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**COMMITTEE ON AGRICULTURE**  
**(2012-2013)**

FIFTEENTH LOK SABHA

MINISTRY OF AGRICULTURE  
(DEPARTMENT OF AGRICULTURAL RESEARCH AND EDUCATION)

DEMANDS FOR GRANTS (2012-13)

**{Action Taken by the Government on the Observations/  
Recommendations contained in the Thirty-second Report  
of the Committee on Agriculture (2012-2013)}**

**FORTIETH REPORT**



**LOK SABHA SECRETARIAT**

***NEW DELHI***

December, 2012/Agrahayana, 1934 (Saka)



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Presented to Lok Sabha on 20.12.2012

Laid on the Table of Rajya Sabha on 20.12.2012



**LOK SABHA SECRETARIAT  
NEW DELHI**

December, 2012/Agrahayana, 1934 (Saka)

COA No. 263

Price: Rs.

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha  
(Fourteenth Edition) and Printed by

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**COMPOSITION OF THE COMMITTEE ON AGRICULTURE (2012-13)**

**Shri Basudeb Acharia - Chairman**

**MEMBERS**

**LOK SABHA**

2. Shri Narayansingh Amlabe
  3. Shri Sanjay Singh Chauhan
  4. Shri H.D. Devegowda
  5. Smt. Ashwamedh Devi
  6. Shri L. Raja Gopal
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  8. Shri Anant Kumar Hegde
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  12. Sardar Sukhdev Singh Libra
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  14. Shri Naranbhai Kachhadia
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  17. Shri Jagdish Singh Rana
  18. Shri Rajaiah Siricilla
  19. Shri Patel Kishanbhai V.
  20. Dr. Vinay Kumar Pandey 'Vinnu'
  21. Shri Hukamdeo Narayan Yadav
- RAJYA SABHA**
22. Shri Satyavrat Chaturvedi
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  24. Smt. Mohsina Kidwai
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  26. Dr. K.V.P. Ramachandra Rao
  27. Shri Parshottam Khodabhai Rupala
  28. Shri Rajpal Singh Saini
  29. Shri Shivanand Tiwari
  30. Shri S. Thangavelu
  31. Shri Darshan Singh Yadav

## **SECRETARIAT**

- |    |                 |   |                     |
|----|-----------------|---|---------------------|
| 1. | Shri R.S. Kambo | - | Joint Secretary     |
| 2. | Shri P. C. Koul | - | Additional Director |
| 3. | Shri R.S. Negi  | - | Committee Officer   |

## INTRODUCTION

I, the Chairman, Committee on Agriculture (2012-2013) having been authorized by the Committee to submit the Report on their behalf, present this Fortieth Report on Action Taken by the Government on the Observations/ Recommendations contained in the Thirty-second Report of the Committee on Demands for Grants (2012-13) pertaining to Ministry of Agriculture (Department of Agricultural Research and Education).

2. The Thirty-second Report of the Committee was presented to Lok Sabha on 24 April, 2012 and laid on the Table of Rajya Sabha on 26 April, 2012. The Action Taken Replies on the Report were received on 29 July, 2012.

3. The Report was considered and adopted by the Committee at their Sitting held on 19 December, 2012.

4. An analysis of the Action Taken by the Government on the Observations/ Recommendations contained in the Thirty-second Report of the Committee is at **Annexure**.

NEW DELHI;  
19 December, 2012  
28 Agrahayana, 1934 (Saka)

**BASUDEB ACHARIA**  
*Chairman,*  
**Committee on Agriculture.**



## CHAPTER-I

### R E P O R T

This Report of the Committee on Agriculture deals with the action taken by the Government on the Recommendations contained in the Thirty-second Report of the Committee on “Demands for Grants 2012-13” pertaining to Ministry of Agriculture (Department of Agricultural Research and Education) which was presented to Lok Sabha and laid on the Table of Rajya Sabha on 25 April 2012.

