A Committee should be appointed to undertake a detailed review of the functions and staff of the Directorate of Economics and Statistics with a view to examining what functions of the Directorate could be taken over by the C.S.O. without detracting from the efficiency of the Ministry. The minimum staff that will be required should be determined by the Committee.

The work of the Directorate is mainly of agro-economic nature. Its present name is somewhat misleading; it is in truth, a "Directorate of Agricultural Economics" as exists in certain foreign countries. As already stated in the detailed Memo., submitted to the Estimates Committee, the main function of the Directorate of Economics & Statistics is to prepare memoranda on current issues of agro-economic policy arising out of the work of the Ministry and to advise it on these issues. For this purpose, the Directorate has to collect some economic intelligence and statistics but this work cannot be separated from the main work of the Directorate without seriously detracting from the efficiency of the all important work relating to the Agricultural Planning in this country. In fact whatever statistical work could be profitably separated from economic advice, has already been separated by this Ministry and is being dealt with in the Statistical Branch of the Indian Council of Agricultural Research. It may also be mentioned in this connection that a fundamental feature of the U. S. Government's Agricultural Economics and Statistical Organisation is that most of it is located within the Department of Agriculture instead of being a branch of a Central Statistical Organisation with inclusive responsibilities. With the exception of the Bureau of Census in the Department of Commerce which takes the Census of Agriculture once in every five years no Governmental

Agency outside the Department of Agriculture is responsible for any considerable body of official statistics pertaining to agriculture. The position in the U. K. also is that the Central Statistical Office, which is part of the Cabinet Office, is concerned mostly with departmental statistics which are normally handled by the Ministries themselves.

The functions with which the C.S.O. is charged are also very different from those of the Directorate of Economics & Statistics, as will be seen from the following extracts from Resolution passed by the Standing Committee of Departmental Economists and Statisticians held on 10th January, 1949, and presided over by the Prime Minister :

1. Individual Ministries should continue to take full responsibility for planning their statistical programmes including methods for procedure, for the collection, compilation, publication and interpretation of Departmental data.
2. Since applied statistics with which Government are primarily concerned can be best developed in intimate contact with the subjects of application, the training of professional statisticians and Research in applied statistics should properly be the function of the Ministries concerned.

3. A Central Statistical Office should, however, be set up in the Cabinet Secretariat for co-ordinating statistical information obtained from the various Ministries in such a way as :—
- (i) to facilitate periodical appreciation of economic situation.
  - (ii) to undertake such statistical work as might be beyond the scope of any individual Ministry e.g., compilation of annual estimates of the national income.

In view of the position stated above, this Ministry feel that no review of the functions and staff of the Directorate as contemplated by the Estimates Committee is necessary.

(D. O. from Minister for Agriculture No. C. 1487/54/MA dated 22nd May, 1954.)

41 47 The entire expenditure on account of the statistical Wing of the I.C.A.R. should be borne by the Council itself from its Research Funds.

The Statistical Wing of the I.C.A.R. in addition to its other duties exercises administrative functions in as much as it scrutinises all schemes sponsored by the State Governments and the Central Institutes from the statistical point of view in the same manner as the Agricultural and Animal Husbandry Wings do in their respective spheres. This Unit also imparts training in statistics to the students nominated by the State Governments. The staff of the Statistical Wing



should, therefore, be treated like other staff engaged by Government for administering the research schemes. Apart from this, the suggestion has an inherent disadvantage, viz., that the staff of the Statistical Wing, if paid from the Research Funds, will not be treated as Government servants and consequently will suffer from non-stability of the tenure of service and this will affect the efficiency of work. Similar staff in other offices are maintained as Government servants. Besides a central cadre of Statisticians and Economists is being formed including the statistical staff of the I.C.A.R. and they will not be eligible for inclusion in the cadre if they are paid from research funds. Moreover the cess collected by I.C.A.R. is meant to finance as many agricultural research schemes as possible and any diversion of research funds for administrative staff purposes at the Centre will affect adversely the sources available for research.

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(D. O. from Minister for Agriculture No. C. 1487/54/MA dated 22nd May, 1954)

There is absolutely no overlapping between the functions of the Directorate of Economics and Statistics and the Statistical Branch of the Indian Council of Agricultural Research as will appear from the following:—

*Functions of the Directorate of Statistical Branch of the Economics & Statistics. I.C.A.R.*

(i) Preparation of notes and memoranda on current issues theory of statistics

42 49 Government should critically examine the need for two separate posts of Economic and Statistical Advisers, one in the Directorate of Economics and Statistics and the other in the I. C. A. R. Govt. should also examine how far the two bodies could be co-ordinated in order to avoid all overlapping and duplication.

of agro-economic policy arising and its application to  
out of the work of the Minis- agriculture and ani-  
try and advising it on those mal husbandry.  
issues.

(ii) Preparation of special perio- (ii) Post Graduate  
dical statements and reports Training of students  
either for the use of the Minis- in Agricultural and  
try or for submission to U. N. Animal Husbandry  
Bodies. Statistics, leading  
to a diploma in Agri-  
cultural Statistics.

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(iii) Collection, compilation, main- (iii) Provision of con-  
tenance and improvement of all sultative and advi-  
types of economic intelligence sory services to re-  
and statistics in the sphere of search workers in  
food and agriculture for the use agriculture and  
of the Ministry. animal husbandry  
working in the States  
and in Institutes of  
Research.

(iv) Publication of standard blue  
books of different periodicity  
based on the information col-  
lected;

The functions of the two organisations and type of qualifications and training required for the personnel manning these, are entirely different in as much as the Directorate of Economics and Statistics deals with the compilation and consolidation of data relating to area and yield of crops and other aspects of agriculture whereas the Statistical Branch of the I.C.A.R. is primarily connected with research in the science of mathematical statistics as applied to agricultural and animal husbandry research. It deals with the planning of scientific experiments and other investigational programmes and analysing and interpreting the results thereof.

It will thus be observed that there is no over-lapping or duplication between the functions of the two Advisers and that in view of the entirely different nature of their functions, it will not be possible to combine the two posts into one. (\*)

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#### *Central Fisheries Research Institutes*

43      62      Judging from the results of the experiments made over a long period it should be possible to determine whether the deep-sea fishing can be tapped as fruitful source of food. As the experiments carried out so far are not encouraging the Committee suggests, that a different procedure may be tried viz., handing over the Experimental Research Station to the Bombay Government or to any other maritime

Para 61. The view expressed by the Director, Zoological Survey of India (referred to in para 61 of the report) that Deep-Sea Fishing in India is neither economical nor practical under the present circumstances is only very partially correct. It is true that experiments in trawling carried out in India and some other countries in the East in the past have not been commercially successful. This was due to a number of reasons, the most important of which were lack of data about the

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\* (D. O. from the Minister of Agriculture No. C 1487/54/MA dated the 22nd May, 1954)

state willing to take it over and it may be provided with necessary funds by the Centre. To what extent and on what terms the State Government may take over is a matter for negotiation. The Committee hopes that the Central Government will consider the desirability of giving the subsidy for a few years to the State or States which take over this work.

location and extent of fishing grounds, unsuitable vessels, equipment and personnel, lack of shore, transport and marketing facilities, as mentioned in the Report itself. Now that some charting work off the coasts of Bombay and Saurashtra have been done in a systematic manner by the Central Deep-Sea Fishing Station and more or less adequate shore, transport and marketing facilities have become available at Bombay, a private Japanese Company based at Bombay has been landing from the grounds thus charted quantities of fish that are believed to constitute a world trawling record. A private Indian Company, West Coast Fisheries Ltd., based in Travancore, has also been landing at Bombay large catches from these grounds. Both these Companies are now very keen to expand their fishing fleets. This would clearly indicate that even under the present conditions which are far from ideal successful trawling operations can be carried on in Indian waters. The success achieved by these Companies is largely due to the work of the Deep Sea Fishing Station and it is, therefore, obvious that work of this kind has to be considerably expanded and this can best be done by the Central Government.

The statement of the Director, Zoological Survey of India, quoted in this para is factually incorrect. The depth of the North Sea varies between 10 and 100

tathoms and more. Many of the very good trawling grounds in the North Sea are at considerable depths. Through the number of species of fish in Indian seas is no doubt very much larger than that in the North Sea, the bulk of the catches of trawlers operating off the West Coast of India consists of 5 or 6 species only. In any case, so long as adequate quantities of edible and commercially important fish are landed by the trawlers, it is really immaterial as to how many kinds of fish constitute the catch. Judging by the operations of the Japanese Trawler, already referred to, and the remarkably large catches being landed by some of the Ceylon Government Trawlers it is incorrect to say that trawling has failed every where in tropical waters. The success of trawling operations in Ceylon has induced the Ceylon Government to go in for large trawlers under the Colombo Plan.

As already mentioned, failure of trawling operations in the past has been due mostly to the use of unsuitable vessels and probably, what is even more important, unsuitable technicians. Now that the Japanese have shown the way, there is no reason whatsoever to believe that trawling in our waters will not prove a success.

Para 62.—According to the Constitution of India fishing and fisheries in extra territorial waters and research are the direct responsibilities of the Central Government. The charting and exploratory work that the Central Deep-Sea Fishing Station is doing, is mainly for discharging these responsibilities. In a discussion in the House of the People on 16th September, 1953, the need of expanding and intensifying

exploratory and research work of this kind by the Government of India for developing the fisheries of the country was very strongly voiced by several members.

Their suggestion that the work of the charting and exploratory work of the kind being done by the Central Government should be passed on to some State Government is not very practicable. It is obvious that work of this kind cannot be self-financing and, if it is to be done at a loss, there is no justification whatsoever in passing on our responsibility to a State Government. Further, apart from West Bengal, no other State of India has any experience of work of this nature. If the work is to be continued, as recommended by the Estimates Committee there is no alternative to the Centre continuing it.

(D. O. from Minister of Agriculture No. C-1487/54/MA dated 22nd May, 1954).

44 The Committee recommends that the trawlers may be handed over free of charge to the State Government which takes over the Deep-sea Fishing Station.

63 The Cutters of the Deep-Sea Fishing Station have so far been engaged in the catching of bottom fish only. It is, however, proposed now to employ these vessels for 'Bull/Trawling' operations, which involve the catching of both bottom and mid-water fish at varying depths. For employing the trawlers for catching surface fish, considerable modifications would be

required. Other kinds of fishing operations for surface and mid-water fish will also be undertaken under the current T.C.A. Programme. (a)

45           64           Having regard to the slow progress made in the matter of research in deep-sea fishing and the poor results obtained so far, greater attention may be paid towards practical research; a higher place may be assigned in the order of priority to the former.

The implication that fundamental research is being carried on at the Deep-Sea Fishing Station is not correct. The work done at the Station is only for charting fishing grounds, assessing the suitability of different kinds of fishing gear, determining fishing seasons and training of personnel, which cannot be considered as fundamental as opposed to applied research.

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One important aspect of work of the Deep-Sea Fishing Station which the Estimates Committee have not taken into account, is in connection with the training of personnel. When exploratory fishing operations were started by the Central Government in 1948, the entire trained personnel had to be imported from abroad. A few private fishing companies that were in existence at the time or have started work subsequently have also been severely handicapped on account of lack of trained men. As a result of training given at the Deep-Sea Fishing Station, a stage has been reached when it is possible to more or less completely dispense with foreign technicians, except when new kinds of fishing operations are to be undertaken. Some of the men trained at the Station have even gone to State Government or private Companies.

(D. O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

A detailed note stating the present position of deep-sea fishing in the country is given below.

The Government of India, established a pilot experimental Deep-Sea Fishing Station at Bombay in 1946 with the objective of charting off-shore fishing grounds, determining fishing seasons, assessing the suitability of various types of fishing crafts and gear and training the personnel in modern techniques of powered fishing; the ultimate object being to demonstrate the commercial possibility of deep-sea fishing to private enterprise.

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The work of the Government of India Deep-Sea Fishing Station began in January, 1948 with a reconvered Basset Trawler. Its purchase and reconversion cost Rs. 4.36 lakhs. On account of lack of trained personnel in India, the entire technical staff, except for deck-hands, had to be remitted from abroad. A foreigner as Superintending Engineer was also appointed as incharge of the shore establishment.

This vessel, renamed S.T. 'Meena', operated for nearly 18 months, surveyed a fairly large area, mostly off the Bombay Coast, and during its operations landed about 165 tons of fish. It was decided to decommission 'Meena' with effect from June 1949, as her opera-



tions were proving unduly expensive on account of her size, large crew and coal burning engines.

Operations in connection with charting and exploratory fishing were continued by means of two Dutch Cutters and two Scottish Reekie Boats instead. The Cutters cost Rs. 4.95 lakhs and the Reekie Boats Rs. 2.15 lakhs each.

Up-to-date an area of more than 12,000 sq. miles has been surveyed. During survey and exploratory work the vessels of the Deep-Sea Fishing Station have landed nearly 1420 tons of fish upto June 1954. The Cutters and the Reekie Boats have operated different types of nets and gear for exploiting surface, mid-water and bottom fisheries. Recently the Cutters have been reconverted for bull-trawling operations under six Japanese technicians. Very encouraging results have been obtained and during the first ten voyages from December 1953 to June 1954, 366 tons of fish was landed.

As stated above, at the time of starting operations with 'Meena', the entire technical staff had to be imported. To provide trained personnel in the country, a batch of seven trainees was sent to Grimsby in U.K. for six months' theoretical training and was subsequently given further practical training for two years on board the fishing vessels of the Deep-Sea Fishing Station. As a result of this, four of them have been able to pass the examination for First Officers of Fishing Vessels (Mates). Later, as facilities for theoretical training

became available in India, four of the educated deck-hands were provided facilities to appear for Mate examinations and they have now obtained Mate Tickets. In addition, a large number of Deck-hands have been trained in trawling and other modern methods of fishing.

In 1951, eight youngmen, mostly from fishing community were recruited for a four-year course of intensive training on our fishing boats and it is expected that some of them will also qualify for Mate Ticket. The number of trainees will be increased as our fishing fleet expands. The intention is to provide a nucleus of trained personnel not only for our own requirements but also to meet, at least partly, the requirements of the fishing industry.

Survey and charting work within 40-fathom line off the Bombay and Saurashtra coasts has been practically completed. For extension of this work to greater depths, it is proposed to obtain a larger vessel under the First Five Year National Plan.

Exploratory deep-sea fishing operations were also initiated by West Bengal Government in 1950 with two Danish trawlers renamed 'Sagrika' and 'Baruna'. Rich fishing grounds have been located in the Bay of Bengal off the mouth of Mahanadi and over 1200 tons of fish was landed upto May 1954. Though

these trawlers were entirely manned by Danish crew to begin with, enough Indian personnel have since been trained to replace the foreign technicians except the Skippers.

