

**EIGHTH REPORT**  
**STANDING COMMITTEE ON AGRICULTURE**  
**(1994-95)**

**(TENTH LOK SABHA)**

**MINISTRY OF AGRICULTURE**  
**(DEPARTMENT OF AGRICULTURAL**  
**RESEARCH & EDUCATION**

**DEMANDS FOR GRANTS (1994-95)**

*Presented to Lok Sabha on <sup>22<sup>nd</sup></sup> ~~19<sup>th</sup>~~ April, 1994*  
*Laid in Rajya Sabha on 19<sup>th</sup> April, 1994*



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COMPOSITION OF THE STANDING COMMITTEE ON AGRICULTURE  
(1994--95)

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(iv)

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SECRETARIAT

1. Shri G.L. Batra - *Additional Secretary*
2. Shri R.V. Warjri - *Director*
3. Shri Haripal Singh - *Under Secretary*

## PREFACE

1. The Chairman, Standing Committee on Agriculture having been authorised by the Committee to submit the Report on their behalf, present this Eighth Report on Demands for Grants of the Ministry of Agriculture (Department of Agricultural Research and Education for the year 1994-95.

2. The Standing Committee on Agriculture was re-constituted on 6th April, 1994. One of the functions of the Standing Committee as laid down in Rule 331E of the Rules of Procedure and Conduct of Business in Lok Sabha is to consider the Demands for Grants of the concerned Ministries/Departments and make a report on the same to the Houses. The report shall not suggest anything of the nature of cut motions.

3. The Committee took evidence of the representatives of the Ministry of Agriculture (Department of Agricultural Research and Education) on 5th April, 1994. The Committee wish to express their thanks to the officers of the Ministry of Agriculture (Department of Agricultural Research and Education) for placing before them, the material and information which they desired in connection with the examination of Demands for Grants of the Ministry for 1994-95 and for giving evidence before the Committee.

4. The Committee considered and adopted the Report at their sitting held on 8th April, 1994.

NEW DELHI;  
19 April, 1994  
29 Chaitra, 1916 (Saka)

NITISH KUMAR,  
Chairman,  
Standing Committee on Agriculture

## CHAPTER I

### Department of Agricultural Research and Education

1.1 The Department of Agricultural Research and Education (DARE) is a wing of the Ministry of Agriculture. It provides the necessary governmental linkages for the Indian Council of Agricultural Research (ICAR). The Indian Council of Agricultural Research is an autonomous apex body at the national level for the promotion of Science and Technology programmes in the areas of Agricultural Research and Education.

The major functions of DARE are:

- To look after all aspects of agricultural research and education (including animal science and fisheries) involving coordination between the Central and State agencies;
- To attend to all matters relating to the Indian Council of Agricultural Research; and
- To attend to all matters concerning the development of new technology in agriculture, animal husbandry and fisheries, including such functions as plant and animal introduction and exploration, soil and land use survey and planning.

#### *Priorities During VIII Plan (1992-97)*

The priorities of DARE for the VIII Plan are:

- Inventory of natural resources base, especially in the area of land-use, water-use and agro-forestry and wastelands systems for an identified area/watershed;
- Conservation of planned exploitation of germplasm resources through genetic enhancement centres, technology blending centres for plants, trees, livestock and fisheries;

- Enhancing productivity through evolution of new high-yielding hybrids/ varieties/breeds/strains with tolerance to biotic and abiotic stresses;
- Breeder seed production;
- Development and refinement of dryfarming technology;
- Improving integrated nutrient management system;
- Development of integrated pest management practices to optimize plant protection;
- Diversification of agriculture with emphasis on development of technologies for export promotion;
- Fostering excellence in research and education programme;
- Transfer of technology and improving information and communication system; and
- Human resource development.

### **Indian Council of Agricultural Research (ICAR)**

1.2 ICAR is a society registered under Societies Registration Act, 1860. Within the overall framework of Government policies, the ICAR is vested with full authority to determine basic strategies, formulate operational policies, developing necessary programmes and to ensure their implementation on sound technical and economic principles. The Minister of Agriculture in the Government of India is the President of the Council and the Minister of State in the Ministry dealing with the ICAR is the Vice-President. Its objectives are:

- Undertake, aid, promote and coordinate agricultural, animal husbandry and fisheries education, research and its application;
- To act as a clearing-house for research and general information relating to agricultural and veterinary sciences;
- To maintain a research and reference library;
- To do other things considered necessary to attain the above objectives;and
- To provide consultancy services in the field of education, research and training in agricultural and allied sciences .