1.2 The Department of Agricultural Research & Education have furnished Action Taken Replies in respect of all the 28 Observations/Recommendations contained in the Report. These have been categorized as under:

- . Observations/Recommendations that have been accepted by the Government:  
Recommendation Para Nos. 2.61, 2.63, 2.66, 2.67, 2.69, 2.72, 2.73, 2.74, 2.75, 2.77, 2.78, 3.32, 3.34, 3.35, 3.36 and 3.39
- . Observations/Recommendations which the Committee do not desire to pursue in view of the Governments reply:  
Recommendation Para No. NIL
- . Observations/Recommendations in respect of which action taken replies of the Government have not been accepted by the Committee:  
Recommendation Para No. 1.4, 2.62, 2.70, 2.71, 2.76, 3.31, 3.33 and 3.37
- . Observations/Recommendations in respect of which final replies of the Government are still awaited :  
Recommendation Para Nos. 2.64, 2.65, 2.68 and 3.38

**1.3 The Committee trust that utmost importance would be given to implementation of the Observations/Recommendations accepted by the Government. In cases, where it is not possible for the Department to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee with reasons for non-implementation. The Committee desire that further Action Taken Notes on the Observations / Recommendations contained in Chapter-I and Final Action Taken Replies to the Recommendations contained in Chapter-V of this Report be furnished to them at an early date.**

1.4 The Committee will now deal with the action taken by the Government on some of the Recommendations in the succeeding paragraphs.

1.5 The Committee were deeply concerned to note that the Minister of Agriculture was yet to make a Statement under Direction 73-A of Directions by Speaker, Lok Sabha in the context of Twenty-third Report of the Committee which was presented to the Parliament on 29 August, 2011. The Statement is to be mandatorily made within six months of the presentation of an Original Report to the Parliament. What was most perturbing, was that this repeated non-adherence to a Direction by Speaker, Lok Sabha has almost become a norm in spite of being adversely commented upon by the Committee in their Fourth and Twenty-third Reports. The Committee strongly deprecated this repeated failure of the Ministry to adhere to stipulations laid down in Direction 73-A. They also desired that the Statement in the context of the Twenty-third

Report be made, without fail, during the second half of the ongoing Session (Budget Session, 2012) itself.

1.6 In their Action Taken Note the Government have stated that the Minister of Agriculture made a Statement on 29<sup>th</sup> Report which contains Action Taken Report based on 23<sup>rd</sup> Report of the Committee as well as further Action Taken Report based on 29<sup>th</sup> Report on 8<sup>th</sup> May, 2012 in Lok Sabha and in Rajya Sabha on 11<sup>th</sup> May, 2012. Since 29<sup>th</sup> Report is a follow-up of 23<sup>rd</sup> Report the Statement under Direction 73A was laid down first to give **the updated and present status** to the Committee. Later, the Agricultural Committee Branch of Lok Sabha Secretariat insisted that the Statement based on 23<sup>rd</sup> Report may be laid down in Parliament. Accordingly, the statement separately on 23<sup>rd</sup> Report was also prepared.

Further, as advised by Lok Sabha Secretariat to the Department, the Hon'ble Minister of Agriculture made the Statement in the context of 23<sup>rd</sup> Report of the Committee during the second-half of the Budget Session this year i.e. on 22<sup>nd</sup> May, 2012 in Lok Sabha and on 18<sup>th</sup> May 2012 in Rajya Sabha.

**1.7 The Committee note with satisfaction that in compliance with their Recommendation, DARE have got the Statement of the Minister under Direction 73A made within the stipulated deadline of second half of the Budget Session, 2012. They also expect that the inordinate delays in Statement by Minister under Direction 73A of Directions by Speaker, Lok Sabha will finally be a thing of past and henceforth the time line of six months will be adhered to without any exception in case of all Reports of the Committee.**

**Coming to the insistence of the Committee Secretariat in regard to the Statement by the Minister, the Committee would like to ask the Department that how could a Statement be made by the Minister on the Twenty-ninth Report of the Committee without a Statement being made about the status of implementation of Recommendation contained in their Twenty-third Report. After all, the former was only a corollary to the latter. The advice of the Committee Secretariat was, therefore, tendered only to facilitate the understanding of the issue in its right perspective.**