Two private companies i.e. West Coast Fisheries (Travancore-Cochin) and Taiyo Fishing Co., Tokyo (Japan) have also been conducting off-shore fishing operations mostly in areas which had been previously chartered by the vessels of the Central Deep-Sea Fishing Stations. The Government of Travancore-Cochin are the Managing Agents of West Coast Fisheries Co., which is carrying out fishing operations by two vessels 'Sagara Kumari' and 'Kanya Kumari'. The Taiyo Fishing Co. was permitted by Government of India to carry out off-shore fishing with one trawler Taiyo Maru No. 17 on the West Coast of India, except in the Gulfs of Kutch and Cambay. This vessel started operations on 27th November 1951, but its permit has expired on the 26th of July, 1954. It landed about 2,735 tons of fish during this period. In addition to demonstrating the commercial possibilities of deep-sea fishing, this vessel has provided training facilities to 36 Indian technical officers.

In order to further expand deep-sea fishing operations, 21 fishing vessels of different types are being procured for the maritime States and the Central Deep-Sea Fishing Station, Bombay.

(Ministry of Food and Agriculture O. M. No. F. 5-2/55  
Admn. Coord, dated the 31st January, 1955).

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46 65 The Committee considers that it is no use continuing to maintain the Cold Storage Plant at a loss. The Committee recommends that the Plant should be handed over to the Bombay State at a 'no profit no loss' basis and it is possible that that State may make use of the Plant also for the purposes other than deep-sea fishing.

In case that State is not agreeable to take over the Plant, then it should be used as a cold-storage plant, for purposes other than Deep-Sea Fishing as well or leased to private parties or be run as a commercial concern for the benefit of both Government and private parties.

The presumption made in this para that the Cold Storage Plant is handling only the catches of the Deep-Sea Fishing Station is not correct, as the Plant is also handling the very much larger catches of the private fishing industries. Efforts have already been made to hand over the Plant to the Government of Bombay but these proved unsuccessful. Efforts made to lease the Plant to private parties also have not proved successful.

(D. O. from Minister of Agriculture No. C. 1487/54 M.A. dated the 22nd May, 1954)

*Detailed note stating the Economics of the working of the Cold storage Plant indicating whether it is being used by private parties and, if so, the amounts realised from such hirings.*

The proposals for extension of the activities of the Pilot Deep-Sea Fishing Station in Bombay to the storage and preservation of fish materialised in November, 1951, when the Quick Freezing Cold Storage Plant and Ice Factory were put into operation in Sassoon Dock, Bombay. This Plant is designed:—

- (i) to produce 20 tons of ice in 24 hours;
- (ii) to store 50 tons of fresh fish at 28°F;
- (iii) to quick freeze by "chill-blast" method 15 tons of fish per day; and

(ii) to store 250 tons of frozen fish at 0°F.

This Ministry had already decided in February, 1951 that the working of the Plant should be considered in the following order of priority:—

- (i) Plant to be sold to Bombay Government or to be worked by them on terms of lease;
- (ii) Private concerns to work plant under suitable terms of lease conditions by inviting tenders; and
- (iii) Plant to be run by the Ministry of Food & Agriculture for some time.

The terms offered by the Government of Bombay were not found suitable. The Ministry of Works, Housing and Supply have also not been able to secure suitable lessees. Therefore, the Plant is being run departmentally.

Except for meeting the needs of our Fishing Vessels for ice, the Plant is being used almost entirely by private parties, fishermen, fish merchants, and meat exporters etc. Large number of individual fishermen buy ice and store their fish in the Basket Storage Room. Fish Merchants freeze their fish and store it, over long periods, in the Frozen Storage Room. Large quantities of meat are frozen for merchants for export to Hongkong. In fact, Hongkong and Chinese authorities demand a certificate that the freezing and storage of meat was done at this Plant before allowing its import. The Japanese Fishing Company and West Coast Fisheries Company are also using the Plant for storing of fish.

The receipts of this plant are derived from (1) the sale of ice, (2) freezing of fish and meat, (3) storage of fresh fish baskets and (4) rents towards storage space for definite periods. The details of receipts are as follows:—

Year	Exp.	Income	--Loss +Gain
1. 1951-52 (Nov.—March)	95,968-14-0	33,751-4-6	= 62,217-9-6
2. 1952-53	1,72,538-0-0	1,71,832-10-3	= 705-5-9
3. 1953-54	1,72,272-4-10	1,47,738-3-3	= 24,534-1-7
4. 1954-55 (Upto Dec.54)	64,521-7-0	99,918-14-6	+ 35,397-7-6

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Major part of receipts of cold storage plant, is generally derived from sale of ice. But the sale of ice was consistently unsatisfactory, largely on account of the fact that the ice manufactured at our plant was 'opaque' whereas fishing industry and others in Bombay have marked preference for clear ice. We have since installed equipment for manufacturing clear ice in our Plant and it is now hoped that our sale of ice will be materially increased.

In addition to providing upto-date freezing and storage facilities for fish and meat, the Plant is meant for experi-

mental and research purposes. A very important line of investigation in connection with the declaration of pomfret during storage has been taken up by the Fishery Technologist attached to the Station. There are numerous other equally important problems that will require investigation.

Under the National Plan and T.C.M. Programme, we are obtaining a few more fishing vessels for operation from Bombay. Our own catches also will thus be considerably larger than at present and it may be necessary to retain the plant for our own use.

The plant is now becoming popular day by day and it is expected that in the very near future it will become self-financing and may also yield profit to Government.

(Ministry of Food and Agriculture O. M. F. 5-2/55-Admn.  
Coord. dated the 31st January, 1955)

40 The Committee recommends that instead of establishing permanent stations at a number of places with permanent staff Government should explore the possibility of creating 'Mobile Units' consisting of a certain number of staff, who should travel from place to place and carry on research.

68 The Research work at Mandapam is mostly in reference to different kinds of fisheries rather than fishes. For instance, sardine fisheries are of very great importance in this country and it is necessary to carry out a comprehensive investigation not only about the fish (sardine) constituting this fishery but also about the physico-chemical and other factors influencing the fishery. As this particular fishery is of the greatest importance on the West Coast of India round about Calicut, it is absolutely necessary to station adequate staff in that area for these investigations. The same applies to several other fisheries such as those of

mackerel, prawns, shells, etc. The staff working on a particular fishery visits adjoining and other areas also for collecting data but most of the active research work has necessarily to be done at headquarters of that particular unit. The Survey Assistants stationed at various places all along the coasts also help in collecting the required data. Certain parts of the data thus collected are made use of at other Units and sub-stations also.

As explained in the preceding para, the recommendation of the Estimates Committee that we should have mobile units consisting of a certain number of staff, who should travel from place to place and carry on research on all kinds of fish is not practicable. The staff working for instance, on sardine fisheries has to specialise in problems connected with this fishery and it will take them several years before they can expect to complete their investigations. Expecting this staff to move from place to place, for few months at each place, and tackle problems pertaining to all kinds of fish will not lead to any research worth the name and result in wastage of money and effort.

(D.O. from the Minister of Agriculture No. C. 1487/54/MA dated the 22nd May, 1954.)

50 69(i) Government should consider the desirability of asking the staff engaged in research work

The Pond Culture Sub-Station at Cuttack is not undertaking research on problems pertaining to Orissa alone



in Orissa to finish their work there and then move on to other places in the country to make similar experiments. In other words, the Orissa Station may be converted into a Mobile Unit.

but to problems of a regional nature. The basic problems of Pond Culture are similar in a large number of States and the results achieved at Cuttack can be profitably utilised in several other States also. It will not be desirable to shift the sub-Station from Cuttack to some other place for at least a number of years more. It would, however, be highly desirable to establish one or two more similar, though smaller units, say one in South India and another in the Punjab or U.P. The data collected by these Units will be of very great value in solving Pond Culture problems on an All India basis.

(D. O. from the Minister of Agriculture, No. C. 1487/54/  
M.A. dated 22nd May, 1954)

The question of undertaking researches on Pond Culture in Andhra or Hyderabad by the Central Inland Fisheries Research Station is now being examined, on the lines of the recommendations of the *Ad Hoc* Fisheries Research Committee. In North India it is proposed to undertake investigations relating to specific problems on Pond Culture in farms in Assam, Bihar or West Bengal. Similar work relating to Pond Culture will be taken up later in the Punjab or U.P.

(Ministry of Food and Agriculture O. M. No. F. 5-15/55-  
Admm. Coord. dated the 31st December, 1955)

5C 69(iv) The Committee feels that the Barrackpore Station has not proved useful. It, therefore, recommends that the Research Station together

The statement made in this paragraph that the Research Station at Barrackpore is merely engaged in packing fish fry and sending it to other places and in

with the Library attached to it should be handed over to the West Bengal Government and that the Central Government should no longer maintain the Barrackpore Station. Problems of an all-India character relating to inland fisheries can be carried out at the Cuttack Unit.

other purely administrative work is not correct. Fry work is only a very small part of the extension activities of the Station. The entire work pertaining to Estuarine fisheries, training, extension and coordinating the work of the Estuarine, Riverine and Pond Culture Sections, in addition to administration, is also handled at the headquarters at Barrackpore. In addition, certain activities which are common to the work of more than one section, such as those pertaining to chemicals, parasitological, botanical and statistical investigations are located at Barrackpore.

The small research Unit of the Government of West Bengal is engaged on problems of purely local importance and will not be able to handle, or will not be interested in handling the larger and more important problems of all-India nature that are at present the responsibility of the Central Station at Barrackpore.

The Sub-Section at Cuttack is handling problems relating to Pond Culture only and will not be able to undertake problems pertaining to Riverine and Estuarine fisheries or the work of training and extension etc.

*(D. O. from Minister of Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954).*

Co-ordination is essential between the Central Rice Research Institute and experimental Stations of all States interested in rice. The possibility of using the Central Commodity Stations for research work on crops other than those for which they are primarily established should be explored.

The Commodity Research Stations can be made to serve the purpose of Regional Stations, their administrative control being vested in a Board consisting of the representatives of the Central Government and of the State or States concerned.

The following recommendations have been made :—

- (a) Co-ordination is essential between the C. R. R. I. and experimental Stations of all States interested in rice ;
- (b) the possibility of using the Central Commodity Stations for research work on crops other than those for which they are primarily intended should be explored; and
- (c) the Commodity Research Stations can be made to serve the purpose of Regional Stations; their administrative control being vested in a Board consisting of the representatives of the Central Govt. and of the State or States concerned.

The attention of the C.R.R.I., and State Governments (other than Orissa) is being drawn to (a). The problems raised in (b) and (c) are of a general character. Each Commodity Research Station has been established with a specific objective and deals with crops which can be rotated with particular reference to the main crop for which the Station is established. The necessary co-ordination of the work of the various Commodity Research Stations is provided by the different bodies of the I.C.A.R., whose vice-President is also the President of the Commodity Committees. The recommendations at (b) and (c) are not in consonance with the recommendation of the Estimates Committee made in para 122(d) which stresses the

need for each Commodity Committee having its own research station since no Commodity Committee can normally spend its funds on work relating to crops other than those falling within its purview. It must be recognised that a Scientist who has specialised himself in problems relating to one commodity will not necessarily be in a position to show even a moderate degree of efficiency in other crops of the region in which his research station exists. The same staff of one Commodity Research Station cannot, therefore, look after the needs of all the crops grown in the concerned region and no useful purpose is likely to be served by diverting the energies of scientists who have specialised themselves in a specific field.

(D. O. from Minister of Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954).

*Brief note giving reactions of various States to the recommendations contained in para 76 of Estimates Committee's (1953-54) Sixth Report relating to co-ordination between Central Rice Research Institute and other States.*

The State Governments of Parts A, B & C (except Orissa) were supplied an extract of para 76 from the Sixth Report of the Estimates Committee (1953-54) with the request to issue necessary instructions to research stations interested in rice under their jurisdictions.

1. The State Governments of Vindhya Pradesh, Delhi, Rajasthan, Kutch, Ajmer, Manipur, Bhopal and Andamans have stated that there being no Rice Research Stations in their States, question of taking action on the recommendations does not arise.

2. The State Governments of Bihar, Saurashtra, Travancore-Cochin, Bombay, Madras, Madhya Pradesh, Punjab, Madhya Bharat, Coorg, Andhra, West Bengal and Uttar Pradesh have accepted the recommendations.

3. The State Government of Hyderabad asked for the procedure to be adopted for co-ordination between C.R.R.I., and experimental stations in other States. The State Government was advised that necessary procedure might be outlined in consultation with the Director, Central Rice Research Institute, Cuttack.

4. Replies from Assam, Mysore, Tripura, Himachal Pradesh and Jammu & Kashmir are awaited.

They were last reminded on 6th January, 1955.

(Ministry of Food and Agriculture O. M. No. F. 5-2/55-Admn. Coord., dated the 31st January, 1955).

The Committee recommends that—

In place of the existing gazetted Superintendent in the grade of Rs. 600—40—800 a gazetted Superintendent in the grade of Rs. 250—15—400 may be provided, with a starting pay of at least Rs. 280/-. The present post of Head Clerk should be abolished.

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(b) the present post of Head Clerk be abolished and a Superintendent be provided in the grade of Rs. 250—15—400, the starting pay being fixed on Rs. 280/- and the incumbent granted gazetted status.

As regards (a) it may be stated that the existing incumbent has already been transferred to the Ministry of Information and Broadcasting and the post has not been filled up. Decision on the question of abolition of the Administrative Officer's post and of upgrading the Head Clerk's post will be taken on receipt of the recommendations of the Expert Committee referred to in the reply under recommendation 51 (Chapter II).

(D. O. from Minister of Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954).

### Publicity and Publications

58 84 In pursuance of the policy of centralizing all publicity work of the Government of India in the Ministry of Information and Broadcasting, the entire incidental expenses on publicity work should be borne out of the funds of that Ministry alone and not by making a separate provision for each Ministry so that the Ministry of Information and Broadcasting may be

The entire incidental expenses on publicity work are being borne out of the funds of the Ministry of Information and Broadcasting with the exception of a provision of Rs. 10,000/- which was made in the budget of the Ministry of Food and Agriculture to incur expenditure on Farm Forum Programme and publication of pamphlets and production of 16 mm. films. These activities are of

answerable to Parliament for all matters pertaining to publicity.

great importance to this Ministry for the dissemination of information on improved agricultural techniques and do not fall within the normal range of functions of the Ministry of Information & Broadcasting. They, are, therefore, legitimate charges on the Ministry of Food and Agriculture.

(D. O. from Minister of Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954).

60 87 As recommended elsewhere, publicity work in connection with Palm Gur should be taken over by the Indian Council of Agricultural Research which should give publicity through its publications. The issue of separate journals like "Tad Gur Kabar" should be dispensed with.

