

ESTIMATES · COMMITTEE
1960-61

HUNDRED AND THIRTY-FIRST REPORT

MINISTRY OF FOOD & AGRICULTURE
(Department of Agriculture)

CENTRAL MECHANIZED FARM, SURATGARH



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CORRIGENDA

HUNDRED AND THIRTY-FIRST REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF FOOD AND AGRICULTURE (DEPARTMENT OF AGRICULTURE) - CENTRAL MECHANIZED FARM, SURATGARH.

Page 5, para 8, line 4, for '66:79' read '66.79'

Page 5, para 8, last line, for '80:08' read '80.08'

Page 27, Heading of Appendix IV₂ for 'norm' read 'norms'

Page 34, Sl. No. 107, line 4, delete 'ag' at the end of the line.

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• 1960-61

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*Elected with effect from 25-11-60 vice Shri Dinesh Singh resigned.

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Hundred and Thirty-first Report on the Ministry of Food and Agriculture (Department of Agriculture) on the subject "Central Mechanized Farm, Suratgarh".

2. A statement showing an analysis of the recommendations contained in this Report is also appended to the Report (Appendix VIII).

3. The Committee wish to express their thanks to the Secretary of the Ministry of Food and Agriculture (Department of Agriculture) and other officers of the Ministry for placing before them the material and information that they wanted in connection with the examination of the estimates.

NEW DELHI-1;
The 3rd April, 1961

The 13th Chaitra, 1893 (Saka).

H. C. DASAPPA,
Chairman,
Estimates Committee.

CENTRAL MECHANIZED FARM, SURATGARH

I. ORGANISATION

A. Introduction

The Central Mechanized Farm, Suratgarh, is situated in the arid desert area of Rajasthan. It was set up by the Government of India in August 1956, taking advantage of the gift made by the Government of U.S.S.R. of agricultural machinery and equipment valued at roughly Rs. 75 lakhs. The farm extends over an area of 29,918 acres. The land once formed the bed of the river Ghaggar and has been taken on fifteen years lease from the Rajasthan Government.

2. The objectives of the farm are:

- (i) to raise pedigree seeds of crops suited to the local soil and climatic conditions;
- (ii) to develop pedigree breeds of cattle, sheep and poultry; and
- (iii) to develop orchards.

During the Second Plan period the activities were mainly confined to raising of seeds.

B. Lease Terms

3. The Committee understand that the terms governing the lease of the land have not yet been finalised. Lease terms not finalised. The proposal was that the land would be made available initially for a period of fifteen years with an option given to the Central Government to renew the lease for another period of same duration. The representative of the Ministry stated in evidence that the Central Government would pay land revenue and other charges under the State Tenancy Act but the State Government would pay compensation to the Central Government for permanent improvements made by them on the land at the expiry of the lease. No appreciation in the value of land on account of natural causes would, however, be taken into account for this purpose. *The Committee are of the view that a period of fifteen years obviously is too short within which the Central Government could get a reasonable return on the capital invested, particularly since a considerable period will necessarily be taken in the process of developing the land and providing irrigation and other essential facilities and it would be necessary to have at least another period of fifteen years, the option resting with the Government of India. In the circumstances they*

consider it desirable that at the time of the conclusion of the present fifteen years period, the option is exercised in favour of its extension by another period of fifteen years.

4. The Committee understand that no annual lease rent has so far been paid by the Central Government pending the finalisation of the rent. *Since the matter has been pending for nearly four years, they urge that the lease terms should be laid down without further delay and payments of the lease rent due made early.*

C. Organisation

Board of
Management.

5. The farm is departmentally administered by the Ministry of Food and Agriculture (Department of Agriculture). At its head is the General Manager who exercises the powers of a Head of the Department. Special powers for carrying out farming operations have also been delegated to him. He is in overall charge of the farm and is responsible for planning and supervision of work. There is a Board of Management for the farm which functions as an advisory body. In addition to the General Manager of the farm who is a member—it is composed of representatives of the Central and State (Rajasthan) Governments and Rajasthan Canal Board and is presided over by the Deputy Minister of Agriculture of the Government of India. The functions of the Board are as under:—

- (a) To consider all matters of general policy relating to the farm including the annual cropping and development programmes, the annual budget, disposal of farm produce, etc.
- (b) To advise on the running of the farm generally and to review progress from time to time.
- (c) To meet as often as necessary, not less than once every year, at the headquarters of the farm. In particular, the Board has to hold a meeting to approve the annual budget of the farm and to decide questions relating to disposal of farm produce and fixation of price for each crop season.
- (d) To consider any other matter specifically remitted to it by the Ministry of Food and Agriculture.

The Committee were informed that the meetings of the Board were convened as and when necessary. There have been six meetings of the Board so far, including one meeting a year at Suratgarh.

D. Staff

6. The expenditure on pay and allowances of officers and staff on the farm during the last three years was as below:— Review of strength of staff.

	1957-58	1958-59	1959-60
	Rs.	Rs.	Rs.
1. Pay of Officers	68,488	66,479	67,044
2. Pay of Establishment	1,22,786	1,70,763	2,96,487
3. Allowances & Honoraria	98,808	1,35,521	2,33,215
4. Other Charges	8,17,823	8,91,315	16,84,894
5. Purchase of Machinery and equipment	1,60,494	60,895	1,40,304
Total Revenue Expenditure	12,68,399	13,24,973	24,21,944
Percentage of items 1 to 3 to the total revenue expenditure	23%	28%	24.6%

It will be seen that the expenditure has been of the order of 25 per cent approximately on pay etc. of officers and establishment of the total revenue expenditure on the farm. The representative of the Ministry in his evidence admitted that in the beginning the expenditure was probably a little on the high side. He added it would adjust itself to a reasonable proportion when the farm was fully developed. *The Committee recommend that a review of the strength of officers and staff and expenditure on them may be made to explore the possibilities of effecting economy. They notice that there were 9 upper division clerks and 21 lower division clerks in position in 1959-60. Prima facie the number appears to be excessive. The Committee would also like the Government to examine whether the post of the Administrative Officer in the scale of Rs. 700—1,250 who is the drawing and disbursing officer of the farm could be surrendered and his duties allotted to other officers such as the General Manager, Accounts Officer etc.*