**OVERVIEW OF DEMANDS**  
**(Recommendation Para No. 2.62)**

1.8 Noting that a sum of Rs. 3220.00 crore had been allocated on the Plan side to DARE against the Department's proposal of Rs. 4719.68 crore and viewing this Annual Plan Outlay of the Department in the context of the Total Outlay of Rs. 57887.00 crore plus proposed by the Department for the Twelfth Five Year Plan, the Committee had felt with a great sense of disappointment that the story of the yesteryears had been repeated by the Planners and the Government in the matter of allocation of funds to DARE during this year also and the compelling fact that DARE had to now venture far beyond the task of food security into the uncharted realms of global warming, climate change, etc., which would require capital intensive solutions, seems to have been given a go by the Planners and the Government. The Committee had further felt that both of them have also singularly failed to understand that these being formative years of developing mitigating strategies and technologies for the emerging challenges, funds in requisite measures need to be infused into NARS on a top priority basis and any

dithering or delay would not only delay evolution of these strategies and development of technologies, but would also be against long term national interest. The Committee had, therefore, recommended that allocations to the Department in the ongoing Fiscal be enhanced substantially at the RE stage by when, hopefully EFC/SFC approvals alongwith the formalization of Twelfth Plan Outlay will be in bag. The Committee had also advised the Department that they should also rework their requirements for the present year, keeping in view the Schemes for which EFC/SFC approvals will be forthcoming in the next few months as the proposed Outlay of Rs. 4719.68 crore was not in consonance with the overall Outlay proposed by the Department for the Twelfth Plan viz. Rs. 57887.00 crore as it was not even 10% of the Outlay proposed by DARE for the Twelfth Five Year Plan. They had further asked the Department to revisit their financial requirements for the ongoing Fiscal based on doable Schemes and submit justifiable fund requirements at the RE stage so as to ensure that the first year of Twelfth Plan was positively different from the first year of the Eleventh Plan in so far as achievements were concerned.

1.9 In their Action Taken Note, the Government have stated that the Draft SFC/EFC documents are under preparation, so that they can immediately be submitted for approval as soon as the allocations are firmed up.

**1.10 The Committee note with grave concern that the allocations for Schemes requiring EFC/SFC clearances are yet to be firmed up. They wonder as to what purpose would the readiness of DARE with their EFC/SFC proposals would serve, when these is still no trace of the Twelfth Plan. They can only express their extreme displeasure at the inept and unprofessional manner the Government has**

handled finalization of the Twelfth Plan. Moreso, when the economic situation is in a serious mess.

The Committee also deprecate the silence of DARE on their Recommendation to make efforts with a view to come up with a well reasoned allocation proposal for the ongoing Fiscal as the present proposal of Rs. 4719.68 crore was totally out of sync of the total Plan Outlay of Rs. 57887 crore. The Committee desire an immediate response in the matter.

**ELEVENTH PLAN ANALYSIS**  
**(Recommendation Para No. 2.64)**

1.11 Concerned to observe that in spite of the Department prioritizing procurements and programmes, few infrastructure projects could not be completed and a few equipment could not be purchased. Apart from this, development of new cultivars and production technologies also got slowed down, in so far as time lines are concerned and apprehending that apart from loosing in time there would definitely be cost-escalation in all such cases in future, the Committee had recommended that all these pending Schemes and works be carried out with utmost promptitude during the first year of the Twelfth Plan itself.

1.12 In response, the Department have stated in their Action Taken Note that the Council has already issued instructions to all the Institutes that during the current financial year, priority is to be given to the completion of spillover Works & Equipments of the previous Plan period and meet the ongoing committed expenditure, pending EFC/SFC's approvals/ sanctions.