The development and propaganda work in connection with commodities like Palm Gur which have passed the stage of research and pilot development is being transferred to the Commerce and Industry Ministry. The transfer of publicity work in connection with Palm Gur to I.C.A.R. at this stage is, therefore, hardly necessary.

(D. O. from Minister of Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954).

63 91 The publication of a separate journal which was started from September, 1949 by the Directorate of Plant Protection, Quarantine and Storange is not necessary. The previous arrangements whereby I.C.A.R. gave publicity through its journals to the activities of the Directorate should be resumed.

It has been recommended that the publication of a separate Journal entitled "Plant Protection Bulletin" by the Dte. of P. P. Q. & S. is not necessary and the Directorate should resume the previous practice of conducting its publicity activities through the Journals of the I.C.A.R.

The Plant Protection Bulletin is not a monthly Bulletin as has apparently been understood by the Estimates Committee. It is a quarterly bulletin. Started

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in September, 1949 its genesis was a recommendation made by the Plant Protection Conference held in January of that year.

The object of the Bulletin is to keep plant protection workers and English-knowing cultivators in India informed of the progress of control work on pests and plant diseases and of the advances and developments in plant protection methods and techniques in other parts of the world.

This purpose cannot be served through the "Indian Farming" and the "Indian Journal of Agricultural Science" published by the I.C.A.R. The first presents results of research in popular or semi-technical language. The latter consists of technical papers. The Plant Protection Bulletin provides a running record of plant protection activities and problems including extracts from reports of plant protection work in different parts of the country, results of tests and trials of pesticides and machines and information on new quarantine laws and regulations. It is felt that these matters cannot be suitably incorporated in any of the existing journals of the I.C.A.R.

200 copies are printed for free distribution and 50 copies for sale. The cost incurred has been as under :—

Rs.

Vol. I No. 1 (1949) . . . . . 345 10 0



Vol. I No. 2 & 3 (1949-50)	1,222 15 0
Vol. II No. 1 & 2 (1950)	600 0 0
Vol. II No. 3 (1950)	691 4 0
Vol. III No. 1 (1951)	405 10 0
Vol. III No. 2 (1951)	468 12 0
Vol. III No. 3 (1951)	468 12 0

Two other volumes are in the press. Copies for sale have been priced at less than the average cost of production. The bulletin carried some advertisements also. The amount of revenue on this is not known.

Indian Council of Agricultural Research have no objection.

(D. O. from Minister of Agriculture No. C. 1487/54/MA. dated the 22nd May, 1954).

64 92 The monthly bulletins which are published in addition to quarterly journals, in English and some regional languages, by the Commodity Committees should be discontinued.

We cannot, agree to this suggestion as the monthly journals of the Commodity Committees are the channels through which the results of research on the particular commodities are disseminated among the growers in the regional languages. It is not possible to disseminate this information by any other means. If this information is not disseminated among the growers, the very purpose of having the Commodity Committees is defeated.

(D. O. from Minister of Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954).

There are only two Commodity Committees, viz. Indian Central Coconut Committee and Indian Central Tobacco Committee which issue monthly as well as quarterly Journals. These Committees are of the opinion that if they are to serve well and adequately the interests of trade and industry of the Commodities, they cannot do otherwise than to take prompt steps towards proper and timely dissemination of market trends, statistics and news. This can only be achieved by the publication of the Committees' monthly Bulletins and increasing the frequency of their publications rather than to think of stopping these. The remaining Commodity Committees either publish monthly bulletins or do not publish at all.

(Ministry of Food and Agriculture O. M. No. F. 5-15/55-Adm. Coord., dated the 16th January, 1956).

65 93 (ii) The Committee also recommends that Government should consider the need for publishing the Agricultural Statistics by the I.C.A.R. every month and that a quarterly or half yearly publication thereof would suffice.

There appears to be some misunderstanding. The only statistical publication of the I.C.A.R. is the "Statistical Newsletter" which contains news regarding the activities of the Statistical Branch and it does not include any agricultural statistics. It is a small pamphlet of 12-18 pages issued quarterly.

If it is intended that the I.C.A.R., should assume responsibility for the publications of the Economics

& Statistics Directorate it would not be possible to do as the two organisations are distinct and separate.

(D. O. from Minister of Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954.)

### **Import, Clearance and Storage of Foodgrains**

66 95 Government should explore the possibilities of entering into barter agreements with foreign countries whereby wheat could be purchased in exchange for our commodities in demand in those countries.

The Committee suggests that the Government should explore the possibility of bartering Indian goods with wheat from foreign countries.

It takes two parties to make a barter and much as the Government of India may like to have a barter, it cannot be concluded unless the other party is anxious for it and is willing to agree to the prices fixed or estimated for the Indian commodities. Government have, however, bartered in the past whenever possible, e.g., with China, U.S.S.R., Argentine and continue this policy. Purchases of wheat from some countries such as Australia have however, proved to be more economical under the I.W.A. than under the system of barter. Moreover bartering against wheat under I.W.A. generally will present various serious difficulties e.g.,

(a) Price of wheat is known; so when a ratio is fixed, the price of our commodity in exchange is automatically revealed thereby nullifying one of the main advantages of a barter deal;

(b) I.W.A. wheat being controlled either by the Government in question or by a Wheat Board under the Government, the barter will not be feasible unless these Governments are in need of and are prepared to accept our articles in exchange, which is unlikely because in the case of these Boards it is not their function to import articles from outside the country. So, this can only be arranged through the introduction of a third party, which will co-ordinate the purchase of the I.W.A. wheat for us and introduce our goods for sale in the markets of that country. This procedure will only tend to complicate matters and perhaps delay shipments of our wheat.

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96 The Committee regrets to note that the Government did not collect sufficient data regarding the internal production costs of rice in Burma before deciding on the justifiability or otherwise of having to pay such arbitrarily high prices.

The Committee has noted with regret that the Government did not collect data regarding internal production costs of rice in Burma before deciding on the justifiability or otherwise of having to pay arbitrarily high prices.

We would like to amplify the previous report we had submitted to the Estimates Committee. The internal production costs of rice in Burma are certainly much lower than the price Burma has been demanding for its exports during the last few years. But the Government of Burma has a monopoly for this export of rice and fixed an arbitrary price on the basis of

"take it, or leave it". These prices were applicable to all importers of rice from Burma. We were in great need of the rice, and as we wanted the rice we had to pay the price. There was no scope here for any negotiation. The Ministry would like to emphasise this point, and again insist that the justifiability or otherwise of the higher price demanded and paid in previous years was neither here nor there. No other importing country paid prices less than the prices we paid. In fact, we refused to take 50,000 tons in 1952, which was part of the quota on trade account, at the higher price.

*(D. O. from the Minister of Agriculture No. C. 14871 54/MA, dated the 22nd May, 1954).*

67 97 Since a large quantity of foodgrains unmatched to the specification is supplied to this country, Government should strive to arrive at a settlement with the exporting countries for the inspection of food-grains at the loading ports through its own officers or agents. Government shall also make adequate arrangements for the inspection of the quality of foodgrains at the unloading Centres in Indian ports. At least a part of the requirements should be secured through the normal trade channels in order to enable the Government to decide for the future which of the two methods of purchases, viz., governmental and private, will be economical.

99 It is not correct to say that in good many cases the grains imported do not conform to the specifications for the grades contracted for. Since the year 1950 the wheat received from U.S.A., Canada and Australia has been in accordance with the specifications for a particular grade. In 1948-49 when some standard wheat was received from Australia we made a claim for allowance for the low quality of wheat and through arbitration by London Corn Trade Association got about Rs. 35 lakhs by way of rebate.

Probably the Committee has in mind the quality of Manitoba No. 5 and tough wheat purchased from Canada in 1952. These were not the grades we normally import but as the better qualities were not available we had to take them. The price paid was however lower.

Secondly, Hard Winter No. 2 which formed a part of the loan wheat from U.S.A. also came in for some criticism. This undoubtedly is not a superior type wheat but the quality received was according to specifications for the grade. This grade had to be purchased because of non-availability of other grades and port facilities.

In view of what is stated above it will be seen that there was no occasion to regard the inspection arrangements in the exporting countries or the Inspection Certificates issued by them as unsatisfactory and we submit to the Committee that their conclusions may be revised.

U.S.A., Canada and Australia inspection is carried out by the Official Agencies of those Governments which are well recognised bodies of repute and whose certificates are accepted by all importing countries. Official grain grades are fixed for each crop year and their specifications apply to the grades contracted for.

The Committee has referred to 47 samples of China rice listed by Regional Director (Food), Bombay. The significance of this remark is not quite clear. Only

three grades of China rice were received and the samples in question were shipment samples.

The statement by the Committee that in 1951, 68,311 tons of damaged foodgrains were received in Bombay godowns is not correct. That was the total quantity of foodgrains received in Bombay Godowns that year.

As already stated above there is hardly any consignment unmatched to specifications received from U.S.A., Canada or Australia. For Burma rice, however, there are no specifications but if the quality deviates from the type sample an independent Board of Surveyors grant quality rebates. If in the opinion of the buyers the allowances are inadequate the matter can be referred to an Arbitrator. The handling agents appointed by the Ministry also carry out inspection and bring to the notice of the Board of Surveyors any case of deviations.

In Thailand, inspection is carried out by the Inspecting Agents appointed by the Ministry, who in case of inferior quality make a claim to the Rice Office of the Ministry of Commerce, Thailand. If the buyers are not satisfied with the decision of the Rice Office they can refer the matter to the Arbitration Board.

The Committee has suggested that the Government of India should arrive at a settlement with the exporting countries for inspection of foodgrains at loading ports by its own officers. This would mean additional cost which would not be justified in cases where the existing

inspection arrangements in exporting countries are satisfactory. The suggestion will, however, be examined taking into consideration its cost and practical utility. The inspection arrangements at Indian ports are adequate for our present requirements. The question of improving these would arise if the exporting Governments are prepared to consider claims on the basis of the results of inspection at this end. In such event, our inspection arrangements here will have to conform to such standards as the exporting Governments may insist on. It is, however, unlikely that any exporting country would agree to accept claims on the basis of inspection by the importing country after it has received the goods. The usual practice in all trades is for the final inspection to be carried out before goods are despatched from the exporting country.

This Ministry is already considering the question of allowing the trade to participate in the import of foodgrains. There is, however, no reason to think that the trade is likely to secure better inspection before the despatch of foodgrains.

(D. O. from Minister of Agriculture No. C/1487/54/MA, dated the 22nd May, 1954).



*A note regarding the progress made in the matter of allowing the private trade to participate in the import of foodgrains.*

About the end of 1952 rice was thrown open to the trade for import under licences. Some 66 licences were issued thereafter for a total quantity of about one lakh tons. It is understood that very limited imports took place in view of probably the higher prices of rice abroad. Further with the record crop of rice in the country last year and with imports of rice on Government account from Burma the rice position within the country improved and the prices fell with the result that it was not considered necessary to import any further quantities of rice on private account from abroad. Further licences are, therefore, not being issued during this year. In fact, the rice position is so satisfactory that this Ministry is anxious to export some two lakh tons of rice.

2. As regards the coarse grains the position has been so satisfactory that no imports are considered necessary. In fact the prices of coarse grains within the country are much lower than those prevailing for them abroad.
3. As regards wheat some flour mills were allowed to import some quantities required by them direct from abroad and some licences were issued to them for 117,000 tons during the year 1954. About 4,88,000 tons of Australian wheat were also purchased by the Government through the trade.

*(Ministry of Food & Agriculture Office Memorandum No. F.5-2'55-Admn. Coord., dated the 31st January, 1955).*

68 99-100 The Committee understands that most of the tonnage required for import from U.S.A. and other Western countries is chartered through the Baltic Exchange Chartering Committee, which acts as the chartering Agent for the Government of India. The Baltic Exchange receives no commission from the Government of India, but it receives and retains a commission of 1 per cent. on freight from the owners of the vessels. Sometimes, American flag ships are also chartered by the India Supply Mission, Washington. Rice imports from Burma and Thailand are carried by the Burma-India Conference Lines and the local steamers respectively. It was represented to the Committee that the Conference Lines were almost monopolising the Burma-India route and charging excessive rates, the freight to Cochin from Rangoon being as high as Rs. 39 per ton in 1952. In 1953 the rate was reduced to Rs. 30 per ton.

The Committee notes that the determination of shipping freights is arbitrary and one-sided. No adequate and energetic attempt seems to have been made to find return cargoes from India which would reduce these freights. It has been contended by the Ministry that the

Regarding the observation in para 99 of the Report that it was represented to the Committee that the Conference lines were almost monopolising the Burma field and charging excessive rates, we should like to say that the Conference lines, being the only line operating on these routes, they are certainly monopolistic and naturally, they would be inclined to make the maximum profits. We have tried to counteract this tendency using the good offices of the Director General of Shipping, and we have been able to bring down the rates to a certain extent. We also threatened to engage ships from the Baltic Exchange on these routes with the object of getting further concessions from the Conference Lines.

The Committee's observation "*that the determination of shipping freights is arbitrary and one-sided*" is correct to the extent that in 1951, as a result of stockpiling operations by various countries in the world, there was an acute demand for shipping which gave ship-owners a position of vantage which was exploited in full. As this coincided with the difficult situation in India when we were anxious to import large quantities of foodgrains, we were compelled to concede like any other user of ships. Within the limits set by these unusual circumstances we endeavoured to get the best freights through our operation on the Baltic fix-change. The vessels required for the import of foodgrains are chartered in the open market.

Proposition of providing outward cargoes for incoming ships carrying foodgrains had been examined thread bare and that Government had come to the conclusion that it was likely to lead to complications and that the proposal was not a practical proposition. It is stated that Government are exploring the possibilities of arranging on an experimental basis the co-ordinated chartering of a few ships for import of foodgrains from the U.S.A. and export of coal to Japan and Manganese ore to the U.S.A. in co-operation with the importers and exporters of these commodities under the present system of trade.

in London and New York at the competitive prevailing market rates. Each fixture is finalised after negotiations with the owners with regard to the freight payable and it is not, therefore, correct to say that the determination of shipping rates is arbitrary and one sided.

#### *Provision of outward cargo for foodgrain vessels :—*

The Committee recommends that Government should undertake a more energetic drive to induce private trade to agree to despatch outward cargoes of exportable commodities in the ships bringing foodgrains to India.

The Committee, however, is not fully convinced by the arguments advanced by the Ministry. It recommends that Government should undertake a more energetic drive to induce private trade to agree to carry outward cargoes of exportable commodities in their ships carrying foodgrains to India. Government should also explore the possibility of entrusting private parties with the task of chartering ships for carrying imported foodgrains.