7. *In this connection the Committee would like to stress the need for utilising to the maximum extent all the categories of staff employed. It is obvious that on a farm the work of many categories of the staff as indicated by the designation, would be of a seasonal nature. It was stated that drivers of tractors and other machines were employed on repair and other maintenance and overhauling work after the sowing* Maximum utilisation of staff.

period. The Committee feel that such work alone is not likely to keep them fully engaged during the period. An interesting example was mentioned during evidence by the representative of the Farm that in the U.S.S.R., the drivers of tractors when not required for tractor ploughing were put on other jobs such as picking cotton, digging potatoes etc. *The Committee commend some such procedure for adoption on the farm in respect of as many categories as possible.*

II. FINANCE

A. Plan Outlay

8. The total outlay on the scheme during the Second Plan period was estimated at Rs. 119.70 lakhs, comprising non-recurring expenditure of Rs. 52.91 lakhs and recurring expenditure of Rs. 66.79 lakhs. The estimates of expenditure during each of the last five years as proposed in the scheme and the actual expenditure are as below:—

Unrealistic estimates.

Year	Estimated expenditure in the scheme	Actual expenditure
1956-57	22,43,000	8,55,805
1957-58	24,68,942	17,42,153
1958-59	31,47,664	28,97,582
1959-60	19,70,630	32,81,537*
1960-61	21,39,764	55,09,000**
	1,19,70,000	1,42,86,077

An excess of Rs. 23.16 lakhs was accordingly expected for the Second Plan. The Committee were informed that according to a later estimate which put the expenditure during the Second Plan at Rs. 149.73 lakhs the excess expenditure during the period would be Rs. 30.03 lakhs.

They were further informed that this would still leave a carry-over expenditure on building work estimated at Rs. 68.42 lakhs to be incurred in the Third Plan. It was stated that the original estimates had to be revised on account of various factors. The revised estimates put the total expenditure on the scheme at as high as Rs. 218.15 lakhs. The overall excess of Rs. 98.45 lakhs (82 per cent) was mainly accounted for by increased outlay on the buildings programme. As against the original estimate of

*Booked upto 31-3-60 in March (Preliminary batch).

**Budget Estimates.

Rs. 42.70 lakhs under this head the revised estimate was Rs. 117.72 lakhs, an increase of Rs. 75.02 lakhs (175.7 per cent). This was stated to be due to—

- (i) higher cost of construction at Suratgarh; and
- (ii) non-inclusion of certain essential works initially.

9. The increase in the estimates on items other than buildings was spread over a number of items as indicated below:—

Item	Original Estimate	Revised Estimate	Percentage increase (3)
(1)	Rs. (2)	Rs. (3)	over (2)
Spare parts	50,000	7,63,472	1,422
Petrol, oil and lubricants	8,40,000	14,37,840	71
Land Revenue	34,500	3,50,000	914
Clearance, storage and customs	3,25,000	11,45,000	252

Faulty assessment.

10. *The Committee are surprised that there should have been such a faulty assessment under several items which rendered the original estimates unsound and entirely unrealistic. They are unable to see any justification for several essential items not having been included earlier in the estimates. They hope that the revised estimates present a reasonably accurate picture of the likely outlay on the scheme.*

B. Accounts

Delay in finalising accounting procedure.

11. The Committee were informed that the farm maintained its account on the basis of agriculture year ending on 30th June and that the accounting procedure had not been finalised so far. It was stated that the procedure had been drawn up as a result of discussions with audit and other authorities and sent to the Accountant General, Rajasthan whose concurrence was awaited. *As four years have elapsed since the setting up of the farm, the Committee urge that the procedure should be finalised without further delay.*

12. The provisional Profit and Loss accounts of the farm for the years 1956-57 to 1959-60 are given in Appendix I. It will be seen therefrom that the farm has experienced fluctuating fortunes in its working results. The provisional figures of profit/loss made are as under:—

Working results.

Year	Profit Rs.	Loss Rs.
1956-57	7,601	..
1957-58	..	1,26,567
1958-59	5,47,934	..
1959-60	41,973	

The Committee were informed that the loss in 1957-58 was due to:—

- (i) failure of monsoon;
- (ii) non-perennial irrigation supplies being irregular, erratic and at a low supply level;
- (iii) early hot westerly winds in February, 1958 and dust storms of long durations.

The drop in the net profit from Rs. 5,47,934 in the year 1958-59 to Rs. 41,973 in 1959-60 was due to damage caused by nali floods resulting in a total estimated loss of Rs. 4,48,477. The Committee have dealt in some detail with the problem of floods in a subsequent chapter.

13. From the provisional balancesheet as at the end of the agriculture year 1959-60, the Committee find that the figure under 'sundry debtors' has gone up considerably from Rs. 3,35,016 of the previous year to Rs. 20,26,813 as on 30th June 1960. It was stated that out of this sum of Rs. 20,26,813 the dues from the State Governments on account of the cost of grains amounted to Rs. 19,18,141 and that a major portion (about Rs. 16 lakhs) related to supplies of wheat and other grains made to the Rajasthan Government towards the end of June 1960. The bills therefore were sent in August 1960 but had not been received back with the acceptance of the State Government. Since the dues from the State Governments were realised by book adjustment, it was stated that it took considerable time.

Sundry Debtors.

The Committee suggest that the supplies of foodgrains may be systematically followed up so that the dues are realised promptly.

Excessive stock of gunny bags etc.

14. The value of gunny bags consumed during each of the last four years and of the bags on stock at the end of the years were as below:—

Year	Value of bags consumed	Value of stock balance at the end of the year
	Rs.	Rs.
1956-57	4,206	12,663
1957-58	3,234	22,000
1958-59	26,707	31,000
1959-60	20,000	2,31,563

In a note on the disproportionately large stock as on 30th June, 1960, the following details of the number of bags in stock, bags purchased and issued were furnished to the Committee:—

1. Stock on hand on 30-6-59	bags 40,416
2. Received during 1958-59 but accounted for in 1959-60 as physical verification and inspection had not been completed at the time of preparation of the balance sheet as on 30-6-60	39,900
3. Received through Director General Supplies & Disposals for bagging the estimated produce of Rabi 1959-60]	99,900
4. Bags received against an earlier order placed in 1958-59	30,000
TOTAL	2,10,216
Less bags sold to Rajasthan Government with produce	51,399
Balance as on 30-6-60	1,58,817*

(*Estimated value Rs. 2,31,563).