**1.13 The Committee are glad to note that in pursuance of their instant Recommendation the Department have issued instructions to all the institutes for completion of spillover works and equipments of the previous plan period during the current financial year. It is, however, a moot point, as to what extent the Department would succeed in their endeavour in the absence of EFC/SFC approvals and adequate funds. They would, therefore, like to be apprised of the details of progress registered in completion of various spillover works and equipments at the earliest.**

**RESULT FRAMEWORK DOCUMENT (RFD)**  
**(Recommendation Para No. 2.65)**

1.14 Appreciating that based on their performance against the commitments made by them in the Result Framework Document for the year 2009-10, DARE had secured a composite score of 95%. In fact their overall score was higher than the average composite score of 89.4% for all the 59 Departments that were evaluated under Phase I of RFD policy, the Committee has also asked them to make process of strategy formulation of the Department truly participative and thoughtful and also evolve Sevottam Compliant Citizen's Charter and Grievance Redressal Mechanism. They had also asked the Department to apprise them about their evaluation by Cabinet Secretariat on these two aspects.

1.15 The Department in their Action Taken Note have stated that the achievements of the Department in terms of total composite score of RFD of DARE for the years 2010-11 and 2011-2012 were 99% and 96.69% respectively. The Performance Evaluation

Report of the Department of Agricultural Research and Education for the year 2010-11 and 2011-2012 is enclosed as **Annexures I and II** respectively. The Strategic Plan and the Sevottam compliant Citizen's Charter & Grievance Redress Mechanism of the Department was submitted to the PMD, Cabinet Secretariat. Subsequently, these documents were revised as per suggestions of the Ad-hoc Task Force (ATF) of the PMD and resubmitted. The Committee will be apprised of the evaluation as and when communicated by the Cabinet Secretariat.

**1.16 The Committee are happy to note that the DARE had in pursuance of their Recommendation, submitted a Strategic Plan and Sevottam Compliant Citizen's Charter and Grievance Redressal Mechanism of the Department to the Cabinet Secretariat. Furthermore, based on the suggestions of the Ad-hoc Task Force of Cabinet Secretariat, DARE have resubmitted these documents after due modifications. They hope that the evaluation of the performance of DARE on relevant parameters will be completed by the Cabinet Secretariat expeditiously and the Department would apprise the Committee about the results of the evaluation at the earliest.**

**NEW SCHEMES IN ELEVENTH PLAN**  
**(Recommendation Para No. 2.66)**

1.17 During the Eleventh Five Year Plan the National Institute of Abiotic Stress Management, Baramati was included as a new Scheme. The Committee had in their previous Reports recommended, time and again, for expeditious setting-up of the Institute in view of the pressing imperative of abiotic stress management in agriculture and allied sectors. However, noting that the full operationalisation of the Institute



appeared to be a distant possibility, the Committee had asked the Department to immediately draw a road-map with well laid down time lines and also ensure that they were strictly followed so that the Institute was established and operationalised on war footing. The Department had also been asked that the said road-map should also be submitted to the Committee for their information.

1.18 In their Action Taken Note the Department have stated that as directed by the Committee, a Road Map, with well laid down timelines has been prepared. A copy of the same is enclosed at **Annexure-III.**

**1.19 The Committee appreciate the fact that DARE have drawn a Road Map with well laid down tentative timelines for completion of various works of National Institute of Abiotic Stress Management (NIASM). From the Road map furnished by the Department the Committee find that some of the projects have been scheduled for completion during this calendar year and the Institute will be functional in all manners by the end of 2017. Considering the fact that this is a capital intensive project, the Department will really have to work very hard to ensure sufficient funds so that at least even this staggered time line is adhered to and the Institute becomes fully operational by December, 2017.**

**UNSPENT BALANCES**  
**(Recommendation Para No. 2.68)**

1.20 The Committee were concerned to note that the Department had surrendered unspent balances to the Government of India in each of the year of the Eleventh Five Year Plan. These unspent balances amount to a hefty Rs. 548.00 odd crore at the end