It was pointed out to the Committee that following were some of the difficulties in the way of providing outward cargoes for steamers bringing foodgrains from abroad :

(i) The export trade of India is entirely in the hands of private trade. The exportable commodities are sold by the Indian traders on the basis of f.o.b. Indian ports and the arrangement for tonnage is made by foreign importers. Some of these importers have standing arrangements with certain shipping companies and a few importers also own their own steamers. Unless therefore, the basic system of export trade was changed and the exportable commodities were sold on c.i.f. basis instead of on f.o.b.

basis, the Indian exporters will not be in a position to provide outward cargoes for foodgrains ships even if they so desire. The Commerce & Industry Ministry were of the view that any fundamental change in the present system of export trade was not desirable as it would retard the development of export trade.

(ii) For securing reduction in freight rates for foodgrains, Government would have to make firm commitments at the time of chartering of steamers not only in regard to the provision of cargoes, but also for the freight payable by private traders on the exportable commodities. Such a commitment involved considerable risk under present trade conditions and Government could not afford to take that risk.

(iii) It would also not be desirable to assume power through legislation to direct a private merchant to use a particular steamer for the export of his commodities.

In spite of all these difficulties, an attempt was made through the Commerce & Industry and Production Ministries to arrange even on experimental basis, the provision of three or four cargoes of (a) coal to Japan; and (b) manganese ores to U.S.A. for foodgrain ships.

so that coordinated chartering of steamers on experimental basis could be arranged. This, however, has not proved successful. The same hurdle that the foreign importers, under the existing arrangements, have the right to provide steamers for the export trade has mainly stood in our way in arranging experimental booking.

There is also the difficulty of the outward traffic not flowing on the same route by which the foodgrains are imported. This applies to the manganese trade between U.S.A. and India. Bulk of the manganese ores exported from India go to the Atlantic Coast of U.S.A., while wheat is exported from the Pacific Coast of U.S.A. The Scindias have not been able to put their steamers on manganese ore/wheat traffic for this very reason. The question of purchasing a few cargoes of wheat on the Atlantic Coast of U.S.A. for vessels belonging to Scindias was considered sometime back, but it was found that the cost of wheat on the Atlantic coast of U.S.A. was much in excess of that of the acceptable quality of wheat available on the Pacific Coast of U.S.A.

The impression that we have to pay higher freight rates for foodgrains ships, because outward cargoes for these vessels are not ensured by us is also not correct. The International Shipping Market is a highly competitive one and the Shipping Intelligence System is fairly efficient. Most of the ship owners are generally aware of the availability of cargoes of different kinds in the various parts of the world

from time to time. The freight rates are quoted by them on competitive basis, keeping in view the availability of outward cargoes from the destination or neighbouring ports.

These difficulties compel us to the view that the recommendation in this respect of the Estimates Committee is difficult to implement. If the Committee, however, still insists on its view, it will be useful if in their further report, they can indicate in what manner the difficulty stated above can be overcome.

8

The Committee recommends that "Government should also explore the possibility of entrusting private parties with the task of chartering ships for carrying imported foodgrains". Chartering of steamers by several parties in the open market would lead to competition in favour of the ship-owners and would push up freight rates. At present the Food Ministry operate in the London market only through the Baltic Exchange Chartering Committee and this enables Government to regulate their chartering in such a manner as not to unduly disturb the shipping freight rates and to book steamers as and when the market is favourable. It would, therefore, not be advisable to allow several parties to charter steamers, thereby competing with each other for the same ships.

If however, it is decided to entrust the import of food-grains to private trade, the trade will naturally be making their own arrangements to charter ships for bringing in the imported grain.

Even if the private parties are not entrusted with the task of chartering ships in the manner suggested above in view of the difficulties explained, we shall utilise all offers from any private party who have ships to offer, if the freights are lower than what we can get.

(D.O. from Ministry of Agriculture No. C. 1487/54.MA dated the 22nd May, 1954)

*A note stating the practical effects of the measures adopted by Government to bring down the freight rates on the Burma—India route.*

In the year 1953, the Government of India were able to bring down the freight rates by 10 to 15 per cent. Efforts were also made in 1954 to reduce the rates further and a reduction of about 10 per cent on the rates prevailing in the previous year was secured. The latter reduction alone meant a saving of about rupees 19 lakhs on the import of rice during 1954.

2. The following comparative statement will show the actual reductions obtained in the freight rates for the major ports of India :—

From	To	Rate per ton	
		Year	Year
Rangoon	Cochin	1952	1953
		Rs.	Rs.
		39 0	33 0
			30 0

Port		Rate per ton		
From	To	Year 1952 Rs.	Year 1953 Rs.	Year 1954 Rs.
Rangoon	Bombay	39 8	33 0	30 8
Rangoon	Madras	35 0	30 0	27 0
Rangoon	Calcutta	25 8	23 0	21 0

*Ministry of Food and Agriculture Office Memorandum  
No. F. 5-2/55 Adm. Coord. dated the 31st  
January, 1955).*

69 101 In view of the enormous amount in freight spent every year on foreign shipping companies due to the limited tonnage of Indian Steamers, Government should take early steps for the development of the existing Shipping Corporation in such a manner that it is able to shoulder a part of the burden of importing foodgrains from foreign countries. The existing Corporation should be sufficiently strengthened so that it is in a position to handle the work relating to chartering of steamers, which work at present is done in the Ministry of Food and Agriculture by an Officer without the requisite shipping experience and should also be able to provide outward cargo for ships chartered to

A note on the question of development of Shipping Corporations was furnished to the Estimates Committee explaining the measures already taken to float the shipping corporations and also to assist the shipping companies to increase their tonnage. This is a subject pertaining to the Transport Ministry and they are already taking all possible steps to expand the Indian tonnage to the maximum possible extent. The attention of that Ministry will be drawn to this recommendation of the Committee.

The Committee also recommends that the existing Eastern Shipping Corporation "should be sufficiently strengthened so that it is in a position to handle the work relating to chartering of steamers which work at present is done in the Ministry of Food and Agriculture by an officer without requisite shipping experience".



bring foodgrains to India. This would reduce the work done in the Shipping Section of the Ministry and the staff of this Section may thus be reduced proportionately.

The Committee's recommendation implies that we should give up the present tried method of chartering our steamers through the Baltic Exchange Committee which is a body consisting of experienced brokers and having comprehensive organisation. The problem, therefore, before Government would be whether there would not be any risk in replacing any agency known to be sound by a new agency yet to be tried. The implications will be fully examined in the Ministry.

The Committee's observation regarding the officer is based on misconception of the correct position regarding arrangement for chartering of steamers. The steamers are not chartered by any officer of the Food Ministry in Delhi. The bulk of the chartering work is handled in London by the Baltic Exchange Chartering Committee, consisting of persons having long experience of chartering work.

The duties of the Officer-in-Charge of the Shipping Branch are largely of administrative nature involving arrangements for reception of steamers at Indian ports, their discharge in accordance with charter party terms and the distribution of foodgrains brought by the vessels. The Officer who till lately was looking after the shipping work and also the present officer have requisite knowledge of shipping work for proper discharge of their duties and the observation of the Committee that the work relating to chartering of steamers was being done by an officer without the requisite experience was, therefore, based on a misconception of the position.

*The Committee also observes that consequent on the transfer of shipping work to the Corporation the work dealt with by shipping section of the Ministry will be considerably lessened and the staff of this Section could be reduced.*

As already stated above, the chartering work is not done in the Shipping Branch of this Ministry and, therefore, even in the event of the establishment of a Shipping Corporation, the functions of the "Shipping Branch" already detailed, will have to continue; but to what extent, if any, retrenchment can be effected will be examined when such a Corporation comes into being.\*

103 As the present state of affairs in the matter of lodging claims for short landing losses is unsatisfactory, Government should consider the feasibility of amending Clause 6 of the Indian Carriage of Goods by Sea Act, 1925, so as to make ship-owners responsible for losses due to short landings. In respect of the claims amounting to Rs. 29.5 lakhs for 1949-50 and 1950-51 preferred against ship-owners for such losses, vigorous and effective steps should be made to recover the dues from them.

During the year 1943-44 to 1953-54 the figures of short landing losses were as follows. These figures are audited figures.

Year	Total Quantity		Percentage of loss
	imported	landed	
		Tons	Tons
1943-44	3,26,500	3,25,161	0.4%
		Tons	Tons
		1,339	

1944-45	7.02,530	7,01,153	1,377	0.2 %
1945-46	9.35,359	9,30,826	4,533	0.5 %
1946-47	25,57,839	25,32,250	25,589	1.0 %
1947-48	26,55,301	26,33,240	22,061	0.9 "
1948-49	30,81,400	30,56,798	24,602	0.8 %
1949-50	27,75,164	27,71,200	3,964	0.1 %
1950-51	27,37,361	27,15,459	21,902	0.8 "
1951-52	52,27,051	52,08,542	18,509	0.3 %
1952-53	29,35,253	29,28,099	7,155	0.24 %
1953-54	15,24,312	15,23,620	1,052	0.06 %

It will be observed from the above that the average figure of shortlanding loss during any year has never exceeded 1% taking all the foodgrains together. On an average it works out to 0.52% only. With a view to comparing our shortlanding losses with those of other countries, e.g., U. K., who import large quantity of foodgrains from the same sources as we do, a reference was recently made to our High Commissioner in London. The reply shows that in determining the extent of shortlanding loss for which claims should be first pressed against the steamer agents, the consideration has to be given to the question of natural loss in weight due to evaporation during the voyage. This, in the case of wheat and rice may quite reasonably reach as much as 3% of the whole shipment. Where the shortage in the delivered weight as compared with the Bill of Lading weight did not exceed this percentage figure they found that the prospects of obtaining any redress from the carriers was

very remote. Where the shortage has exceeded the percentage of natural loss, in a few cases, they have, where proper weighing facilities at the ports of discharge were available, been able to persuade the shipping agents to effect a settlement on a compromise basis. In case of our shipments, the losses have, as the statement given above would show, been considerably below 3%.

The point to be remembered in this case is that our shipments of foodgrains are received in full shiploads and there is no possibility of any theft or pilferage during the voyage. At the ports of discharge also the delivery is taken by us *ex-dock* and the possibility of any theft or pilferage within the dock area should also be excluded. The shortlandings, therefore, can be attributed to (a) natural loss due to evaporation during the voyage and (b) the different methods of weighing at the ports, *e.g.*, while at the port of loading the weighing is by mechanical equipment the weighing at the port of discharge is done by beam scales or weighing bridges on which wagons and trucks are weighed.

Taking all the factors into consideration it will be clear that the magnitude of our shortlanding losses has been within limits.

As regards claim against the shipping Companies for shortlanding losses, it may be stated that in case of bulk cargoes claims for shortage in weight are not tenable

in view of the various provisions in the terms of the charter party, bill of lading and clause 6 of Indian Carriage of Goods by Sea Act. It has been suggested by the Committee that clause 6 of the Act should be amended. Apart from the fact that our Act is based on the decisions of the International Conference on Maritime Law held at Brussels in 1922, and that it is doubtful whether any important provision of the Act can be unilaterally amended by India without consulting other Maritime nations, the position is that the Indian Carriage of Goods by Sea Act applies only to the export trade and not to the import Trade. The shipment from other countries to India are governed by the Act of the country from which the goods have been imported and an amendment of the Indian Act will be of no use, so far as shortlanding in our food shipments from overseas is concerned.

Even if it is possible to negotiate fixture on the basis of modified terms and conditions of shortlanding losses, the shipping Companies are bound to cover themselves against increased liability for shortages during voyage by corresponding increase in the freight rate.

In 1950 a scheme for "Superintendence with Full Out-turn Guarantee" of all foodgrains shipment to India was discussed with representative of Messrs. General Superintendence Co. Ltd., Geneva. For the service the firm had quoted the following rates of commission.

Wheat and Barley from Australia and Argentine	. 1.25 % of the value of the cargo
Maize from Argentine	. 1.50 P.C.

This scheme was considered uneconomical and was therefore not pursued. It will be observed that the remuneration demanded far exceeded the actual percentage of shortlanding losses. There is no reason to believe that the shipping companies would agree to provide a full outturn guarantee at a cheaper rate.

In the past, claims for shortlandings were preferred against the shipping agents in all cases, automatically even though we knew that they were untenable, and write off action was taken only when we were unsuccessful, after taking up the matter in some cases, with the shipowners through the ISM or H. C. London, who chartered the vessels. Unfortunately this procedure which is evidence of the anxiety on the part of the sections of the Ministry concerned to save loss to the maximum extent, even where the recovery of the loss was of only remote possibility has now led to an impression that cases were delayed to the point of limitation. We found that this procedure was merely delaying final write off action and it was decided that claims should be filed and pursued only when they are legally tenable under the terms of the charter party. Such claims are not allowed to get time barred.

*(D. O. from the Minister of Agriculture No. C. 1487 '54 M.A. dated 22nd May, 1954 as amended by D. O. from the Ministry of Food No. IF.41 2(4)54-55 dated the 12th March 1957).*

Government should make some other arrangements for the safe storage of foodgrains instead of attempting to repair from time to time the ramshackle hutments used as Godowns at Sewari.

The Committee's observations in this paragraph suggest that the situation of emergency which suddenly faced us for several months beginning from February 1952, had not been sufficiently indicated by the Ministry to the Committee at the time of the discussions. At the risk of appearing to labour the point we feel that we should make an attempt to recall the sense of urgency that prevailed at the time and in which situation the alternatives before us were either to get some sort of shelter for the foodgrains arriving from abroad or be faced with the prospect of having no place in which to put them. For several months it was a race between arrivals and finding accommodation. Our records would show that frequent meetings had to be held in the Ministry every week to find the requisite space. It was a period of acute and chronic anxiety to several officers of the Ministry of almost daily occurrence; if these facts are emphasised it is only because an examination of the steps taken in a crisis, long after the crisis is over naturally tends to attach less importance to the urgency factor.

2. The Government of India has decided to import about 5 million tons against a firm total demand for 7 million tons from State Governments for 1952 and a programme of imports was drawn up accordingly. Consequent on the general slump in prices which occurred in February 1952 considerable hoards of stocks of foodgrains were released into open market and consumers offakes from Government shops came down steeply. Owing to the unforeseen and sudden decline in consumer's offakes State Governments found that there was large stocks with them and

therefore they flatly refused to take the foodgrains which the Centre was importing on the basis of the firm demands made by the State Governments themselves. The result was that with the normal capacity of about 2 lakh tons of storage, the Government of India was suddenly faced with the problem of having to find quickly extra space amounting to one lakh or 2 lakh tons every month. The stocks of grains carried by the Centre in September 1952 went up to about 7 lakh tons. This means that in a few months time extra capacity to the extent of 5 lakh tons had to be found. The total imports were also reduced from 5 million tons to 3.9 million tons.