Out of this, 78,693 bags were stated to be filled with produce and lying in the store and the balance of 80,124 reserved for bagging the kharif and rabi produce of the current year.

15. It is not clear how the cost of over 40,000 bags came to only Rs. 31,000 which works out to Rs. 0.74 per bag, while the cost of 1,58,817 bags was Rs. 2,31,563 which works out to Rs. 1.46 per bag almost double the cost. *The Committee would like that purchase of current assets such as gunny bags is planned carefully and their prompt receipt ensured so that large stocks are not held far in advance of requirements, which has the result of locking up funds. They suggest that the need for the large stock of gunny bags as also general stores (technical), and spare parts where also during the same period a substantial increase from Rs. 1,84,900 to Rs. 4,05,570 has been noticed may be gone into by the Ministry and suitable instructions given for systematic planning and purchase of stores based on requirements for a reasonable period.*

III. WORKING

A. Production

Pedigree
seeds.

16. As already stated, one of the primary objectives of the farm is to raise pedigree seeds of crops suited to the local soil and climatic conditions. A statement showing the quantity of improved seeds produced at the farm (commodity-wise and year-wise) is enclosed as Appendix II. The seeds are supplied to the State Governments as soon as demands are consolidated and allotted between the various States. The price charged from the State Governments are based on prevalent market rates in Suratgarh. In addition to the price a premium of Rs. 2 per maund (Re. 1 per maund in the case of Rajasthan) for purity of seed is charged from the State Governments in respect of quantities allocated for seed purposes.

Unrealistic
Estimates.

17. The Committee have already referred to the unrealistic nature of the estimates of financial outlay on the scheme. While the original financial estimates were low and have undergone substantial upward revision, they observe that the estimates of produce of the farm and fodder as given in the scheme were very much higher than the actual achievement. The estimated produce and fodder and the actual production during each of the five years from 1956-57 to 1960-61 are given below:—

Year	Produce (in maunds)		Fodder (in maunds)	
	As given in the Scheme	Actual	As given in the Scheme	Actual
1956-57	60,000	20,790	..	..
1957-58	2,04,896	18,085	2,42,615	20,684
1958-59	2,35,271	1,47,129	3,93,990	41,378
1959-60	4,30,435	2,11,497	5,70,680	49,035
1960-61	4,30,435	3,00,000*	5,70,680	70,000*

* } stimated.

It will be seen that in the case of farm produce, the actual production in 1957-58 was only 9 per cent of the original estimates though in the other years, the disparity has not been so great. In the case of fodder the shortfall has been of the high order of about 90 per cent in all the years.

18. *The Committee feel that since the original estimates were known to be unrealistic and not capable of achievement they could advantageously have been revised after a year or so of the working of the farm so that it would have had before it a target with a reasonable prospect of achievement and against which its performance could have been assessed.*

19. The following were stated to be the yields per acre of some selected crops during the last four years (rabi season) on the farm:—

Low average yield of the Rabi wheat crop in some of the years.

Crop	1956-57		1957-58		1958-59		1959-60	
	Mds.	Srs.	Mds.	Srs.	Mds.	Srs.	Mds.	Srs.
<i>Rabi</i>								
Wheat	12	27	6	37	20	01	10	02
Barley	4	21	9	08	9	36	7	33
Mustard	7	02	3	37	6	20	9	01
Taramira	4	13	0	19	2	38	3	25
Potatoes	..	..	..	..	68	18	110	36

It will be seen that there was heavy shortfall in per acre production of wheat during the years 1957-58 and 1959-60 as compared to the preceding years. On the other hand the per acre production of barley was not affected and had even increased in 1957-58 as compared to 1956-57. Similarly, the per acre production of mustard, taramira and potatoes had gone up in 1959-60 as compared to 1958-59. The Committee were informed that the shortfall in 1957-58 was due to failure of rains and that the crops of wheat and mustard which were grown on hard 'nali' soil got little water whereas barley was grown on lighter soil which retained more moisture. As for the shortfall in 1959-60, they were informed that the area under wheat crop in 1959-60 had increased to 12,457 acres as against 4,289 acres in the previous year and that the area under barani (unirrigated) conditions was proportionately greater (88 per cent in 1959-60 as against 65 per cent in 1958-59), while the area under mustard in 2369 (Aii) LS—2.

1959-60 was less than a sixth of the area in 1958-59. *The Committee suggest that as a regular arrangement the reasons for shortfall in per acre production may be carefully analysed in order that consistent with the need for crop rotation, a suitable crop pattern as also proper selection of areas for different crops could be made which would ensure optimum results.*

Norms of Work.

20. In the context of the low yields in some of the years, the need for utilising the available resources profitably assumes added importance. The Committee are glad to note that norms of work have been fixed for the mechanical staff of the farm as noted in Appendix III. These norms, it was stated, compared favourably with the norms obtaining in the farms in the U.S.S.R. A piece rate system of wages was adopted for hired labour. The norms fixed for labour in the farm and in the Tarai State Farm in Uttar Pradesh furnished by the Ministry are given in Appendices IV and V.

Incentive Scheme.

21. *The Committee need hardly stress the advantages of providing the workers on the farm a personal interest in increased production.* They were informed that an incentive award scheme had been introduced for the kharif season in 1960 under which Government had sanctioned an expenditure not exceeding Rs. 2,000. Its extension with such changes as were necessary to the rabi season 1960-61 was stated to be under consideration. *The Committee hope that the results of the application of the scheme would be assessed carefully and a decision taken early on its further extension.*

Disposal of fodder.

22. A statement showing the details of disposal of fodder at the farm is reproduced at Appendix VI. The Committee were informed by the representative of the Farm that there was little market for fodder because of transport difficulties except for Jowar fodder. He added that it was expensive to collect it and that they used it as organic manure in the field. The Committee find it difficult to accept this view for in a brochure entitled "Making the Desert Bloom" which has been circulated by the Ministry, it is stated:—

"Meanwhile (Kharif 1957) the shortage of cattle fodder became acute and to ameliorate the situation the Farm authorities in consultation with the local authorities supplied 15,000 maunds of fodder direct to the cultivators at low rates in the regions around the Farm."

The Committee, therefore, suggest that the economics of collecting fodder in the Farm and realising cash for it may be gone into.