of the Eleventh Plan. While sums of Rs. 190.21 crore in the First Year of the Plan and Rs. 101.20 crore in the second year were understandable, as the Department did not had timely clearances/approvals for various Schemes, the unspent balance of Rs. 167.50 crore in the Final Year of the Plan was inexplicable and this appears to be due to inept handling of finances by the Department. The Committee further noted that with a view to streamlining their accounting system the Department had strengthened their internal control. Accordingly, now their internal audit would be carried out by professional bodies. For this purpose, the job of internal audit which was, hitherto, being done by the inspection team of ICAR Headquarters, was being outsourced through professional bodies such as Institute of Public Auditors of India and C&AG empanelled chartered accountant firms. Apart from this measure, ICAR had adopted Accrual System of Accounting which captures all receipts and payments on real-time basis. It was also putting in place a Centralised Financial Management Enterprise Resource Package (ERP) to integrate the financial processes of ICAR Headquarters and its constituent units. Once in place, this mechanism would ensure consistent monitoring of financial activities viz. budgetary control, actual achievements, shortfalls with reference to targets, accounting, etc. and provide accurate and real-time data for the purpose of decision making by the management as well as the end users. The Committee felt that this laudable initiative of ICAR to improve its accounting system has not come a day soon. Delays in accounting, lack of timely feedback and inputs have been the bane of the accounting system in vogue in the Government and its agencies for decades together now. If successfully implemented the initiative of ICAR has all the potential to change the accounting system in vogue into an accurate and real-time

system which not only facilitates better control by management but will also usher the much needed transparency for the benefit of the end users. The Committee, therefore, strongly recommended ICAR to put in place the Accrual Accounting System along with ERP package without any further loss of time so that its implementation commences from this very Financial year. Keeping in view the immense possibilities offered by the system adopted by ICAR, the Committee would like the Ministry of Finance and the Ministry of Statistics and Programme Implementation to evaluate this system thoroughly with a view to implement it in other Ministries/Departments/Agencies as well. For this purpose, the Committee would like DARE to forward a detailed note on the accounting system and ERP package being implemented by ICAR to both these Ministries along with the Recommendation of the Committee. The results of the evaluation may also be furnished by DARE to the Committee for their information.

1.21 The Department in their Action Taken Note have stated that ICAR has adopted Accrual Accounting system since 2002-03. Hence, a need was felt to have a financial and accounting system which could not only meet the present day accounting requirements but also help the day-to-day monitoring both in terms of quantitative and qualitative aspects from operational as well as management point of view. Accordingly, a Financial Management Software (ERP Package System) has been selected and is being developed through M/s IBM which would be rolled out across the ICAR system.

Thus, a web-based Financial Management System/Management Information System (FMS/MIS) having broader coverage of the ICAR's Financial/administrative aspects is under way. The FMS/ MIS will be developed on a universally tested software

platform like Oracle Financials. The system will enable to retain a full set of accounting data in standard accounting format.

The system envisages the integration of an accrual accounting system with the Pay Roll Package, Inventory Management, Research Project Management and Personal Information System etc. so that package broadly can be termed as the FMS/MIS of the ICAR. A sound and updated information should serve as a base for the effective managerial control and timely decision making. The FMS/ MIS is expected to enable a meaningful extrapolation, forecasting and projections. The objectives of the FMS/MIS as a tool will be to:

1. Manage finances, budgets, and inventory management of ICAR as a whole.
2. Take care of Human Resource System along with Pay Roll.
3. Provide consistent monitoring of financial activities viz., Budgetary Control, actual achievements, shortfall with reference to targets, accounting etc.
4. Provide real time data for the purpose of precise decision making by the management as well as to the end users.
5. Track the expenditure progress of ICAR on real time basis.
6. Capture the complete project cycle from the beginning, i.e. project/ sub-project submission, approval process, sanction and funding, and also track their respective expenditure.
7. Provide all necessary MIS reports.

The FMS/MIS software would be implemented in a phased manner. In Phase-1 (Part 1), it is proposed to be implemented in 6 large constituent units of ICAR within 9 months of kick-off of the FMS/MIS software development , i.e. March 2012. In Phase-1 (Part 2), it is proposed to be extended to 14 other institutes during subsequent 6 months' period. The remaining units are proposed to be covered in a 12 months' period in Phase-2 which is subsequent to completion of Phase-1.