3. In Bombay as at other ports, immediate action had to be taken to find additional storage accommodation required for holding imported grain, owing to the wide gap between accommodation available with Government and accommodation immediately required. The hutment accommodation at Sewari offered by the Ministry of Defence was taken over in these circumstances to avoid keeping grain in the open. Necessary repairs were also started and the godowns are fit for safe storage of foodgrains. The damage to stocks referred to by the Committee occurred when pending completion of repairs, there was very heavy rain in Bombay on one particular day as much as 4½" rain being recorded in one hour. But for this abnormal event, no damage to stocks would have occurred. Only 90 tons were found to



be damaged out of a total of 8,300 tons, as the bottom layers of stocks got wet. The damaged quantity was salvaged and sold by auction.

4. The cost of Sewari godowns together with expenditure on necessary repairs amounted to Rs. 3.1 lakhs. The godowns have a capacity of 13,000 tons and these are located very conveniently within the port areas, served both by road and rail. For similar accommodation, it would have been necessary for Government to incur an expenditure of Rs. 8 or even Rs. 10 lakhs. It would thus be seen that the acquisition of these godowns has not been an uneconomic proposition\*.

73 106 As the amount spent on rent in respect of Godowns obtained on lease by Government from private parties or Port authorities is high, early steps should be taken to get the present rents properly assessed by referring the matter to the Rent Controllers Concerned.

15 The observation of the Committee in regard to expenditure of about Rs. 27 lakhs per year on rent is based on a statement that was called for by the Committee during verbal discussions. A break up of the same statement is placed below (Appendix III) which would show that 1.1 godowns hired from private parties only Rs. 4.3 lakhs would be spent on the assumption that these godowns remained in the possession of Government for 12 months. Actually, private godowns were released towards the end of the year when the pressure on accommodation declined. It is estimated, in absence of firm audited figures, that out of the possible expenditure of Rs. 4.3 lakhs Government would have spent about half or little more than half of this amount.

2. The question of assessing the rents payable to Port Trust, Ministry of Defence, DGS&D, or to State Governments does not arise as in all cases there are statutory rents prescribed.

As regards accommodation taken over from private parties directly, it is claimed that the amount of rent paid was not in excess of the prevailing market rates and rates that were being paid by the State Governments concerned for similar accommodation. It may be stated for instance that the Government of West Bengal paid Rs. 8/8/ to Rs. 9/- per 100 sq. ft. for Rice Mill Godowns in Calcutta against Rs. 7/8/- to Rs. 8/- per 100 sq. ft. paid by this Ministry. Similarly accommodation at the Central Jute Press, Calcutta, for which this Ministry declined to pay more than Rs. 10/- per 100 sq. ft. the West Bengal Government agreed to pay Rs. 18 per sq. ft. Accordingly, the question of keeping the rents assessed by State Governments does not seem to arise.

74 107 The Central Government should retain Godowns only at the ports and should hand over the inland godowns to the respective States. The Central Government should take early steps to create a "Grain Bank" for storing the surplus grains in their godowns so that emergency needs could be easily met. Godowns should as a rule be utilised

At present no inland godowns are owned by the Central Government, except at Manmad, Coimbatore, and Bobbili. The godowns at Coimbatore and Bobbili are being used by the Government of Madras for a number of years for storage of their stocks. The depot at Manmad is essential for holding arrivals at Bombay. The Committee's recommendations that inland godowns should be handed to the respective

only for this purpose and not for storing foodgrains pending issue of orders for their despatch to various States.

Every effort should be made to despatch to the States their respective quotas from the ports immediately on landing from ships as during the wartime and the incidental charges on account of storage, rents, maintenance of establishment and wastage in godowns at the various ports of landing in India may be avoided.

States are, therefore, not clear. The Central Government will have to retain godowns at ports for provisional transit storage of arrivals. In the context of present food policy, the Central Government will have to move stocks to the interior for issue of foodgrains. It will, therefore, be absolutely necessary for Centre to have accommodation both at the ports and in the interior. Concentration of Central stocks at the ports will also lead to difficulties of movement simultaneously to a number of recipients.

The Central stocks of foodgrains that are now being held constitute what the Committee had doubleless in mind when they referred to 'Grain Banks' and since the reserved is to be maintained by the Central depots accommodation will have to be taken by the Centre at the Ports as well as in the interior.

Arrangements will continue to be made to despatch to recipient States their respective quotas from the ports immediately on arrival of food cargoes so as to keep down incidental charges to be borne by the Central Government, but except in periods of actual overall shortage, as happened during the period of the War, a time lag between arrivals and actual offtakes by recipient governments appears inevitable and to this extent it will be not be possible to reduce incidental charges to be incurred by Central Government as long as imports on Central Government account continue.

### Central Palm Gur Training School, Cuddalore.

75 112 (i) In the interest of efficiency and economy, the Committee, recommends that the Central Palm Gur Training School, Cuddalore should be transferred under the administrative control of Madras State.

(ii) Should Madras State be reluctant to take over the Palm Gur School on ground of lack of finance, the Committee recommends that the expenses may be shared equally between the Centre and Madras for a period of three years. The position should be reviewed at the end of the period.

(iii) Development and propaganda work relating to palm gur should be taken over by the I. C. A. R. The question of financing palm gur schemes sponsored by the All India Village Industries Association, Wardha may be considered.

As regards the recommendation of the Estimates Committee, that the Central Palm Gur Training School, Cuddalore, should be transferred to the administrative control of the Madras State, it may be stated that the Central Palm Gur Training School, is doing research work in Palm Gur and imparts training to the nominees of the State Governments and private institutions in the Palm Gur production and methods. The recommendation of the Estimates Committee is based on the statement that a large number of students who come for training is sponsored by the Madras State. This is not correct. Training is given to the candidates who come from the various States. A solitary case of the year 1951-52 in which the majority of the trainees were from the Madras State is not a valid reason to transfer the activities of the School to the Madras State Government. Under the Five Year Plan, training in Palm Gur development work will have to be given to all the trainees who come from the various States and private institutions. The Central Government is responsible for research work according to the Constitution of India. Besides, considering the present financial position of the Madras Government after the partition of the State it is doubtful whether the Madras Government will be able to take up the financial responsibility even partly of the Training School.

It was recently decided to transfer Palm Gur to the All India Khadi & Village Industries Board, under the Ministry of Commerce & Industry. The latter Ministry has accepted the transfer. Details are being worked out.

(D. O. from the Minister for Agriculture No. C. 1487/54.MA dated 22nd May, 1954.)

### Indian Council of Agricultural Research

76 121 The Committee considers that the I. A. R. I. well-equipped as it is with good laboratories and other facilities and staffed as it is by experts in the various branches of agriculture, is eminently fitted to undertake the scrutiny of the new lines of research schemes sponsored by the Commodity Committees and the States from a scientific and technical point of view. The Committee is therefore, of the opinion that a convention should be established whereby the I. C. A. R. should, in the first instance be enabled to review all the research schemes sponsored either by the various Commodity Committees or the Central and State Research Institutes and, thereafter, refer the matter to the I. A. R. I. for expert scrutiny, etc.

111 The Council fully appreciates the spirit in which this recommendation has been made that the I. C. A. R. should associate, as far as possible with its research schemes central Research institutions like the I. A. R. I., I. V. R. I. etc. This has always been the desire of the Council and every measure has been taken to associate such interests, with the activities of the Council. Nevertheless, it is not possible to agree to the specific recommendation of the Estimates Committee that research schemes sponsored by the I. C. A. R. and the Commodity Committees should be referred for scrutiny to the I. A. R. I. Our non-acceptance is based on practical considerations. The experts of the Central Institutes are principally concerned with their laboratory work and field activities. It would be inadvisable and administratively not feasible to give them an additional work-load regarding the scrutiny of a large number of research schemes annually received by the Indian Council of Agricultural Research, and the Commodity Committees. Such additional duties will distract them from

their normal research work without any corresponding advantage. At best they would be only duplicating the work done by the technical officers of the Council. It is also administratively not possible to refer to a number of research institutes spread all over the country all the research schemes annually received by the Council and get such schemes passed within a specified time after referring them to the various other bodies of the Council such as Board of Research, Advisory Board, Standing Finance Committee, Standing Committee, governing Body, etc. To overcome these practical difficulties the Council has set up for the purpose of scrutinising research schemes, scientific committees consisting of experts working in central institutions like the I. A. R. I., I. V. R. I. etc. State Governments, Agricultural College and Universities. Such Committees examine the schemes in great detail and in certain cases the independent opinion of certain specialists is separately obtained for the benefit of Scientific Committees. Thus the scientific examination of research schemes is adequate and there are no valid grounds for changing the existing system and procedure.

However, it is appreciated that in the execution of schemes sponsored by the Council Central institutions should have a greater role to play so that that the State Agricultural research institutions could look to the

Central institutions for guidance wherever possible. The Council has been endeavouring to associate the experts of the Central Research institutions in the co-ordination of the research schemes in different subjects and reporting on the progress of the schemes of the Council.

It is considered, therefore, that the existing system is more suitable than the one suggested and should be continued. So far as the schemes of the Commodity Committees are concerned, the Council is at present not associated as the Commodity Committees have their own special scientific committees. There has, however, been a recommendation of the Planning Commission that a system should be devised where by all schemes should be scrutinised by a common agency. This is under consideration by the Council and the decision will be communicated later.

(D. O. from Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

The Planning Commission had recommended the appointment of a High level Committee to examine the whole question of organisation of agricultural research in India and in particular, the changes that should be brought about in the existing Central Commodity Committees and Research Institutes and Research Departments in Universities. Pending the appointment of this High Level Committee, the Council, in agreement with the Planning Commission, appointed Expert Committees and Sub-Committees for the preparation of comprehensive reviews by

specialists on the research work carried out in the country during 1929—54 in the fields of agriculture, animal husbandry and allied subjects. These committees are expected to complete their work soon. It may also be mentioned in this connection that a Joint Team of Indian and American Specialists dealing with Agricultural Research and Education was appointed by the Government of India to study *inter-alia* the functions, organisation and working of American and Indian Institutions engaged in Agricultural Research extension and agricultural education at college level, and to suggest methods of coordinating the work of such institutions in India functioning under the Centre, the States and the Universities. The Team has already submitted its report and it is under the active consideration of the Ministry of Food and Agriculture.

(Ministry of Food and Agriculture O. M. No. F. 5-15/55  
Adm., Coord. dated the 31st December, 1955).

77 122(c) In case there is an institute on any particular commodity then the scheme relating to that commodity must in the first instance, be sent to that institute for vetting before being sent to the I. A. R. I. for further scrutiny. In case there is no such institute the scheme should be sent direct to the I. A. R. I. for scrutiny ;

(c) The question does not arise in view of the procedure already explained (Vide Serial No. 76).



(d) each Commodity Committee should have a research station of its own ; where it does not exist, the I.C.A.R. should provide it out of its cess fund ;

(d) The commodity committees are at present under the control of the Government and are financed either through a separate cess or by grants. It is for the commodity committees to decide whether their work could be better done by research institutions or by stations directly under them. It should be noted, however, that the Indian Oil Seeds Committee and the Indian Cotton Committee, after very careful consideration, have come to the conclusion that they should not have separated Central research stations or institutions under them and that their work could best be done by developing State agricultural stations in the respective commodities with which they are concerned. As funds available with I.C.A.R. are not adequate for its own needs of research on agriculture, animal husbandry etc., no funds can be made available for setting up Research Stations.

(e) after a scheme has been vetted by the I.A.R.I. it should be examined in detail by the Scientific Committee of the I.C.A.R.;

(e) Attention is invited to the comments given in S. No. 76.

(f) the Indian Council of Agricultural Research should periodically review the progress of work of all Research Institutes with a view to assessing whether the nation's money is being well laid out and the schemes are yielding satisfactory results. For this purpose the I.A.R.I. and experienced scientists working in the various research institutes should do the follow-up work and watch the progress of these researches.

(f) The first part of the recommendation that the I.C.A.R. should review periodically the technical work conducted in the research institutions is acceptable provided the recommendation is with regard to Central Research Institutions and not with regard to all institutions including State research institutions. With regard to the latter, the Council has no jurisdiction as they are directly under the States and any review could be done only at the specific request of a State Government. In practice, such reviews have

been made in isolated cases at the specific request received from State Governments. With regard to central institutions, the progress report of work done is received by the Council and scrutinised by the Scientific Committees and the recommendations forwarded to the Central institutions for necessary action. This system can, however, be further developed with a view to undertaking periodical reviews by the Council itself of the working of these institutions and a suitable system would be worked out.

The second part of the recommendation is, however, not clear. If it is intended that any recommendation made by the Council with regard to the working of a particular institution should be implemented and the progress of such implementation watched by experienced scientists, then the appropriate arrangement would be for the Director of the particular institution to be made responsible. The Director should be made responsible for implementing the recommendations of the Council and watch the progress of such recommendation through his own officers to see that they have been effectively implemented. (D.O. from the Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

80 126 A building for accommodating the I.C.A.R. and P.A.O. Offices should be provided adjacent to

This suggestion has already been considered. In view of the facts (i) that the I.C.A.R. staff have to consult

the Pusa Institute with such additions to the existing buildings as may be necessary. The construction of a building in New Delhi should not be proceeded with.

the officials of the Ministry and the accredited Finances very frequently, and (ii) consultations between the Expert Advisers attached to the I.C.A.R. and the officials of the Ministry have also to be frequent, the location of the office of the Council at the I.A.R.I. premises was not considered feasible both from the point of view of convenience and expenditure involved on transport. It was accordingly, in consultation with the accredited Finance to the Ministry, decided that the office of the I.C.A.R. should be located near the Ministry rather than near the I.A.R.I.

Evidently the Estimates Committee had not been apprised that the question of a suitable headquarters for the Council had been very seriously considered by the Royal Commission on Agriculture. The observation of the Royal Commission is as under :

“The choice of Pusa would be open to the objection that it is difficult of access and the excellence of its library would not compensate for this drawback. It is further undesirable that the headquarters of the Council should be at a station in which there is a research institute whether Central or provincial. In these circumstances we consider that the most suitable headquarters for the Council would be those of the Government of India.”

Incidentally, our decision to have a new building near the Secretariat building is in consonance with this observation of the Royal Commission on Agriculture. (D.O. from the Minister for Agriculture No. C. 1487/54/MA dated the 22nd May, 1954).