23. The Committee further understand that a sum of Rs. 41,620 on account of 20,810 maunds of jowar karbi sold to Animal Husbandry Department of Rajasthan in 1959-60 is still outstanding. The Committee were informed during the course of evidence that a few hours before the auction disposing of about 24,000 maunds of jowar karbi was to take place the Animal Husbandry Department of the Rajasthan Government had desired that the auction might be cancelled as they would purchase the whole stock at Rs. 2 per maund. The auction was consequently cancelled. The Rajasthan Government lifted only about 2,900 maunds of Jowar karbi before the rains came and spoiled the remaining stock. It was stated that correspondence was now going on between the farm authorities and the Government of Rajasthan about the realisation of the amount. *The Committee hope that the matter would be pursued with the Rajasthan Government so as to recover the amount due from the latter.*

Recovery from Rajasthan Government of cost of fodder.

B. Irrigation

(a) Perennial Water Supply

24. The Committee were given to understand that the Central Mechanized Farm, Suratgarh is under the irrigation command of the Bhakra irrigation system in Rajasthan. It was originally estimated that the perennial irrigation supplies from the Bhakra Project would be available by the end of 1959 but these expectations did not come true. The latest expectation is that perennial irrigation supplies from Bhakra canals would become available from the end of 1961.

25. It was stated that when it became known to the Farm authorities that the perennial irrigation supplies from Bhakra canal would not materialise, the Government of India requested the Rajasthan Government in 1957 to provide 25 cusecs of water for perennial irrigation from Karniji branch of Gang canal. The State Government agreed to release 15 cusecs only which are being received since 1958. This supply is enough only to irrigate annually about 3,000 acres out of 29,918 acres of the Farm.

(b) Non-perennial water supply •

26. Since the annual rainfall in the area is in some years as low as 5 inches, the problem of finding water for

Water supply from Harike Barrage.

irrigation assumes urgency. It was stated that the possibility of supplementing sources of supply of water had been examined and it was learnt that at the site of Harike Barrage on Beas river 37,000 acre feet out of stored water could be claimed by Rajasthan for its own use. The water from Harike can ordinarily be conveyed to Rajasthan only through the Rajasthan canal feeder which is not yet ready and would take another 2 years to be completed. Since, however, Punjab have completed their canal system from Harika viz. Sirhind feeder, and are conveying their share of Beas through this feeder for irrigation of areas for their States, it was proposed that the Punjab Government might be persuaded to permit Rajasthan Government to carry their share of irrigation supplies in the Sirhind feeder itself with a view to putting it in the Bhakra canals at the Rajasthan boundary. The Committee were informed that the Rajasthan Irrigation Minister is being requested to take up the matter personally with the Punjab Irrigation Minister so as to reach a settlement in the matter.

The Committee suggest that action initiated to obtain water supply from the Harike Barrage may be pursued vigorously.

27. The Committee find that in the previous years considerably larger areas of land were prepared on the farm than were actually sown and the programme had to be cut down on account of failure of water supply. This obviously means extra outlay without any corresponding return. *Even otherwise, the need for improving and stabilizing the water supplies to the farm which has already been in existence for nearly four and a half years needs no stress.*

C. Floods

Losses due to floods.

28. Along with the shortage of water, its uncontrolled abundance at times in the form of floods is a serious drawback from which the farm suffers. As already stated that the farm is located in the old Ghaggar river bed, floods occur whenever there are heavy rains in the Punjab. The Committee were informed that these floods known as 'nali floods' were almost an annual feature. These had caused considerable damage to the standing crops, farm roads and household property on the farm. They also delayed sowing of the subsequent crops in some cases. Though cultivation of greater area was made possible, the subsequent crops it was stated failed on account of delayed sowing. During 1958-59 losses were caused to the standing kharif crops and early sown rabi crops and about 597 acres under rabi crops had to

be resown. During 1959-60 when there were unprecedented floods, the farm suffered losses estimated at Rs. 4.48 lakhs to its kharif and rabi crops in addition to damage caused to the roads etc. inside the farm. In 1960-61 also, the floods appeared and the damage caused has yet to be estimated.

29. The Committee were informed that as a short-term **Flood Control.** measure to prevent damage and losses due to floods, earthen bunds had been raised round various colonies, residential areas, machinery yards etc. According to the Ministry, the permanent solution to this problem lay in diverting the flood water into the Rajasthan canal system. The representative of the Ministry in his evidence stated that a scheme prepared by Rajasthan Government for this purpose envisaged catching the flood water at a point where the Rajasthan canal crossed Ghaggar and making them to flow down the canal to a tank which would be constructed about 25 miles east of Suratgarh. *In view of the huge losses suffered by the farm year after year on account of the floods, the Committee consider that measures for controlling them have to be taken with the utmost speed. While a permanent solution to the problem should be the objective, the desirability of implementing forthwith short-term measures such as regulating the discharge of excessive water in the Otto head works in Punjab, widening of bridges in the railway lines running close to the farm area etc., may be considered if they do not call for any substantial outlay.*

D. Reclamation of Alkaline and Salty Land

30. The Committee were informed that about 4,800 **Botanical & Agronomical Methods.** acres of land on the farm was alkaline and 7,500 acres contained large amount of salt. Deep ploughing was resorted to for leeching away harmful salt from the root zone and gypsum applied.

31. The Committee have referred [in para 67 of their Eighty-third Report (Second Lok Sabha)] to the botanical and agronomical methods developed in the National Botanic Gardens, Lucknow for reclaiming 'Usar' land. *They hope that early action will be taken in consultation with the Director, National Botanic Gardens, whose advice is reported to have been sought in the matter, to adopt such of these processes as are found suitable to remove the alkalinity of the land. The Committee would urge that the farm should direct its efforts to reclaim as much of this vast land as possible by the time the perennial irrigation facilities become available.*

E. Storage

Unsatisfactory Storage.

32. The Committee were informed that for storing the farm produce three godowns of one thousand tons capacity each had been constructed and that construction of one godown was on hand. Two more godowns were planned for construction thus bringing the total storage capacity to 6,000 tons. A Study Group of the Committee who visited the farm observed that in one godown the bags containing the farm produce were dumped haphazardly therein. *The Committee suggest that a scientific method may be followed in storing the produce. The representative of the farm in his evidence agreed that the necessary improvements would be effected soon.*

Loss in Rains.