The FMS-MIS implementation plan finally will result in capacity building and enhancement of managerial skill for finance, administrative and other officials. The ultimate aim of the entire effort is to achieve a complete robust solution through this FMS to cater the overall needs of Accounting, Financial and Administration disciplines. Once the software is developed and rolled out, it will be mandatory for all the ICAR units to adopt the system and report through it for which adequate training will be provided. This centralized software will have multiple user system and will be user-friendly. The operational manual will also be developed for FMS/MIS, covering all the screen shots, formats, reports, etc. for usage of the software by the end user.

It is pertinent to mention here that the software development and implementation is going to take place in phases. Accordingly, its overall impact/test of efficiency and effectiveness in streamlining and strengthening the management and accounting system including availability of real time data, can be assessed only after complete implementation.

**1.22 From the submissions of the Department before them at the time of examination of Demands for Grants (2012-13) on the aspect of Financial Management Scheme, the Committee had acquired a definite impression that the scheme would be operational at an early date. They had, therefore, accordingly recommended certain actions which were post operationalization in nature. From the Action Taken Note it is apparent that the entire scheme is at a very nascent stage and would require considerable time to prove its utility. The Committee also note that the Action Taken Note is silent on the reference of the Scheme to Ministry of Finance and Ministry of Science and Technology. Since, the Scheme**

is at the nascent stage, the find it all the more reason for an opinion on its pros and cons from these two ministries. They, therefore, recommend the Department to immediately seek the views of the two previously mentioned ministries and appraise the Committee about the outcome at the earliest.

**SCHEMES IN THE TWELFTH PLAN**  
**(Recommendation Para No. 2.70)**

1.23 Noting that the Department has proposed 80 Schemes for implementation during the Twelfth Plan including Abiotic Stress Management, Agri-Biodiversity management, Genomics, Seed (Planting material, propagules, semen), Hybrids, Conservation Agriculture, Water, Waste (Agro-waste, Municipal waste, Residues), Health Foods, Feed & Fodder, Fibre, Bio-fortification, Precision Farming, Farm mechanization, Energy, Nanotechnology, Agri-Incubators, Socio-economic dimensions etc. and being apprehensive that with the present uncertainty about the timely availability, as also the quantum of financial resources, the Department's good intentions of implementing such a huge basket of Schemes would face a lot many glitches and problems, the Committee had asked the Department to work out *inter-se* prioritization of their Schemes, so that the pace of implementation continues unhindered.

1.24 In their Action Taken Note the Department of Agricultural Research and Education have stated that they have noted and the *inter-se* prioritization will be worked out.

**1.25 The Committee are not at all satisfied with the stock reply of the Department on the matter of prioritization of Schemes. With the present**

**uncertainty about Budget and Finances and such a large number of Schemes, the least the Committee expected from DARE was that they would have prioritized the funds allocation amongst their 80 odd Schemes during the intervening months since the presentation of the Report of the Committee. Going by the reported curtailment of funds at revised estimates stage in all Ministries/Departments, had the Department heeded to the advice of the Committee and done due prioritization of allocations to their various Schemes, they would not have been negatively impacted due to reduction in allocation in the middle of the Fiscal. The Committee, therefore, recommend the Department to do the needful without any further delay so as to ensure that funds flow, hereinafter, is based on the genuine requirements of each of the Scheme.**

**ADMINISTRATIVE APPROVALS/CLEARANCES**  
**(Recommendation Para No. 2.71)**

1.26 Going by the submission of the Planning Commission that NDC may consider the Twelfth Plan Document in June/July this year, the likely scenario of Plan Outlay approval reaching DARE in October/November, this year and the fact that EFC and other approvals can take between 6 to 18 months, on the average about one year, the Committee had felt that only those items that require upto three to three and a half years will be finished within the Twelfth Plan period while those requiring more time will spill over the Thirteenth Plan. The Committee had, therefore, opined that like the planning mechanism and the planning process, the system of administrative approvals/clearances also needs to be urgently revisited so as to make it quick and compact as the present system of approvals taking anything between 6 to 18 months

was not at all in consonance of the dynamics of the developmental process of today. The Committee had accordingly recommended the Department to take initiative on this crucial issue at the highest level in the Government with a view to simplify and shorten this prolonged procedure and furnish a quick feedback in the matter to them.