81 127

In order to make the Regional Committees more effective the Committee recommends that :

(i) the Regional Committees should meet more frequently and watch the day to day progress of research work being conducted within their region;

(ii) they should select personnel for conducting inspections of the various Research Institutes located in the region and assign duties to them;

(iii) if any further work is assigned to the I.C.A.R. on an all-India basis, the Regional Committees should be entrusted with the work of supervising the same on behalf of the I.C.A.R.;

(iv) each Regional Committee should provide some sort of a nucleus staff to its Chairman who will go from place to place and supervise the activities both of the States as well as Regional institutions;

(v) to start with, the researches for the entire region may be entrusted to a State institution which may, in course of four or five years, be converted into a regional institution. This

The implications of this recommendation are not fully understood. If it is intended to extend the scope of the work of the Regional Committees, then the Regional Committees, as they are constituted at present, are not suitable to carry out the functions envisaged in the recommendation. The Regional Committees are composed of representatives of the States in a particular region mainly at the level of Directors of Agriculture in order to meet and scrutinise the schemes received from the region to see that there is no overlapping. State Directors of Agriculture are themselves responsible for the execution of the schemes and they are directly responsible to this Council with regard to such schemes, for progress and action. The Committee seems to attach importance to the execution of schemes sponsored by the Council to the satisfaction of the Council. It should be remembered that schemes executed in the States are generally financed jointly by the Council and the State Government concerned. The States are, therefore, as much interested as the Council in seeing that the schemes are properly executed and the results are utilised for the benefit of the State. From this point of view, the States take active interest to see that the funds provided are not dissipated. If, however, additional supervision from the Centre is necessary, it could be done only through the appointment of a suitable Central Officer who has the necessary qualification and status to make on-the-spot study of schemes in progress

arrangement will, in due course of time, enable the I.C.A.R. to be in charge of not only the Central Research Institutes but also to have a general supervision over all research work conducted in the country.

in the States and tender advice. Without spending considerable amounts of money, such supervision is not possible. The development of a particular State research institution or entrusting such a State research institution with responsibility for scrutinising the Council's schemes is likely to meet with all sorts of difficulties. So long as schemes are properly scrutinised by Scientific Committees consisting of top-ranking scientists and representatives of States and the technical programmes properly worked out and approved by the Scientific Committees, the responsibility for their execution quite squarely rests on the shoulders of the State Governments and Directors of Agriculture. Supervision would of course be undertaken wherever possible by the Central Commissioners during their visits to the States. It has also been agreed that meetings of the Council should as far as possible be held in the States to give an opportunity for the Central as well as State experts to make an on-the-spot study of State research schemes and submit recommendations wherever necessary. (D.O. from the Minister of Agriculture No. C. 1487/54/M.A., dated the 22nd May, 1954).

83 129 The Committee recommends that :

(i) The I.C.A.R. should concentrate on research and not dissipate its energies on extraneous functions thrust on them. The responsibility of training the supervisory staff and other personnel to man the Community Projects should be taken over by the Community

Recommendations (i)—(ii). The issues involve a question of policy. The extension activities were undertaken by the I.C.A.R. on the consideration that since it had in its possession the latest results of researches in agriculture and animal husbandry it would be in a better position to disseminate the

Projects Administration themselves. The I.C.A.R. should continue to study, analyse and carry on research into the fundamentals of extension including the contents, character and method of extension programmes as also method of assessments of the results and working of programmes;

(ii) the Extension Training Centres may be handed over to the respective State Governments with the overall supervision of the Community Projects Administration;

(iii) the additional Administration work relating to Extension Service that has been entrusted to the I.C.A.R. should be taken away from it;

(iv) consequent on the transfer of supervision of Extension Training Centres to the Community Projects Administration, the staff attached to the Extension Section of the I.C.A.R. would become surplus and should be abolished.

results to the extension workers. It was also on this consideration that the work of training the village level workers and supervisory staff at the extension centres was entrusted to the Council. The Ministers of Agriculture of various States, who met at a Conference recently in New Delhi, recommended that the work of training extension workers should be assigned to Agriculture Departments in the States and as such there is all the more reason that this work should remain with the I.C.A.R. in the Ministry. It may perhaps be relevant to mention that in other countries like U.S.A. and Japan, which have developed an efficient extension service, this work is entrusted to the Agriculture Departments. (D.O. from Minister for Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954).

(i) The proposal to give a subsidy to the owners of private farms for inducing them to evolve new and stronger breeds of animals seems to be a good one but it requires detailed examination. We may perhaps also consider in this connection the schemes

for the evolution of newer and stronger breeds.

which was operative in undivided Punjab where under land grants were made for this type of work. (D.O. from Minister for Agriculture No. C. 1487/54/MA, dated the 22nd May, 1954.)

The proposal has been considered. It is felt that the Government cannot sponsor proposals such as giving of subsidy to private farms.

(Ministry of Food and Agriculture O.M. No. P.5-1/55-Adm. Coord., dated the 20th January, 1956.)

86 132 (i) Since the I.C.A.R. is primarily intended for the distribution of funds for research which is fundamental and of an all-India importance—not merely local—and as it has to deal with a number of Scientific Committees, it is desirable that its Vice-President should be an agricultural scientist.

132 (i) The Committee has recommended that the Vice-President of the Council should be an agricultural scientist presumably because they have not taken the administrative set up at the higher level of the Council as a whole. The Royal Commission recommended that the Council of Agricultural Research should consist of three whole time members appointed by the Government of India of whom one should be an experienced administrator with a knowledge, if possible, of Indian conditions; one should be an eminent scientist who had specialised in some branch of crop production and one should represent the interest of animal husbandry including animal nutrition and veterinary matters. It was also suggested that the administrator should be the Chairman of the Council. The Government accepted this recommendation subject to the condition that the Chairman of the Council should be the Minister in charge of Agriculture and that the administrator should be the Vice-Chairman of the Council. Thus, under this set-up—each officer has got specific functions.

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The Administrator who is the Vice-President working directly under the Minister for Agriculture is in overall charge of the organisation assisted by the two senior scientists, one on agriculture and the other on animal husbandry. It should be remembered that the Council only sponsors research and does not itself directly execute research. In sponsoring research, some of the important work involved such as obtaining funds, sanction of funds, operating the bye-laws of the Council, investment of funds, administering the staff etc., are of an administrative nature. It should also be remembered that if balance has to be ensured between agriculture and animal husbandry, it would be difficult to accept that there should be an agricultural scientist as the Vice-President. This is likely to create difficulties between agriculture and animal husbandry. The present arrangement has hitherto worked very satisfactorily and it is accordingly suggested that the existing arrangement which has given good results over the last 24 years should continue (\*).

\* (D. O. from the Minister for Agriculture No. C. 14 57/54/MA, dated the 22nd May, 1954.



## CHAPTER IV

# REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED BY THE COMMITTEE AND ARE BEING PURSUED

Sl. No.*	Ref. to para No. of the Report	Summary of Recommendations	Reply of the Government	Comments of the Committee
1	2	3	4	5

### Forest Research Institute and Colleges

22 17 The responsibility for delay in the erection of the costly paper manufacturing plants, which were imported in 1949 and still unused, should be fixed and the persons concerned should be punished. Expert opinion should be taken for utilising the plant and determining any additional machinery required for paper manufacture.

The views of the President of the Institute, with which this Ministry is in agreement, are as follows :—

The paper machinery referred to was received at the end of December, 1949. It was incomplete. The delay in erecting it has been due to unavoidable delay in constructing the special type of basement required to house it. The C.P.W.D. was faced with a number of technical difficulties in designing the structure. These have now been overcome as a result of consultation with the engineers of the firm which supplied the machinery and construction of the basement is now going ahead.

All the boxes and crates containing the machinery were opened and the various

\*Note—Sl. No. indicates the Serial No. of the recommendations as given in the Sixth Report.

parts checked soon after they were received. It is regretted that, in the absence of the President, Forest Research Institute, who was away at Coimbatore, the position regarding the 'unpacked' cases was not properly explained to the Committee.

There has been no wastage of public money.

Even if the machinery received had been erected within six months of receipt, it would still not have been possible to use it owing to the fact that it was not complete and many ancillary parts have not yet been received from various suppliers. For example, the prime mover, the order for which was initiated in February, 1951, has not yet been received.

The machinery ordered for the new paper plant was based on the recommendations of an Expert Committee set up in 1940. The question of additional machinery has been finalised in consultation with Mr. Hisey who is the Vice President of the Sandy Hill Iron & Brass Works (which supplied the paper machine). Mr. Hisey is an acknowledged expert recognised by the F. A. O. (*Minister for Agriculture's D.O. No. C-1487*)

34/MA dated the 2nd May, 1954 as amended by Ministry of Food and Agriculture D.O. No. F. 5-9/53 Adm.-Coord, dated the 3rd February, 1956.)

(i) *The date when the machinery was ordered.*

The Ministry of Food and Agriculture in their cable dated 19-4-1948 asked Messrs. Sandy Hill Iron and Brass Works to fabricate a combination Fourdrinier Cylinder paper making machine for the Forest Research Institute. It was stated in the cable that the formal order would be sent through the India Supply Mission, Washington, which formally placed the order with the firm on 19-11-1948.

(ii) *The number of cases containing machinery, etc. and the dates they were actually received by the Institute.*

The number of cases containing machinery was 182. These cases started arriving at the Forest Research Institute in September, 1949 and the last boxes were received in December, 1949.

(iii) *The dates on which they were opened and installed.*

The boxes were opened on receipt for checking their contents. The check-

ing was completed towards the end of June, 1950. The machinery contained in the cases could not be installed immediately after checking because there was no building for housing this machine. The installation of the machinery was started in December, 1954 as soon as the building to house it was completed and this installation is in progress now. After checking, the boxes were closed so that the machinery may not be spoilt by dust, etc. The cases were opened at intervals for examining whether any parts were getting rusted and oiling wherever necessary. The boxes contained several loose parts also. The building had to be built by the Central Public Works Department. Information on the delay in constructing the building is given below under (vi).

(iv) *The date when the various ancillary parts were found lacking.*

In July, 1950, it was found that many parts required to complete the erection of the new pilot plant paper machine and

to put it into operation had yet to be ordered. In September, 1950, a Hungarian Engineer was appointed as Chief Research Officer, Service Branch in the Forest Research Institute on a three years' contract, specially for erecting the paper machine. On going through the data and drawings supplied to the F.R.I. by the supplier of the paper machine, *vis.*, Messrs. Sandy Hill Iron and Brass Works, U. S. A., the Chief Research Officer (C. R. O.) found that Shri M. P. Bhargava, the then Officer-in-charge, of the Cellulose and Paper Branch who was dealing with this subject had not even obtained data on the loads of some important parts without which the building for housing the paper machine could not be constructed.

(v) *Was the non-receipt of the above parts due to the omission on the part of the authorities placing the original order or the firm concerned for not supplying them along with the machinery etc.?*

The non-receipt of the above parts was not due to the firm not supplying them along with the machinery. It was due to the fact that these were not included in the order placed with the supplier of the machine, *vis.*, Messrs. Sandy Hill Iron and Brass Works, U.S.A.

Shri N. P. Bhargava, the then Officer-in-charge of the Branch, who was sent abroad in 1947 for getting specifications for a paper machine and other equipment for the pilot plant and laboratory, contacted Messrs. Sandy Hill for this paper machine and got those specifications. He was aware of the fact that more parts had to be ordered for completing the erection of the paper machine and working it, since he had forwarded before retiring, enquiries for the specifications, quotations, etc. of some of these parts to the President of the Forest Research Institute for passing on to the Industries and Supplies Ministry for necessary action.

In this connection, it may be noted that Shri Bhargava superannuated in December, 1946 and he was given an extension of three years for completing the Re-organisation Scheme of the Branch which included, among other items, the procurement and installation of this paper machine. In order to expedite the completion of this Scheme, Shri Bhargava was sent abroad on the

recommendation of the Expert Committee appointed by the Government for scrutinising this Scheme in 1947 for 6 months to get specifications for the pilot plant, etc., and it was during this deputation that Shri Bhargava contacted Messrs. Sandy Hill and negotiated the purchase of the Paper Machine received here. The Expert Committee approved of the Re-organisation Scheme resubmitted by Shri Bhargava after his return from the foreign tour. Shri Bhargava urged the President, Forest Research Institute, to place immediately an order with Messrs. Sandy Hill as this firm was saying that they were fabricating at that time a similar paper machine for another institute and, therefore, they could supply the machine to the Forest Research Institute in a very short time. Shri Bhargava retired in December, 1949 and only after he retired, it was found that a long way had yet to be covered to put the new paper machine into working condition and complete the Re-organisation Scheme.

(vi) *How much time did the C. P. W. D. actually take to install the machinery and the period during which it had to lie idle ?*

The responsibility of the C.P.W.D. is to construct the building for housing this

paper machine. The C.P.W.D. was, therefore, requested to construct the building and not to install the paper machine. As already stated in (iv) above, a Hungarian Engineer was appointed for the installation of the paper machine which could not be installed without a building for housing it. The machine will still lie idle for some time even after installation of the parts received here in December, 1949 for reasons given below (the last two paragraphs of this Section).

In this connection, it may be noted that the layouts for this building and the new laboratory building were sent in October, 1950 to the Senior Architect, C. P. W. D. The construction of the buildings was started in December, 1951. The laboratory building was completed in March 1953, when it was occupied. Although work had been started first on the construction of the paper machine building, only a portion of this building was built by C.P.W.D. in July, 1952. C. P. W. D. could not proceed with the construction of the main part of this building as they found



technical difficulties in constructing the special type of basement portion of the building and that delay was therefore unfortunately unavoidable. Messrs. Sandy Hill, the Supplier of the machine, were, therefore, approached by the F. R. I. in August, 1952 for the supply of the R. C. C. design for the basement. They demanded Rs. 50,000 for supplying the design. The T. C. M. for India of the U. S. A. Government was approached for funds and on June 1, 1953, the U. S. A. Government signed a contract with Messrs. Sandy Hill for engineering services (for \$25,000) to the F. R. I. in connection with drawings etc., for the new pilot plant including the R. C. C. design for the basement.

Although Messrs. Sandy Hill had promised to supply the design for the basement in two months after signing the contract, they started, after reminders, sending preliminary drawings piecemeal from the end of August 1953. The Central Public Works Department could not proceed with the work of construction of the basement without getting all the drawings in this connection, since these drawings were inter-related. After repeated reminders, the supply of the drawings was completed in March, 1954 by Messrs. Sandy

Hill. Thereafter, the Central Public Works Department continued the construction work of the basement and the concreting of the basement ceiling was carried out by the Central Public Works Department on the 21st and 22nd November, 1954. Three weeks were required for setting the concrete. The erection work of the paper machine was started immediately by the Chief Research Officer, Service Branch of the F. R. I. and the installation work is now in full swing.

Some parts of the paper machine are yet to be received from the U. S. A. The question of additional machinery, it may be noted, was finalised in consultation with Mr. Hisey who is the Vice-President of the Sandy Hill Iron and Brass Works (which supplied the paper machine) and is an acknowledged expert recognized by the F. A. O. Although the indent for the Electric Drive for working the paper machine was sent to the Director General of Supplies and Disposals, New Delhi on 23-6-1951, the Electric Drive is not yet

shipped from England. According to the latest advice from the General Electric Co. of India Limited, Calcutta, supplier of the Drive, the machine is ready for shipment but the shipment is delayed because the inspection is not yet completed by the authorities of the office of the Director-General, India Store Department, London.