33. The Committee were given to understand that 19,777 bags of wheat lying at the farm including 15,175 belonging to Rajasthan Government got wet in the heavy rains of July 1960. The stock of the Rajasthan Government represented part of the wheat crop sold to them by the farm which had not been lifted from the farm area. 97 bags of wheat belonging to the farm and 2,625 bags belonging to State Government were badly damaged. *The Committee would stress the need for adequate storage for produce in the farm to prevent such damage on account of exposure to rains.*

F. Workshops Facilities

34. The Committee were informed that only maintenance and ordinary overhauling could be undertaken with the workshop available with the farm. They learnt that the Government of U.S.S.R. had made a further gift of equipment for a tractor repairing workshop, with which it was claimed the farm would be able to carry out major overhauls and repairs. *The Committee recommend that the equipment for the tractor repairing workshop may be expeditiously installed and brought into use.*

G. Miscellaneous

(a) Animal Husbandry and Orchard Development

35. As already stated the objective of the farm included that of raising an orchard and of developing animal husbandry. Not much progress has however been made in furtherance of these objectives. The Committee understand that 4,500 "malta" plants planted in 1960 for the orchard were destroyed by the floods. As regards animal husbandry even a beginning had not been made. It is hardly necessary to say that to set out objectives and failing

to fulfil them leaves a very bad impression behind. *They suggest that earnest efforts may be made for early introduction of the animal husbandry scheme as also for the development of orchard.*

(b) *Future Farms*

36. The Committee were given to understand that schemes for the Third Plan for setting up similar mechanized farms had been received by the Central Government from the Rajasthan, Andhra Pradesh, Gujerat, Maharashtra, Mysore, Orissa, Bihar and the Punjab Governments. A Committee headed by the Secretary of the Ministry of Food and Agriculture (Department of Agriculture) had been appointed in August 1959 to consider the economics of operation of State-owned farms and to submit proposals for setting up new farms. That Committee in its first report of March 1961 has suggested a site close to Suratgarh for the new farm. The Committee understand that no final decision on the setting up of the farm has yet been taken.

Proper
selection of
sites.

37. *In this connection the Committee would stress the need for great care being exercised in the selection of sites for such farms taking all the aspects into consideration. They draw attention to this because they find that in its report the Site Selection Committee which went into the question of location of the Central Mechanized Farm to be set up with the Russian equipment and recommended Suratgarh for that purpose had not specifically taken note of susceptibility of the area to floods which in practice, have been a serious drawback to its functioning.*

38. They also observe that in the Third Annual Report for the year ended June 1958 on the working of the Suratgarh Farm, the General Manager had stated "The farm is spread over a very big area and its length is over twenty miles and its width ranges between 1—4 miles only. The present irrigation system is not suited for mechanized cultivation and causes unnecessary disruption of machinery and idle running and also use of more machinery and equipment. Depreciation on this account also increases." Another equally vital factor to be kept in view is the supply of perennial water for irrigation. The chronic problem for Suratgarh Farm continues to be the lack of assured water supply and this has been stated to be in the main responsible for its inability to undertake intensive cultivation. *It is*

obvious that the endeavour should be to avoid such drawbacks if ever the Government decide to go in for another State Farm.

NEW DELHI;
The 3rd April, 1961.
The 13th Chaitra, 1883 (Saka).

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX I

(Vide Para 12)

The Provisional Profit and Loss Accounts of the Central Mechanised Farm, Suratgarh for the last 4 Agriculture Years (1956-57 to 1959-60)

Items of Expenditure	1956-57	1957-58	1958-59	1959-60
I	2	3	4	5
1. Pay and allowances of staff & Officers	2,22,690.00	2,81,231.00	4,39,271.00	6,37,176.00
2. Labour wages paid in cash	1,01,510.00	1,64,762.00	4,40,775.00	5,27,588.00
3. Labour wages paid in kind	2,604.00	..	71,633.00	77,176.00
4. Seed used.	20,820.00	15,385.00	91,374.00	2,51,232.00
5. Manure & Insecticide	23.00	1,066.00	32,125.00	1,04,360.00
6. Irrigation Charges	6,583.00	16,811.00	51,914.00	46,467.00
7. Land Revenue Charges	65,991.00	1,04,834.00	1,08,000.00	1,08,000.00
8. Agriculture Stores	296.00	2,086.00	17,851.00	10,000.00
9. Petrol Oil & Lubricants	1,32,404.00	1,72,238.00	4,07,075.00	5,68,424.00
10. Spare Parts & General Stores	14,231.00	13,812.00	79,222.00	92,509.00
11. Gunny bags used	4,206.00	3,234.00	26,707.00	20,000.00

	1	2	3	4	5
2. Repair charges of machinery		771.00	1,056.00	3,002.00	3,528.00
13. Depreciation					
(a) Machinery		1,42,477.00	1,69,329.00	4,27,473.00	6,52,830.00
(b) Buildings, office equipment, tubewell furniture, Tarpaulins and tents etc.		6,318.00	20,751.00	41,529.00	55,883.00
14. Hired Transport	15,645.00	14,737.00
15. Misc. Expenditure		19,883.00	2,1548.00	39,654.00	33,915.00
16. Interest on capital		51,038.00	1,69,676.00	72,720.00	1,30,254.00
17. Audit Fee		2,000.00	2,000.00	2,000.00	5,337.00
18. Leave & Pensionary contribution of staff		528.00	1,740.00	4,984.00	5,465.00
19. Proportionate share of Development expenses		7,300.00	22,456.00	45,414.00	67,287.00
20. Do. Compensation		18,333.00	18,333.00	..	18,333.00
21. Do. Preliminary expenses	45,748.00	70,562.00
22. Repairs to buildings	28,925.00	15,816.00
23. Green manuring charges—Proportionate share	45,631.00
TOTAL		8,20,006.00	12,05,948.00	24,93,041.00	35,62,510.00

Less Development expenditure	1,09,502.00	2,12,190.00	2,57,552.00	2,46,888.00
Preliminary expenses	1,82,147.00	2,52,355.00	87,608.00	..
Transshipment & Assembly of Machinery	95,025.00	78,215.00	..	..
Green manuring . . . . .	..	..	..	91,262.00