1.3. The activities of the Council in the areas of Research Education is carried out through a chain of ICAR Plan Schemes constituting 45 Institutes, 4 Bureau, 9 Project Directorates, 30 National Research Centres and 77 All India Coordinated Research Projects with centres located throughout the country and in all the 27 State Agricultural Universities (SAUs) including newly approved Central Agricultural University for NEH Region, Imphal.

1.4 Agricultural Education is carried out through the State Agricultural Universities.

1.5 Agricultural Extension is a function of Agricultural Education by the operation of projects like National Demonstration, Operational Research Projects and Lab to Land Programmes at more than 300 centres in the country under 183 Krishi Vigyan Kendras (KVKs).

#### *Sector-wise Allocation*

1.6. The total Plan Allocation for VIIIth Five Year Plan of the Department of Agricultural Research and Education is Rs. 1300 crores for various Plan Schemes in different sectors. The breakup is as under:-

#### **Sector-wise Breakup VIIIth Five Year Plan**

<i>Sector</i>	<i>VIII Plan allocation (1992-97)</i>
<i>(Rs. in crores)</i>	
Crop Science	260.00
Horticulture	104.70
Soil, Agronomy & Agroforestry	150.00
Agricultural Engineering	51.06
Animal Science	140.00
Fisheries	65.00
Agril. Economics & Statistics	9.00
Agricultural Extension	163.50
Agricultural Education	148.40
Information & Management Service	19.94
Foreign Aided Projects	188.40
<b>Total</b>	<b>1300.00</b>

## CHAPTER II

### **Demands for Grants 1994-95 DARE**

2.1 The Demands for Grants for DARE including ICAR are incorporated as Demand No. 3 in the Demands for Grants of Ministry of Agriculture. The demand provides for payment of Grant-in-Aid to ICAR for undertaking research activities in the field of agriculture and allied sectors.

2.2 The entire Demand of DARE comes under Revenue Section amounting to Rs. 4.77,00,00 ( in thousands) and is divided under two Major Heads:

Major Head "3451" includes expenditure on Secretariat of the DARE.

Major Head "2415" includes payments to ICAR, DARE and contribution to international bodies *i.e.* Commonwealth Agricultural Bureau International (CABI) and Consultative Group on International Agricultural Research Institutions (APAARI) and Network of Agriculture Centres in Asia (NACA) also by DARE.

#### **A. Major Head '3451' - Secretariat Economic Services**

2.3. The actual expenditure for 1992-93, the Budget Estimates for the year 1993-94, Revised Estimates 1993-94, Estimates Expenditure, 1993-94 and Budget Estimates, 1994-95 under this head are as under:

<i>Actuals</i>		<i>Budget Estimate</i>		<i>Revised Estimate</i>		<i>Budget Estimate</i>	
<i>1992-93</i>		<i>1993-94</i>		<i>1993-94</i>		<i>1994-95</i>	
<i>Plan</i>	<i>Non-Plan</i>	<i>Plan</i>	<i>Non-Plan</i>	<i>Plan</i>	<i>Non-Plan</i>	<i>Plan</i>	<i>Non-Plan</i>
41,77		5,00	50,00	5,00	50,00	5,00	70,00
		55,00		55,00		75,00	

The breakup in various minor Heads under the Major Head is given below:

	<i>Actuals</i>		<i>Budget Estimate</i>		<i>Revised Estimate</i>		<i>Budget Estimate</i>	
	<i>1992-93</i>		<i>1993-94</i>		<i>1993-94</i>		<i>1994-95</i>	
	<i>Plan</i>	<i>Non-Plan</i>	<i>Plan</i>	<i>Non-Plan</i>	<i>Plan</i>	<i>Non-Plan</i>	<i>Plan</i>	<i>Non-Plan</i>
AI Secretariat								
AI (1) Salaries	-	27,39	3,00	29,00	3,00	29,00	3,00	37,00
				+5%		+5%		+35%
AI (2) O.T.A.	-	0,95	-	1,00	-	1,00	-	1,00
AI (3) Domestic- Travel Expenses		3,08	0,50	4,00	0,50	4,00	0,50	8,00
				+30%		+30%		+160%
AI (4) Foreign Travel Expenses	-	-	0,50	2,00	0,50	2,00	0,50	4,00
								+100%
AI (5) Office Expenses	-	10,35	1,00	14,00	1,00	14,00	1,00	20,00
				+35%		+35%		+93%
Total Major Head '3451'	-	41,77	5,00	50,00	5,00	50,00	5,00	70,00
				+20%		+20%		+68%

*Sub-Head A.1 (1) – Salaries*

2.4. The increase in the Salaries head A1.(1) calculated over the base year 92-93 is (+) 6% in 1993-94 (+) 35% in the estimates for the year 94-95.