The present plan is to install all the parts received but the paper machine cannot be put into operation until the Electric Drive and remaining parts are received here and installed and electric power is made available.

(vii) *Is it not a fact that when some Members of the Estimates Committee visited the Institute in 1953 for an on the spot study of its working, they were shown the packages which were lying unpacked?*

The Members of the Estimates Committee were shown the parts which were opened and also the closed boxes which contained other parts. The latter boxes used to be opened at intervals for examining whether any parts were rusting. Oiling was done wherever necessary and the boxes were again closed. When there was no building for the installation of the machinery, it was not advisable to allow the parts

to lie about exposed. Therefore, they were safely placed in closed boxes.

*(Ministry of Food and Agriculture O.M. No. F. 5-2/55 dated the 1st February, 1955).*

*The present position of the whole matter with the financial implications thereof.*

The concreting of the basement ceiling of the paper machine building was carried out by the Central Public Works Department on the 21st and 22nd November, 1954. Three weeks were required for setting the concrete. The erection work of the paper machine was started immediately by the Chief Research Officer, Service Branch of the F. R. I. All the machinery of the new paper plant received in December, 1949 was erected by the end of May, 1955.

The prime mover was received at the Forest Research Institute on the 7th, June 1955 and its erection was completed on the 29th June, 1955. Since the end of June, 1955, the paper machine parts, which were received at the F. R. I. in December, 1949 and

ected by the end of May, 1955, are being worked *mechanically* once or twice a week to keep the bearings, etc., in sound condition. Other parts of this new paper machine which were included in the equipment to be supplied by T. C. M. have not yet been received in spite of several reminders and, therefore, it has not been possible to make paper on this machine even on a small scale as an experimental measure. T. C. M. was last reminded on 24-12-55. The additional machinery including parts required for completing the erection of the new paper machine and the pulping and stock preparation equipment, required for completing the new pilot plant project was to be supplied by T. C. M. to India of the U. S. Government through the Sandy Hill Iron and Brass Works according to Purchase Authority No. 428-170-10-134 dated June 9, 1954 T.C.M. also entrusted the Sandy Hill to render engineering services at a cost of \$25,000 under Agreement No. SCC-21709 dated June 1, 1953. According to this Agreement the Sandy Hill were required to supply the engineering services to enable the F.R.I. to complete the construction programme in the minimum time and also to supply the equipment worth \$2,10,000. The Sandy Hill have not been able to complete the supply of the necessary engineering services.

The equipment worth \$2,10,000 has also not been received.

In the latter part of 1955, the Sandy Hill stopped supplying the engineering services. They insisted on a fresh agreement for engineering services on fresh payment of \$17,303. In order to expedite the engineering services required to complete the construction of the building for housing the pulping and stock preparation equipment and the supply of equipment worth \$2,10,000 under T. C. M. for completing the pilot plant project, a meeting was convened in New Delhi by the Ministry of Food and Agriculture on the 19th August, 1955. The serious situation which has arisen regarding the completion of the pilot plant project as a result of the discontinuation of the engineering services by the Sandy Hill and the non-receipt of the equipment worth \$2,10,000 was explained to the T. C. M. authorities in New Delhi, who took prompt action in apprising I. C. A. (formerly F. O. A. Washington, regarding the difficulties faced by the F. R. I. in completing the pilot plant project and requested I. C. A. Washington, to take immediately

necessary steps whereby the Sandy Hill would supply to the F. R. I. the required engineering services and the equipment worth \$2,10,000. Although the F. R. I. and the Ministry of Food and Agriculture have been sending frequent reminders to the T. C. M., New Delhi, and the T. C. M., New Delhi have been reminding I. C. A., Washington, it has not been possible to know the action taken by I. C. A., Washington, to supply the engineering services and equipment worth \$2,10,000 under T. C. M. to the F. R. I. to complete the pilot plant project so that the new paper machine may be put into operation for making paper in connection with research and training programmes of the F. R. I.

Besides frequent written reminders, the Office-in-charge, Celulose and Paper Branch Forest Research Institute also contacted personally the Procurement and Supply Officer, T. C. M., New Delhi, and the President, Forest Research Institute and Colleges, contacted personally as well as in writing Dr. F. W. Parker, Chief Agriculturist under T. C. M. to the Ministry of Food and Agriculture, but no information has been received so far from I. C. A., Washington.

*Dates on which the machine parts were erected.*

All the machine parts of the new paper machine received at the Forest Research

Institute in December, 1949 were erected by the end of May, 1955. The prime mover received on the 7th June, 1955 was erected by the 29th June, 1955. Since the end of June, 1955, the new paper machine, with some parts still lacking, is being worked *mechanically* once or twice a week to keep the bearings etc., in sound condition, but it has not been possible to use this machine for making paper because all the parts required to work the paper machine were not ordered when an order was placed for this machine on 19-4-1948. Even though these parts were included later in the equipment to be received under T. C. M. these parts have not yet been received in spite of repeated reminders to T. C. M.

As stated on previous occasions, even if these machine parts had been erected immediately on receipt, it would still not have been possible to use the new paper machine owing to the fact that it was not complete and many ancillary parts have not yet been received although arrangements for procuring them were made long ago.

As stated earlier, the prime mover (Electric Drive) was received at the F. R. I. on the 7th, June, 1955 and its erection was completed on the 29th June, 1955.



As stated above, the electric Drive (Prime mover) has been received and installed. Other parts have, however, yet to come from U. S. A. under T. C. M.

Regarding electric power, the U. P. Government was requested to supply the power from the Patri Hydro Electric Supply. After repeated reminders, the U. P. Government has now informed the Ministry of Food & Agriculture that they would make the bulk supply available to the City Board, Mussoorie, who are the licensees for the Dehra Dun area and the City Board would supply the electric power to the F.R.I. The question of giving bulk supply to the City Board, Mussoorie, is being expedited by the U. P. Government and it is expected that it would be possible to give the supply to the City Board by the middle of 1957.

As stated above, all the machinery received in December, 1949 was erected by the end of May, 1955.

A statement showing the financial position of the reorganisation scheme of the Cellulose and Paper Branch, F. R. I. is placed below (Appendix IV)

*Ministry of Food and Agriculture O.M. No. F. 5-15-55-Adm. Coord. dated the 20th January, 1956).*

Please see paras 3 and 4, Chapter I of this Report.

77 122 (g) a register of names of Agricultural Research Scientists should be maintained so that they can be sent to various places according to their experience.

\*The Ministry may please intimate the action taken on this recommendation.

Note :—\*The following reply has since been received from the Ministry of Agriculture under their D.O. No. F. 23-8/57-Adm. Coord. dated the 20th March, 1957.

"A circular letter was issued in February, 1956 to All State Governments, Research Institutes, Commodity Committees and Universities etc. requesting them to furnish particulars of research works under their control. The Directory entitled 'List of Research Works in Agriculture, Animal Husbandry and Veterinary Sciences in India' is now under Compilation."

NEW DELHI ;

The 3rd March, 1957.

BALVANTRAY G. MEHTA,

Chairman,

Estimates Committee.

## APPENDIX I

(Vide S. No. 28, Chapter II)

*Ministry of Agriculture Resolution No. 6-19/49-F, dated 10th November, 1949 as amended by the Ministry of Food and Agriculture Resolution No. 32-3(1)/53-F dated the 24th December, 1953.*

### **Constituting the Central Advisory Board on Forest Utilisation**

With a view to stimulating wide interest in the activities of the Forest Research Institute Dehra Dun, and ensuring closer and more active liaison between forest research and industry, a Central Advisory Board on Forest Utilisation was set up in 1930. This Board was reconstituted in May, 1947, to ensure greater association of non-officials in its deliberations.

2. The Government of India have had under consideration the need of giving further weightage to the opinion representing interests of industry, agriculture and consumers. They have, accordingly, decided to reconstitute the Board as under :—

#### *“Chairman*

1. Minister of Food and Agriculture

#### *Members*

2. Secretary to the Government of India, Ministry of Food and Agriculture (or his nominee).
3. Secretary to the Government of India, Ministry of Natural Resources and Scientific Research and Director of Scientific and Industrial Research.
4. Inspector General of Forests.
5. President, Forest Research Institute and Colleges, Dehra Dun.
- 6—12. One representative each of :—
  - Ministry of Commerce and Industry.
  - Ministry of Defence.
  - Ministry of Railways (Railway Board).
  - Indian Council of Agricultural Research.
  - Inter-University Board.
  - Associated Chambers of Commerce and Industry.
  - Federation of Indian Chambers of Commerce and Industry.
- 13-14. One representative each of the Plywood Industry and of other forest-products industries to be nominated by the Central Government.

15-16. Two Heads of State Forest Departments to be nominated by the Central Government (in alphabetical order).

17. Nominee(s) of the Central Government to represent interests not otherwise provided for.

*Secretary*

An officer of the Ministry of Food and Agriculture.

*Observers*

Any Head of a State Forest Department or of a Branch of the Forest Research Institute interested in any particular problem."

3. The functions of the Board are :—

- (i) to advise on the assignment of priority to various items of research conducted at the Forest Research Institute.
- (ii) to co-ordinate research with the need, of industry, agriculture and general public ;
- (iii) to forge a link between the producer, and the consumer and research.

The Board will consider *inter alia* the quinquennial research programme of the Forest Research Institute and other cognate matters.

4. The tenure of the office of non-official members of the Board will be three years provided that a member nominated under items 10, 11 and 12 of para. 2 above shall cease to be a member if he ceases to be the member of the body whom he represented. The official members of the Board will continue until they are replaced by others. All casual vacancies among the members (other than *ex-officio* members) shall be filled by the authority of body which nominated them and the person nominated to a casual vacancy shall continue to be a member of the Board for the residue of the term which the person whose place he fills would have been a member.

5. It will be the duty of the Inspector General of Forests assisted by the *ex-officio* Secretary of the Board to prepare the agenda and the explanatory memoranda for the Board.

6. The names of persons appointed to be members of Board will be announced later.

## APPENDIX II

(Vide S. No. 29, Chapter III)

*Resolution of the Government of India in the Ministry of Agriculture No. 6-20/49-F, dated the 19th June, 1950 as finally amended in the Resolution of the Ministry of Food and Agriculture No. F-6-30/51-F, of July 7, 1952.*

### Central Board of Forestry

With a view to ensuring an All-India angle in the integration of forest policy pursued by various States, the Government of India have had under consideration the need of constituting a Central Board of Forestry in the light of recommendation made by the Conference of Ministers of States, held at New Delhi, in September, 1948. Quite apart from acting as a common pool of experience gained throughout the Union the Board will serve to secure close co-ordination in forestry matters and more specially in integration, it will stand in good stead in forging a common bond between the aims and ideals inspiring the various Forest Departments of the Union. With the urge for the industrial and agricultural development of the country generated by recent constitutional changes, forestry has come to assume a vital role calling for concerted action in such interstate matters as soil conservation and flood control measures, development of industries and standardization of timbers, evolution of forest management and legislation for the control of private forests, regulation of river valleys and preservation of tree growth in headwaters.

2. The Board has accordingly been constituted as under :—

*Members—*

1. Central Minister for Food and Agriculture—*Chairman.*

2—21. Ministers in charge of Forests of the following States:—

#### PART A.

2. Assam.
3. Bihar.
4. Bombay.
5. Madhya Pradesh.
6. Madras.
7. Orissa.
8. Punjab.
9. Uttar Pradesh.
10. West Bengal.

#### PART B

11. Hyderabad.
12. Jammu and Kashmir.
13. Madhya Bharat.

14. Mysore.
15. Patiala and East Punjab States Union.
16. Rajasthan.
17. Saurashtra.
18. Travancore-Cochin.

## PART C

19. Bhopal.
20. Himachal Pradesh.
21. Vindhya Pradesh.

Chief Commissioners of the following States :—

22. Ajmer.
23. Coorg.
24. Manipur.
25. Tripura.

## PART D

26. Andamans.
27. Secretary to the Government of India, Ministry of Food and Agriculture.
28. Inspector-General of Forests to the Government of India.
29. President, Forest Research Institute and Colleges, Dehra Dun.
30. An officer of the Ministry of Food and Agriculture—*Ex-officio* Secretary Chief Conservator of Forests and Secretaries to State Governments may attend along with Members of the Board representing the States concerned.

*Functions:*—3. The functions of the Board will be as follows :—

1. Co-ordination and integration of forest policy pursued by States in the management of their forest.
2. The adoption of conservation measures affecting forest resources and soil.
3. Integration of plans for land use and national reconstruction in which forestry has come to play a progressively important role.
4. Promotion of legislation considered necessary for various States for the management of private forests.
5. Regulation and development of forests in inter-State river valley, which are the concern of the Central Government (*vide* item 56 in List I of the Seventh Schedule of the Constitution of India).
6. Maintenance of adequate standards of the training of officers.
7. Co-ordination of forest research conducted in Central and State Institutes.

8. Any other matters affecting forestry, which are germane and relevant to the objective of this Board.

*Rules of business.*—4. The business of the Board will be governed by the following rules :—

1. The Board shall meet at least once in 2 years.
2. The Board may appoint technical committees to consider such inter-State matters as training of officers, standardization of timbers, flood control, anti-erosion measure, etc.
3. Matters of urgent importance may be circulated to the members of the Board to elicit opinion.
4. The Secretary will fix the date, time and place for every meeting of the Board. The agenda will be circulated at least 6 weeks in advance.

### APPENDIX III

(Vide S. No. 73, Chapter III)

*Abstract of effective storage capacity and rent thereof during 1952 (supplied to the Estimates Committee).*

	Effective capacity (000 tons)	Annual Rent (000 Rs.)		
		For building	For land	Total
(1) Central Govt. owned godowns . . . . .	112·8 71·8	..	435·4 Not yet fixed.	435·4 ..
TOTAL . . . . .	184·6	..	435·4	435·4
(2) Godowns hired from Port Trust . . . . .	99·4	917·8	..	917·8
(3) Godowns hired from Ministry of Defence . . . . .	148·0 25·0	775·5 Not yet fixed.	23·7	799·2
TOTAL . . . . .	173·0	775·5	23·7	799·2
(4) Godowns taken from D.G.S. & D. . . . .	9·1 18·2	34·5	Not yet fixed	34·5
TOTAL . . . . .	27·3	34·5	Not yet available	34·5
(5) Godowns hired through State Governments. . . . .	12·0 55·5	45·3	..	45·3
TOTAL . . . . .	67·5	45·3	Not yet available	45·3
(6) Godowns hired from Private parties . . . . .	77·8	430·4	..	430·4
GRAND TOTAL . . . . .	629·6	2203·5	459·1	2662·6

#### Average land rent for Govt. owned

godowns . . . . .	Rs. 3-13-9 per ton per annum.
Average rent for Port Trust godowns . . . . .	Rs. 9-3-9 .. .. .
Average rent for Defence godowns . . . . .	Rs. 5-6-5 .. .. .
Average rent for D.G.S. & D. godowns . . . . .	Rs. Not yet available.
Average rent for State Govt. godowns . . . . .	Rs. 3-12-5 per ton per annum.
Average rent for Private godowns . . . . .	Rs. 5-8-6 .. .. .