TOTAL DEDUCTION 3,86,764.00 5,42,760.00 3,45,160.00 3,38,150.00

NET EXPENDITURE 4,33,332.00 6,63,188.00 21,47,881.0 32,24,360.00

Less cost of Kharif operations of next year carried out in current year

(-) 13,406.00 98,943.00 1,81,829.00 1,83,899.00

Plus cost of kharif operations carried in the Last Year but relating to the current year

4,19,926.00 5,64,245.00 19,66,052.00 30,40,461.00

.. 13,406.00 98,943.00 1,81,829.00

NET COST OF PRODUCTION OR CULTIVATION EXPENSES

4,19,926.00 5,77,651.00 20,64,995.00 32,22,290.00

PROFIT AND LOSS ACCOUNT

Debit	1956-57	1957-58	1958-59	1959-60	Credit	1956-57	1957-58	1958-59	1959-60
To opening stock	..	4,13,716	3,11,201	20,63,453	(i) By sale of Produce .		4,96,330	6,88,185	37,26,302
Cost of production as above	4,19,926	5,77,651	20,64,995	32,22,290	(ii) By Wages in kind .	2,604	..	..	..
Net Profit	7,601	..	5,47,934	41,973	(iii) Stock in hand	4,13,716	3,11,201	20,63,453	12,29,925
					(iv) Seed from stock .		9,186	91,962	2,48,173
					(v) Concession on Premium .	..	..	..	84,016
					(vi) Hire charges machinery	..	36,648	74,962	26,171
					(vii) Misc. Receipts.	11,207	11,435	5,568	13,129
					(viii) Net loss .		1,26,567	..	..
TOTAL	4,27,527	9,91,367	29,24,130	53,27,716		4,27,527	9,91,367	29,24,130	53,27,716

	Acreage	Pro- duction	Production Statistics	Cost of production	Cost of production per acre	Income per acre
1956-57	.	.	.	.	.	.
	2,293	2,790	4,27,527	4,19,926	183.1	186.6
1957-58	.	.	.	.	.	.
	4,347	18,085	4,52,084	5,77,735	132.9	103.3
1958-59	.	.	.	.	.	.
	14,154	1,47,084	26,12,929	20,64,995	145.8	184.6
1959-60	.	.	.	.	.	.
	26,480	2,04,726	30,00,000	32,22,290	121.6	113.3

APPENDIX II

(Vide para 16)

Statement showing quantity of improved seeds produced at the Farm (Commodity-wise and Year-Wise)

Sl. No.	Particulars of seeds	1956-57		1957-58		1958-59		1959-60		Total	
		Mds.	Srs. Ch.	Mds.	Srs. Ch.	Mds.	Srs. Ch.	Mds.	Srs. Ch.		Mds.	Srs. Ch.
1.	Wheat	.	.	2,055	11 4	45,495	32 0	90,213	20 0	1,39,028	08 4
2.	Gram	.	.	..	..	857	20 0	788	00 0	1,645	20 0
3.	Barley	.	.	25	00 0	288	00 0	3,575	00 0	3,888	00 0
4.	Peas	.	.	7	28 0	125	05 0	45	35 0	178	28 0
5.	Mustard	.	.	617	00 0	100	0 0	162	20 0	1,078	00 0
6.	Toria	.	.	..	..	51	00 0	140	00 0	191	00 0
7.	Linseed	.	.	..	..	54	30 0	14	18 0	69	08 0
8.	Paddy	.	.	312	10 0	10,942	30 6	22,623	23 0	33,878	23 6
9.	Jowar	.	.	4	33 8	146	10 0	1,230	07 0	1,380	17 0
10.	Bajra	.	.	..	..	..	..	101	00 0	101	00 0
11.	Maize	.	.	..	..	243	29 0	410	00 0	643	29 0
12.	Cotton	.	.	..	..	..	..	150	00 0	150	00 0

The above norms were fixed on the basis of working this machinery for the last 3 years at the farm and taking into consideration the following factors :

1. Type of soil and terrain.
 2. Speed of the tractor and width of implement.
 3. Size of field is approximately 15 acres.
 4. Experience gained on working of various machinery on this Farm during the last 3 years.
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APPENDIX IV

(Vide para 20)

*Statement showing norm of Labour output at the Central Mechanised Farm,
Suratgarh*

Sl. No.	Name of the operations	Output per man
1	2	3
A. General Operations		
1	Stubble ploughing	40 acres.
2	Spreading Farm Yard Manure	1/6 to 1/4 acres.
3	Application of fertilizer	1-3 acres (depending upon quantity and condition of crops).
4	Bush collection and levelling	2-3 acres.
5	Grass collection	2 „
6	Seed drilling	7 „
7	Loading into and unloading from trucks and trollies	75 Mds.
8	Seed treatment with organo mercury compounds	12½ Mds.
9	Making of water courses or roads by ditcher	1/2 Mile.
10	Strengthening of irrigation bunds made by tractors (Before sowing)	15 acres.
11	Clearing of water courses	150 yds.
12	Palewa Irrigation	1/2 to 1 acre (except paddy where deeper irrigation is given and the area irrigated will be 5% less).
13	First Irrigation	1 acre.
14	Second and subsequent irrigation	1 1/4 to 1 1/2 acres.
15	Maintenance of horses	1 man per horse.

1	2	3
B. Crop.		
<i>Wheat & Barley</i>		
1	Making irrigation beds in sown fields	1 1/2 acres.
2	Sowing corners	1/8 acres.
3	Weeding and hoeing of wheat	1/6 to 1/8 acres.
4	Harvesting & stacking	1/5 to 1/6 acres.
<i>Mustard, Toria & Taramira</i>		
1	Making irrigation beds	2 acres.
2	Harvesting and stacking of Mustard toria	1/6 to 1/8 acres.
3	Harvesting and stacking of Taramira	1/4 to 1/5. Acres.
<i>Gram & Peas</i>		
1	Broadcasting	5 Mds.
2	Making irrigation beds	2 Acres.
3	Harvesting	1/4 to 1/5 Acres.
<i>Potato</i>		
1	Earthing up	1/10 to 1/12 Acres.
2	Digging	1/5 to 1/6 Acres
<i>Paddy</i>		
1	Sowing of Nursery	1/7 Acres.
2	Weeding of Nursery	1/10 to 1/12 Acres.
3	Harvesting	1/5 to 1/6 Acres
4	Stacking	1-2 Acres
5	Thrashing	5 Mds.
6	Winnowing	10 Mds.
<i>Jowar</i>		
1	Harvesting, stacking & picking ears	1/14 to 1/18 Acres.
<i>Bajra</i>		
1	Harvesting, Stacking & picking ears	1/10 to 1/14 Acres.