2.5 DARE have clarified the phenomenal increase in the salaries head as under:

The increase of 5% in BE 93-94 and RE 93-94 over actuals of 92-93 was a normal administrative escalation to meet the incremental costs as well as cost of addl. DAs, bonus etc. sanctioned to the officers as well as members of the staff of DARE.

The increase of 27% in BE 94-95 over BE/RE of 93-94 is due to the following reasons:

(i) filling up of posts of (a) FA (DARE)/Jt. Secy (Rs. 5900-6700) which remained vacant from 1.6.1992 to 1.12.1993 and (b) the post of Joint Secretary DARE/Secy, ICAR which remained vacant from 18.7.1993 to 15.11.1993.

(ii) On account of provision having to be made for meeting the expenditure on pension benefits to one of the officer of this Deptt., who is retiring from Govt. service on superannuation on 31st October, 1994. It may also be stated that there was no increase in the officers/staff of DARE during this period.

2.6 The Committee are surprised at the explanation extended by the Department. The post of FA (DARE) / Jt. Secy. (Rs. 5900-6700) which remained vacant from 1.6.92 to 1.12.93 should have seen a cut of expenditure/estimates for the year 93-94 but strangely enough the BE for 93-94 recorded an increase of (+) 5% which has been attributed to normal administrative escalation, cost of addl. DAs, bonus, etc.

2.7 Similarly the salary for the post of Joint Secretary (DARE)/Secretary, ICAR which remained vacant from 18.7.93 to 15.11.93 had already been estimated in the year 1993-94 and therefore there has been no reduction in this head in estimates for 1993-94.

2.8. Further, if these posts are sanctioned posts, the non-plan expenditure of these posts is not cut on these posts which are falling vacant.

*Sub Head A1 (3) & (4) Domestic & Foreign Travel Expenses*

2.9. The travel estimates for 1994-95 have gone up by 160% in domestic travel and 100% in foreign travel.

*Sub-Head A1 (5) – Office Expenses*

2.10. The non-plan estimated provision under this minor head is seen to increase by (+) 93% over base year 92-93 and (+) 43% over estimated provisions for 1993-94.

2.11. The increase in budgetary estimates has been stated to be because of the joining of FA(DARE) and Jt. Secy. (DARE) amongst the other reason of anticipated filling up of vacancies in Minister of State (MOS) set up.

2.12. Seeing to the Non-Plan Estimates of 94-95, there is an overall increase of (+) 40% over the estimates for 93-94 and (+) 68% over actuals of 92-93. The one major reason given by DARE is the joining on one FA (DARE) w.e.f. 2.12.93 and one Jt. Secy. (DARE)/Secy. ICAR w.e.f. 16.11.93.

**B. Major Head '2415' – Agricultural Research and Education**

2.13. This head contributes to the payments to ICAR under Agricultural Research and Education and contribution by DARE to International bodies under International Co-operation.

2.14 The priorities identified for the Annual Plan 1994-95 to improve the productivity of food, fodder, oilseeds, pulses, commercial crops, horticultural crops, animals and fisheries in sustainable manner are:

Improvement in production through development of better crop varieties with multiple resistance and high productivity under low, medium and high input conditions;

Achieve self-sufficiency in oilseeds production;

Increase productivity of horticultural crops and exploit export potential;

Develop integrated farming system for sustainable agriculture:

Increase biomass production for fuel, fodder and small timber through improved fodder genotypes and agro-forestry systems;

Energy management in Agriculture and exploitation of non-conventional energy sources;

Use of embryo transfer technology for quick genetic improvement of livestock and viral engineering to fight animal diseases;

Improving fish production in brackish water, cold water and fresh water aquaculture systems.

2.15 The BE, RE and Actual Expenditure for the years 1991-92, 1992-93, 1993-94 & BE 1994-95 (Plan) under Major Head 2415, is as under:

(in crores of Rupees)

Year	Budget Estimate	Revised Estimate	Expenditure	Approved Plan Allocation
1991-92	189.75	180.26	172.99	-
1992-93	199.75	183.75	175.78	200.00
1993-94	249.75	249.75	247.29 (Estimated)	250.00
1994-95	274.70			275.00

2.16 It may be seen that the actual expenditure against the approved Plan allocation falls short as under:

(Rs. in crores)

1992-93	200.00	-175.78 = 24.22
1993-94	250.00	-247.29 = 2.71 (Provisional)
1994-95	275.00	actual not available

2.17 DARE has clarified that 16 crores out of the balance of Rs. 24.22 crores as in 1992-93 has been reallocated to Non-Plan with the permission of Ministry of Finance.