## ABSTRACT

State	CAPACITY (in thousand tons)				RENT (in thousand rupees)	
	Godowns owned and built on land entirely or partly	Godowns owned and built on leased land	Requisitioned Godowns on lease.	Godowns taken on lease.	Total columns (a, b, c, & d).	(Figures incomplete as details of rent payable for some leased sheds and for land of some owned sheds are awaited)
	(a)	(b)	(c)	(d)	(e)	(f)
Bombay	85.0	63.0	..	38.8	186.8	611.1
Madras	9.8	16.8	..	51.4	78.0	143.2
Cochin	..	10.0	..	29.3	39.3	217.8
Calcutta	..	..	..	131.5	131.5	1037.8
Bihar	..	..	..	24.2	24.2	67.6
U. P.	..	..	..	67.7	67.7	42.2
Delhi	..	..	..	14.4	14.4	67.6
Punjab	..	..	..	38.2	38.2	243.7
Rajasthan	..	..	..	10.9	10.9	129.7
Saurashtra	..	..	..	3.2	3.2	10.1
Madhya Bharat	..	..	..	11.2	11.2	85.5
Hyderabad	..	..	..	24.2	24.2	6.3
<b>GRAND TOTAL</b>	<b>94.8</b>	<b>89.8</b>	<b>..</b>	<b>445.0</b>	<b>629.6</b>	<b>2,662.6</b>

**STATEMENT SHOWING DETAILS OF CENTRAL GOVERNMENT FOODGRAINS STORAGE GODOWNS  
IN VARIOUS STATES**

State	Particulars	No. of sheds	Type of Structures	Effective Capacity (in thousand tons)	Annual Rent payable (in thousand Rs.)		Remarks
					Bldgs.	Land Rent	
1	2	3	4	5	6	7	8

**Bombay**

**A—Godowns Owned and Built on Land Owned by Government Entirely or Partly**

(a) Frere Road	8	Brick masonry, Mangalore tile roof.	30.0	80.2			
(b) Manmad	23	Brick masonry, Cement Asbestos Sheets roof.	55.0	..	*	* Fixation of rent is under negotiation through the State Government.	

**B—Godowns Owned and Built on Leased Land**

(a) Wadala	5	Cement gunniting alls G.C.I. Sheet roof.	50.0	..	268.9		
(b) Sewri	2	Brick masonry, asbestos sheet roof	13.0	..	72.6		

## C--Godowns Taken on Lease

(a) 'G' Shed . . . . .	1	G.C.I. Sheet walls & roof.	6.7	35.3	..	
(b) Warehouse No. 1. . . . .	1	Do.	3.0	29.6	..	
(c) 'T' Shed . . . . .	1	Do.	14.0	61.0	..	
(d) New Parel . . . . .	2	Brick masonry, asbestos sheet roof.	3.2	17.2	..	
(e) Holding Depot at Ghat koper. . . . .	3	Brick masonry, G.C.I. Sheet roof.	9.1	34.5	..	Details about land rent awaited from. D.G.S. & D.
(f) Sewri godowns G 4 . . . . .	1	Brick masonry, asbestos Sheet roof.	2.8	11.8	..	
TOTAL . . . . .	47		186.8	189.4	421.7	

## Majras

## A--Godowns Owned and Built on Land Owned by Government Entirely or Partly

Vizagapatnam . . . . .	18	Lahore Shed G.C.I. semi circular shape.	9.8	..	..	Land entirely owned.
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## B--Godowns Owned and Built on Leased Land

<i>Arudi</i>						
(a) N. S. .D. . . . .	3	Brick masonry, G.C.I. Sheet roof.	10.0	..	*	*Fixation of rent is under correspondence.
(b) 502 Transportation Depot . . . . .	8	C. I. Sheet walls-G.C.I. Sheet roof.	6.8	..	..	Do.

1 2 3 4 5 6 7 8

**C—Godowns Taken on Lease**

*Avadi*

(a) U. S. A. D.T.G. . . . .	6	C. I. Sheet walls & roof.	15.0	26.8	9.0	
(b) R.B.S.D. Sheds . . . .	6	Brick masonry, G. C. I. Sheet roof.	16.8	23.8		Due for return to Defence Ministry as soon as possible.

Visakhapatnam . . . . .	1	Brick masonry, asbestos Sheet roof.	2.8	12.9		
Cuddalore . . . . .	3	Details not known.	2.4	11.2		
Tuticorin . . . . .	31	Do.	8.7	30.5		
Trichirapally (Hangars)	3	G. C. I. Sheet walls & roof.	5.7	29.0		To be released as soon as possible.

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TOTAL . . . . .	79		78.0	134.2	9.0	
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**Cochin**

**B—Godowns Owned but Built on Leased Land**

R. A. F. Sheds.] . . . . .	2	G.C.I. Walls & roof.	10.0	..	13.7	
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**C—Godowns Taken on Lease**

(a) R.A.F. Sheds . . . . .	6	Brick masonry, G. C. I. Sheet roof.	12.0	117.7	..	
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(b) M U.R.A.F. Sheds 5 2 C.I. Walls & roof 17.3 71.7 14.7 The question of their purchase under consideration.

3 Brick masonry & G. C. I. Sheet roof. 39.3 189.4 28.4

TOTAL . . . 13 . . . 39.3 189.4 28.4

## Calcutta

## C—Godowns Taken on Lease

Brooklyn sheds.	13	G.C.I. Wall & roof	43.5	462.8	
Jinirapolo sheds	2	Do.	10.8	129.9	
Hoboken Sheds	4	Do.	6.6	68.6	
Santragachi	2	Brick masonry, G. C. I. roof.		(Details of rent awaited)	
	1	Brick masonry, G.C. flat roof.	14.0	from D. G. S. & D.)	
	1	Brick masonry, Manglore tile roof.			
Ramkristopore	5	Metal structures, Nissen Shed.	4.2	Do.	
EMPRESS Jute Mills godowns	5	Brick masonry, flat roof.	3.9	30.2	
Union Jute Mills godowns.	10	Do.}	5.9	52.9	
Salkia	2	Do.}	3.4	24.3	
Ghoosery	10	Do.}	7.1	51.3	
Hanuman	7	Do.	3.5	25.9	
Khardah	8	Do.	8.8	43.7	
Howrah	1	Do.	1.2	2.4	
Chotla godowns	1	C. I. Walls G.C. I. roof.	2.4	20.3	
Foreshore	1	Do.	3.3	30.2	

1	2	3	4	5	6	7	8
Shyamnagar . . .	9	Brick masonry, G.C. I. roof.	3.8	20.5			
Khox-Tollygunj . . .	6	Brick Masonry, asbestos Sheet roof. } Lahore shed G. C. I. } semi circular Lahore sheds shape. }					
	2		4.9	14.9			
B. T. Shed . . .	1	C. I. roof.	4.2	19.9			
TOTAL . . .	91		131.5	1037.8			
Bihar.							
Guraru . . .	4	Brick masonry, C. I. Sheet roof.	2.7	14.2			
<i>Gaya</i>							
M/s Karim & Co. . .	10	Brick masonry, Flat roof.					
R. N. Mills . . .	2	Brick Masonry, C. I. Sheet roof } Brick masonry, C. I. } Sheet roof }	12.7	18.2			
H. P. Mills . . .	2	Brick masonry, C. I. Sheet roof					
Mokameh . . .	7	Brick masonry, asbestos Sheet roof. } Brick masonry, G.C. I. } Sheet roof }	8.8	35.2			
TOTAL . . .	29		24.2	67.6			

Uttar Pradesh .		Rampur		Military barracks .		15	Pucca Walls, asbestos sh e' roof.	5.0	16.8	..	Due for return to Defence Ministry as soon as possible.
<i>Fyzabad.</i>		Military Dairy Farms		9	Details not known.		6.4	23.2	..		
<i>Banaras.</i>		New Kun Godown .			Do.		0.6	2.2			
		Building No. T I .			Do.		0.2				
Agra .		.			Do.		3.3				
Meerut .		.			Do.		1.3				
Rampur .		.			Do.		12.9				
Chandausi .		.			Do.		7.2				
Fyzabad .		.			Do.		2.0			Full details are yet awaited from the U. P. Government.	
Banaras .		.			Do.		0.8				
Kanpur .		.			Do.		11.3				
Malpi .		.			Do.		3.8				
Pokrain .		.			Do.		0.8				
Bindki .		.			Do.		0.9				
Allahabad .		.			Do.		6.4				
Orai .		.			Do.		0.8				
Saharanpur .		.			Do.		0.8				
Aligarh .		.			Do.		1.2				
Unnao .		.			Do.		0.4				
Sitapur .		.			Do.		1.6				
TOTAL.		.		24			67.7	42.2			
Delhi .		Vehicle sheds		9	Brick masonry long walls, asbestos sheet roof.		14.4	67.6		Due for return to Defence Ministry as soon as possible.	
TOTAL.		.		9			14.4	67.6			

8

7

6

5

4

3

2

1

Punjab . . . . .	Kesu Begu . . . . .	49	Brick masonry-Semi circular Shed Type						
		17	Brick masonry tiled roof. (Tiled roof.)	38.2	243.7				
	TOTAL . . . . .	66		38.2	243.7				

## Rajasthan

<i>Yodhpur.</i>	Hangar . . . . .	1	G.C.I. Wall & C. I. roof	2.0	Details regarding rent awaited from the Ministry of Defence.
	Barracks at Salawas	11	Stone masonry, Stone slab roof.	3.3	

*Kotah.*

Military Barracks. . . . .	58 Blocks comprising 201 rooms.	Do.	5.6	129.7	Due for return to Defence Ministry as soon as possible.
TOTAL . . . . .	70		10.9	129.7	

## Saurashtra.

Bhavnagar- Godown No. 107	1	Brick masonry-C.I. Sheet roof.	3.2	10.1
TOTAL . . . . .	1		3.2	10.1



Madhya Bharat	Gwalior Maharajpura Airfield.	6 (Hangars)	C. I. Walls & roof.			
		15 (Barracks)	Stone masonry, asbestos sheet roof.	5.6	43.7	
	Kampoo	2 (Barracks)	Stone masonry, mangalore tiles roof.	0.8	4.4	
	Paint Factory godowns.	10	Brick masonry, C. I. Sheet roof.	1.6	10.1	
	Soap Mills godowns.	5	Brick masonry, C. I. Sheet roof.	0.8	5.5	
	United Industries godowns.	16	Stone masonry, C. I. Sheet roof.	2.4	21.8	
	<b>TOTAL</b>	<b>54</b>		<b>11.2</b>	<b>85.5</b>	
<b>Hyderabad</b>						
<i>Secunderabad.</i>						
	Lake Lines, Bolarum (Lahore) sheds	2	Brick masonry, Mangalore tile roof.	4.0		} Details regarding rent awaited from Defence Ministry soon as possible.
	I.M.H. Barracks		Do.	8.6		
	B. S. Hospital.		Do.	2.0		
	Mty. Veterinary Hospital.		Do.	1.3		
	<i>Jalna.</i>					
	Lahore Sheds	8	Lahore shed G. C. I. Semicircular shape	4.5	6.3	Do.
	<i>Aurangabad.</i>					
	Military barracks.		Brick masonry, mangalore tile roof.	3.8		Do. Details regarding rent still awaited from Defence Ministry.
	<b>TOTAL</b>	<b>10</b>		<b>24.2</b>	<b>6.3</b>	

## APPENDIX IV

(Vide S. No. 22., Chapter IV)

*The financial position of the Reorganisation scheme of the Cellulose and Paper Branch, Forest Research Institute, Dehra Dun.*

S. No.	Heads of expenditure.	Sanctioned by the Government of India in 1949	Already spent upto 31-12-1955 or committed for expenditure.	Revised expenditure for the whole scheme	Remarks
		Rs.	Rs.	Rs.	
1	Pilot Plant	18,70,000	19,65,300	29,63,000	

1. Pilot Plant . . . 18,70,000 19,65,300 29,63,000 The enhanced estimate is due to the following:—

(a) Devaluation of Rupee since the first estimate was made.

(b) Adequate pulping and stock preparation equipment was not included in the original scheme to balance the capacity of the new paper machine.

(c) The prices of machinery had gone up since the original estimate was made in 1948.

The expenditure of Rs. 19,65,300 includes \$ 14,596 (about Rs. 69,500) spent on some machine parts

[Items 1 to 8 of the Operational Agreement No. 10, Indent No. F. 20-2/52-F (III) 3853-C(AP-66)(139) II dated 10-11-1952] received under T.C.A.

The revised expenditure for the whole scheme of Rs. 29,63,000 includes \$ 2,10,000 (about Rs. 9,07,500) which will be spent by T.C.M. in the equipment yet to be supplied.

2. Laboratory equipment.	•	3,33,000	80,000	1,38,000	The expenditure on this is cut down to get adequate equipment for pilot plant. Some laboratory equipment will be obtained from Indian Paper Makers Association free of charge.
3. Freight, insurance and other charges.		2,37,000	64,000	3,64,000	We are getting equipment worth \$ 2,10,000 for the pilot plant from T.C.M. A sum, of Rs. 2,00,000 has been estimated to cover freight, insurance, inland transport etc., for this equipment alone.
4. Erection charges.	•	1,50,000	1,39,000	2,19,000	Special engineering services were required in connection with the construction of the basement and the designing of the digester and bleach house. An Agreement for engineering services (for \$ 25,000 about Rs. 1,19,000) was signed by T. C. M. with Messrs. Sandy Hill. The expenditure of Rs. 1,39 000 includes this amount of Rs. 1,19,000/-.
5. Additional buildings.	•	3,00,000	5,77,400	12,07,000	The original estimate of Rs. 3,00,000 given in the report of the Exports Committee does not seem to have been based on actual calculations. The present revised estimate of Rs. 12,07,000 includes buildings for housing the pulping and stock preparation equipment to be received under T.C.M., workers' lunch room, con-

1	2	3	4	5	6
6.	Books & Journals . . .	10,000	Nil	2,000	The expenditure under this head has been cut down in the revised estimate to make provision for funds for the pilot plant. The expenditure under this head has been cut down in the revised estimate to make provision for funds for the pilot plant.
7.	Office equipment, furniture	40,000	4,200	30,000	Remarks same as in 6 above.
8.	Contingency. . . . .	60,000	Nil	40,000	Remarks same as in 6 above.
		<u>30,00,000</u>	<u>28,29,900</u>	<u>49,63,000</u>	