1	2	3
<i>Moong, Urd & Moth</i>		
1	Harvesting	1/4 to 1/6 Acres.
<i>Groundnut</i>		
1	Sowing	1/10 to 1/12 Acres.
2	Weeding and hoeing	1/6 Acres.
3	Earthing	1/10 to 1/12 Acres.
4	Digging	1/15 to 1/18 Acres.
<i>Til</i>		
1	Harvesting and stacking of Til	1/4 to 1/5 Acres.
<i>Sugarcane</i>		
1	Ridgemaking	1/16 to 1/20 Acres.
2	Sowing of Sugarcane	1 Acre.
3	Weeding & hoeing of Ratoon (First hoeing)	1/8 to 1/10 Acres.
4	Weeding & hoeing of Fresh cane	1/6 to 1/8 Acres.
5	Weeding & hoeing of Subsequent	1/6 to 1/8 Acres.
6	Harvesting, dressing & bunding.	1/8 Acres.
7	Loading of sugarcane	75 maunds.

NOTE :—The above norms have been determined on various trails carried out in the field and experience gained in different operations during the past two years in this Farm. In determining these norms, labour efficiency, soil conditions and climatic factors have been taken into consideration. Norms of similar operations in the Tarai Farm have been obtained and are enclosed on (Appendix V).

APPENDIX V

(Vide para 20)

Statement showing norms of Labour output at Tarai State Farm, Tarai, U.P.

Sl. No.	Name of operations	Outputper man
1	2	3
1 Jungle Clearance :		
	(a) For trees felled by bull dozer	1/14 to 1/16 Chattan of 24' x 6' x 5' size.
	(b) For trees uprooted by labour	1/24 to 1/26 Chattan of 24' x 6' x 5' size.
2 Dual Bandi of 2 1/2' x 1/26 x 6' size :		
	(a) Banjar land	50 Feet.
	(b) Ploughed land	70 Feet.
3 Sowing Kharif and Rabi Crops :		
	(a) Broadcasting	1 1/4 Acres.
	(b) Seed Drilling	3 1/2 Acres.
	(c) Sugarcane sowing	1/14 to 1/15 Acres.
4 Weeding and Hoing :		
	(a) Paddy	1/6 to 1/8 Acres.
	(b) Maize	1/8 to 1/10 Acres.
	(c) Wheat	1/8 to 1/10 Acres.
	(d) Barley, Oats and Gram	1/4 to 1/6 Acres.
	(e) Sugarcane Ratoon 1st hoing	1/10 to 1/12 Acres.
	(f) „ „ IInd hoing	1/7 to 1/9 Acres.
	(g) „ „ IIIrd and subsequent	1/6 to 1/8 Acres.
	(h) „ „ planted	1/6 to 1/8 Acres.
5 Harvesting :		
	(a) Cane harvesting and bunding	20—25 mds.
	(b) Cane loading	75 Mds.
	(c) Paddy	1/10 to 1/12 Acres.
	(d) Juar	1/14 to 1/16 Acres.
	(e) Maize	1/10 to 1/12 Acres.
	(f) Dhaincha	1/14 to 1/16 Acres.
	(g) Jute	1/30 to 1/35 Acres.
	(h) Wheat	1/8 to 1/10 Acres.
	(i) Oats	1/7 to 1/8 Acres.

1	2	3
(j) Gram	1/5 to 1/6 Acres.
(k) Barley	1/7 to 1/8 Acres.
6 Threshing :		
(a) By combines	10 men for each machine and 2 men for loading and unloading bags.
(b) By bullocks	3 mds. of grain of wheat barely, oats & gram.
7 Winnowing :		
(a) Bullock thrashed by hand winnowers	5 mds. (Winnowing, bagging, sewings loading, unloading and storing 2 mds.) 2 mds.
(b) Simple winnowing by natural air	2 mds.
8 Carting :		
(a) Loading unloading	-1/6 to -1/- per bag.
9 Watching :		
(a) Cattle attending	1 horse or 2 bullocks.
(b) Jute ratting	12 mds. of green jute fibre.
(c) Jute fibre extract	8 seers of dry fibre.

APPENDIX VI

(Vide para 22)

*Statement showing Disposal of Fodder during different years at the Central Mechanised Farm, Suraiagarh
(Rajasthan)*

S. No.	Name of fodder	1957-58		1958-59		1959-60		Total
		Mds.	Sr.	Mds.	Sr.	Mds.	Sr.	
1.	Jowar Karbi	17,592	0	23,153	20	*24,571	0	75,316
2.	Bajra Karbi	1,140	0	12,138	0	221	0	13,499
3.	Paddy Straw	..	..	5,920	20	3,718	0	9,638
4.	Barley Bhusa	173	0	..	..	..	..	173
5.	Wheat Straw	..	..	..	..	825	0	825
6.	Jowar Cobs	240	0	..	..	..	..	240
7.	Maize Karbi	..	..	166	0	..	..	166
8.	Sarson Bhusa	424	0	..	..	..	..	424
9.	Guar Neera	50	0	..	..	..	..	50
10.	Jowar Bhusa	60	0	..	..	..	..	60
11.	Wheat Bhusa	945	0	..	..	..	..	945
TOTAL QUANTITY		20,624	0	41,378	0	*29,335	0	91,337
TOTAL COST REALISED RS.		32,072	62	61,084	25	53,860	47	1,47,017

N.B.—*A bill amounting to Rs. 41,620.00 on account of 20,810 mds. of Jowar Karbi sold to Animal Husbandry Department in 1959-60 is still outstanding.