2.18 The Non Plan Estimates for the various years are as under:  
(Rs. in crores)

Year	Budget Estimate	Revised Estimate	Actuals
1991-92	—	—	169.65
1992-93	173.55	188.30	188.30
1993-94	177.15	206.95	—
1994-95	198.80	—	—

2.19 There is a constant increase in Budget Estimates & Revised Estimates in this Head taking base year 91-92. The reasons for this increase as given by the Deptt. are :

- (i) Fitment of scientists in a higher pay scale of pay on account of Supreme Court Judgement
- (ii) Payment of N.P. A. to Veterinary Scientists as per revised norms
- (iii) Liability to make certain payments to Provident Fund Commissioner on account of decision of CAT in respect of Casual Labour employees, and
- (iv) Liabilities on account of Interim Relief, Merger of 20% DA of the staff and payment of Bonus and steep hike on all commodities/prices and fare.

2.20 The Committee observes the following :

Year 1992-93

- (a) Budget Estimates are 3.90 crores excess of actuals of 1991-92
- (b) Revised Estimates are 18.65 crores excess of actuals of 1991-92
- (c) Re-appropriation of 16.00 crores has been carried out from Plan to Non-Plan.

2.21 In other words Rs. 206.95 - 173.55 = 33.40 crores is the extra expenditure on account of fitment of scientists in higher scale; payment of NDA; liability for payment of PF, interim relief, merger of DA, Bonus and steep hike in prices which has been met through reappropriation of a Rs. 16.00 crores from Plan estimates.

2.22 The Committee are dismayed that whereas the Eighth Plan reflects Agricultural sector under thrust area and the performance Budget specifies that a major thrust is to consider 27 Agricultural Universities for development of basic infrastructures to improve their capabilities and educational facilities. continued support to the agriculture, setting up of KVKs etc. vital money of Planned estimated expenditure is re-appropriated to Non-Plan expenditure thereby defeating the very basis of Agricultural development.

2.23 It has been observed by the Committee that the percentage of plan allocation to I.C.A.R from 4th Plan to 7th Plan has declined from 0.36% to 0.23% and has further declined to 0.193% during the 8th Plan period. The Committee strongly feels that Agricultural Research and Education and extension is not being provided with adequate financial support which may over a period of time lead to some serious disbalance in the agricultural production system affecting the production adversely.

*Sub Head B1(1) (1) – Research & Education Schemes*

2.24 It is heartening to see a steady increase under this Head from Rs. 87.03 crores in 1992-93 to Rs. 140.00 crores in 1994-95 i.e. a rise of over 60%.

2.25 One of the Programmes covered under this Head is Frontline Demonstration carried out by Krishi Vigyan Kendras by collaborating with the subject matter specialists of the State Agricultural Universities/Scientists of Regional Research Stations (NARP) and the State Extension Personnel in “on farm testing”.

2.26 It is stated in the performance Budget that frontline demonstrations on oilseeds, pulses and cereal crops were conducted in 1772, 1064 and 492 hectares respectively.

2.27 Sub Head C1 (5) to C1 (7) under **Major Head 2401** Crop Husbandry in Demands for Grants of Department of Agriculture and Co-operation Demand No1. is as under:

(Rs. in thousands)

	Plan	Non-plan	Total
C.1(5)-Front line Demonstration by ICAR under Integrated Cereal Development Programme - Rice	2,50,00	—	2.50.00



	Plan	Non-plan	Total
C.1(6)- Front line Demonstration by I.C.A.R., Payment to NSC/SFCI/UTs etc. under the scheme Integrated Cereal Development Programme-Wheat	2,50,00	—	2.50.00
C.1(7)-Front line Demonstration by I.C.A.R., Payment to N.S.C/S.F.C.I etc. and evaluation study under the scheme Integrated Cereal Development Programme Coarse Cereals	1,50,00	—	1,50.00

2.28 Besides the above State Governments also contribute for Frontline Demonstration under their various programmes.

2.29 The Committee observes that the same Programme is being planned through three agencies. It is sheer wastage of public money.