APPENDIX VII

Part 2

Summary of recommendations/conclusions contained in the Report

Serial Reference No.	to Para No. of the Report	Summary of recommendations/conclusions
1	2	3
1	3	The Committee are of the view that fifteen years lease period is too short within which the Central Government could get a reasonable return on the capital invested, particularly since a considerable period will necessarily be taken in the process of developing the land and providing irrigation and other essential facilities and it would be necessary to have at least another period of fifteen years, the option resting with the Government of India. In the circumstances they consider it desirable that at the time of the conclusion of the present fifteen years period, the option is exercised in favour of its extension by another period of fifteen years.
2	4	The Committee urge that the lease terms should be laid down without further delay and payments of the lease rent due made early.
3	6	The Committee recommend that a review of the strength of officers and staff on the farm and expenditure on them may be made to explore the possibilities of effecting economy. <i>Prima facie</i> the number of upper division clerks and lower division clerks as in position in 1959-60 appears to be excessive. The Committee would also like the Government to examine whether the post of Administrative Officer in the scale of Rs. 700—1250 who is the drawing and disbursing officer of the farm could be surrendered and his duties allotted to other officers such as the General Manager, Accounts Officer, etc.
4	7	The Committee would like to stress the need for utilising to the maximum extent all the categories of staff employed. It was mentioned during evidence by the representative of the farm that in the U.S.S.R., the drivers of tractors when not required for tractor ploughing were put on other jobs such as picking

I

2

3

cotton, digging potatoes etc. The Committee commend some such procedure for adoption on the farm in respect of as many categories as possible.

- 5 10 The Committee are surprised that there should have been a faulty assessment of expenditure for the Second Plan period under several items which rendered the original estimates unsound and entirely unrealistic. They are unable to see any justification for several essential items not having been included earlier in the estimates. They hope that the revised estimates present a reasonably accurate picture of the likely outlay on the scheme.
- 6 11 As four years have elapsed since the setting up of the farm, the Committee urge that the accounting procedure should be finalised without further delay.
- 7 13 The Committee suggest that the supplies of foodgrains to the State Governments may be systematically followed up so that the dues are realised promptly.
- 8 15 The Committee would like that purchase of current assets such as gunny bags is planned carefully and their prompt receipt ensured so that large stocks are not held far in advance of requirements, which has the result of locking up funds. They suggest that the need for the large stock of gunny bays as also general stores (technical) and spare parts where also during the agricultue year 1959-60 a substantial increase from Rs. 1,84,900 to Rs. 4,05,570 has been noticed may be gone into by the Ministry and suitable instructions given for systematic planning and purchase of stores based on requirements for a reasonable period.
- 9 18 The Committee feel that since the original estimates of production at the farm were known to be unrealistic and not capable of achievement they could advantageously have been revised after a year or so of the working of the farm so that it would have had before it a target with a reasonable prospect of achievement and against which its performance could have been assessed.
- 10 19 The Committee suggest that as a regular arrangement the reasons for shortfall in per acre production may be carefully analysed in order that consistent with the need for crop rotation, a suitable crop pattern as

1	2	3
		as also proper selection of areas for different crops could be made which would ensure optimum results.
11	21	The Committee need hardly stress the advantages of providing the workers of the farm a personal interest in increased production. They hope that the results of the application of the incentive award scheme in the kharif season of the year 1960 would be assessed carefully and a decision taken early on its further extension.
12	22	The Committee suggest that the economics of collecting fodder in the farm and realising cash for it may be gone into.
13	23	The Committee hope that the matter of realising the value of jowar karbi sold by the farm to the Rajasthan Government but subsequently spoiled by rains would be pursued with the State Government so as to recover the amount due from the latter.
14	26—27	(i) The Committee suggest that action initiated to obtain water supply from the Harike barrage may be pursued vigorously. (ii) The need for improving and stabilizing the water supplies to the farm which has already been in existence for nearly four and a half years needs no stress.
15	29	In view of the huge losses suffered by the farm year after year on account of the floods, the Committee consider that measures for controlling them have to be taken with the utmost speed. While a permanent solution to the problem should be the objective, the desirability of implementing forthwith short-term measures such as regulating the discharge of excessive water in the Otto headworks in Punjab, widening of bridges in the railway lines running close to the farm area etc., may be considered if they do not call for any substantial outlay.
16	31	The Committee hope that early action will be taken in consultation with the Director, National Botanic Gardens, whose advice is reported to have been sought in the matter, to adopt such of the botanical and agronomical processes as are found suitable to remove the alkalinity of the land. The Committee would urge that the farm should direct its efforts to reclaim as much of this vast land as possible by the time the perennial irrigation facilities become available.

1	2	3
17	32-33	<p>(i) The Committee suggest that a scientific method may be followed in storing the farm produce. The representative of the farm in his evidence agreed that the necessary improvements would be effected soon.</p> <p>(ii) The Committee would stress the need for adequate storage for produce in the farm to prevent damage on account of exposure to rains.</p>
18	34	The Committee recommend that the equipment for the tractor repairing workshop may be expeditiously installed and brought into use.
19	35	The Committee suggest that earnest efforts may be made for early introduction of the animal husbandry scheme as also for the development of orchard.
20	37-38	<p>In connection with the setting up of new mechanized farms in the Third Plan the Committee would stress the need for great care being exercised in the selection of sites for such farms taking all the aspects into consideration. They draw attention to this because they find that in its report the Site Selection Committee which went into the question of location of the Central Mechanized Farm to be set up with the Russian equipment and recommended Suratgarh for that purpose had not specifically taken note of susceptibility of the area to floods which in practice have been a serious drawback to its functioning. It is obvious that the endeavour should be to avoid such and other drawbacks (mentioned in para 38) if ever the Government decide to go in for another State Farm.</p>

APPENDIX VIII

Analysis of recommendations contained in the Report

I. CLASSIFICATION OF RECOMMENDATIONS

- A. Recommendations for improving the Organisation and Working—
Sl. Nos. 1, 2, 4, 6, 7, 11, 14, 17, 18 and 19=10.
- B. Recommendations for effecting economy (including those for augmenting income)
Sl. Nos. 3, 8, 10, 12, 15 and 16=6.
- C. Miscellaneous
Sl. Nos. 5, 9, 13 and 20=4.

II. ANALYSIS OF THE MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY

Serial No.	No. as per summary of recommendations	Particulars
1	3	A review of the strength of offices and staff on the farm be made to effect economy.
2	8	Purchase of current assets such as gunny bags to be planned carefully and their prompt receipt ensured so that large stocks are not held far in advance of requirements which has the result of locking up funds.
3	10	As a regular arrangement, the reasons for shortfall in per acre production to be carefully analysed.
4	12	The economics of collecting fodder in the farm and realising cash for it to be gone into.
5	15	To avoid losses on account of the floods, measures for controlling them to be taken with the utmost speed.
6	16	Suitable botanical and agronomical processes may be adopted to remove the alkalinity of the land.