### C Agricultural Extension

2.30 One of the main priorities and thrust area in the VIII Plan is socio-economic development of mainly resource poor farmers through broad-based agricultural efforts. The efforts include long-term training programmes linked with financial institutions, long-term training programmes generating self-employment for farm women, popularisation of dryland horticultural technology, upgradation of existing livestock using simple techniques, and introduction of newly developed drudgery reducing farm tools and implements.

2.31 The integrated Krishi Vigyan Kendras (KVKs) have to play an important role in technology development, training programme and frontline demonstration by collaborating with the subject-matter specialists of the State Agricultural Universities Scientists of the Regional Research Stations (NARP) and the State Extension Personnel in "on-farm testing", refining and documenting technologies for developing region-specific sustainable land use systems.

2.32 Organizing training to update the extension personnel within the area of operation with emerging advances in agricultural research on regular basis.

2.33 Organizing long - term vocational training courses in agriculture and allied vocations for the rural youths with emphasis on "learning by doing" for generating self employment through institutional financing

2.34 Organizing frontline demonstrations in various crops to generate production data and feed-back information.

“It has been noticed that some State Agricultural Universities are either diverting the money allocated to KVKs project to some other areas or not utilizing the grants properly. During the official evidence, the ICAR’s representatives also stated that such discrepancies had come to their notice.”

2.35 In view of the above observation the Standing Committee in its Second Report on the Annual Report 1992-93 of DARE had recommended that:

“ICAR should consider the feasibility of a separate head for KVKs project and a separate account in the each State Agricultural University for KVKs Scheme”.

2.36 It has also been observed by the Committee that since the inception of the scheme of KVKs in 1974, a total of 183 KVKs have been opened till date. No KVK Centre has been opened since 1992-93 because of some serious objections raised by the Planning Commission on the *modus-operandi* and funding pattern of KVKs.

2.37 If the desired objectives of having atleast one KVK Centre at each district headquarters is to be achieved, the pace of setting up of KVKs has to be stepped up with additional allocation of funds.

## CHAPTER III

### CONCLUSION & RECOMMENDATIONS

#### *Major Head '3451' - Secretariat Economic Services - 'Non-Plan'*

**3.1 Sub-Head A1(1) Salaries – There is an increase in the Salaries head upto 35% calculated over the base year 1992-93. The Committee is not satisfied with the explanation that this is due to the joining of a Financial Adviser & a Joint Secretary and, therefore, observes that the estimates on this head are overpitched.**

**3.2 Sub-Head A1(5)- Office Expenses The budgetary provision reflects an increase of +93% over 1992-93 and +43% over 1993-94. Reasons for such an increase are attributed to joining of Financial Adviser and Joint Secretary. The Committee are not convinced with the adequacy of this reason and recommend measures to exercise control on such expenses.**

**3.3 Major Head '2415' -Agricultural Research & Education In the year 1992-93 an amount of Rs. 24.22 crores has been reallocated from Plan to Non-Plan. This had been done to accommodate the payment of arrears on the fitment of scientists in higher pay scale, payment to Provident Fund Commissioner and meet liabilities towards Interim Relief, Merger of 20% DA of staff, payment of Bonus etc. The Committee are dismayed over the reallocation from Plan to Non-Plan which directly means cutting on the Agricultural development process to feed overheads and recommend that such re-appropriation should be avoided and the excess liabilities, if any, should be met through Supplementary Demands.**

**The Committee also recommends that in order to enable I.C.A.R. to achieve its objective, it should be provided with additional funds.**

**3.4 Sub-Head B1(1)(1) Research & Education– The Committee are pleased at the increase in Planned Assistance to Agricultural Research & Education. However, it is observed that Frontline demonstration is being aided by Ministry, ICAR & State Governments. The Committee recommend that the expenditure by Central Government through two offices over the same demonstration i.e. Major Head '2401' of Agricultural Cooperation & Major**

**Head '2415' of DARE may be avoided and clubbed under Major Head '2415' in the interest of proper utilisation of funds and monitoring.**

*3.5 Agricultural Extension-* Seeing to the diversion of funds meant for KVKs the Committee recommends that a separate sub-head under Major Head '2415' may be created for funding the KVKs.

**The Committee further recommends that atleast one KVK Centre may be opened at each district headquarter by 2000 A.D. and to attain this objective, the allocation of funds may be suitably made and also that the existing funding pattern should continue till the desired targets are achieved.**

NEW DELHI;  
19 April, 1994  

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29 Chaitra, 1916 (Saka)

NITISH KUMAR.  
*Chairman,*  
*Standing Committee on Agriculture*