1.27 In their Action Taken Note the Department of Agricultural Education and Research have again stated that draft SFC/EFC documents are under preparation so that they can immediately be submitted for approval as soon as the allocations are firmed up. They have further stated that like other Departments DARE/ ICAR are, however also required to follow the guidelines issued by Department of Expenditure Vide OM No. 1(3)/PF-II/2011 dated 14<sup>th</sup> December, 2011 and 23<sup>rd</sup> April, 2012 for each of the 76 SFC/EFCs required.

**1.28 The Committee cannot but, express their extreme displeasure on the grossly unprofessional manner in which DARE have dealt with this Recommendation of huge importance not only for DARE but all sister ministries and departments. From their own experience the Committee have found that the system of administrative approvals/clearances of Schemes takes, even in these hi-tech times anything between 6 to 18 months. Apart from the slip shod planning mechanism and the archaic planning process it is the excruciatingly long time taken by the Government machinery in granting administrative approvals/clearances that is causing most damage to the developmental process in the Country. The Committee had, therefore, recommended the Department to take initiative on this crucial issue at the highest level in the Government with a**



**view to shorter this prolonged procedure. The Department, unfortunately, have frittered away this golden opportunity and chosen to take refuge behind a couple of Government guidelines pertaining to SFC/EFC. In view of the immense importance of the matter vis-à-vis developmental process, the Committee desire DARE to at least take up this matter now at the highest level. The Committee would appreciate feed back in this regard.**

**CUT OFF DATE FOR DATA**  
**(Recommendation Para No. 2.76)**

1.29 The Committee had observed that like the variations in the units, in which the figures were quoted by the Department in various documents furnished to the Committee, the cut-off dates of different data also vary. In most of the cases data as on 31 December, 2011 had been furnished while in others, data as on 29 February, 2012 had furnished to the Committee. Due to this cut-off mismatch, evaluation and comparison became a casualty. In a different context, the Committee had been given to understand by the Department of Agriculture and Cooperation, that the Ministry of Finance guidelines for preparation of Outcome Budget 2012-13 required the information on physical performance of the Schemes be furnished upto 31 December, 2011 in the context of Fiscal 2011-12. Finding this cut-off not in consonance with the existing data generation, feedback, monitoring and reporting systems, the Committee had desired that the data cut-off date for information being submitted to the Committee for and in connection with the examination of Demands for Grants should be February end so as to facilitate maximal evaluation of the physical and financial performance of the

Department in the year gone by and also a step towards real time reporting of the these matters to the Parliament.

1.30 The Government in their Action Taken Reply have stated that the Ministry of Finance guidelines for preparation of Outcome Budget 2012-13 required the information on physical performance of the Schemes to be furnished upto 31 December. The Detailed Demand for Grants, Annual Report, Annual Plan, Scrutiny of Demand for Grants etc, were sent alongwith the Outcome Budget. All these documents were to be submitted to the Parliament prior to 15<sup>th</sup> February. The matter of changing the cut off date, as February end can be taken up with the Ministry of Finance, if Committee so directs.

**1.31 The Committee are not at all convinced with the reply given by the Department. It seems that the Department have not appreciated the importance of their Recommendation. The Committee have never asked the Department to change the cut off date as February end for submission of data to Ministry of Finance. They have specifically desired that the cut-off date for information being submitted to the Committee for and in connections with the examination of Demands for Grants should be February end and for which there is no need for seeking approval the Ministry of Finance. The Committee, therefore, reiterate their earlier Recommendation and desire the Department to furnish data on at February end for evaluation of the physical and financial performance of the Department by the Committee for examination of next Demands for Grants of the Department.**

**CROP SCIENCE**  
**(Recommendation Para No. 3.31)**

1.32 The Committee had noted that due to the scaling down of the Outlay of ICAR, the Crop Science Division allocation had been reduced from Rs. 670.70 crore to Rs. 460.00 crore resulting in several Schemes of the Crop Science Division Institutes being drastically down-sized. The financial proposals in respect of National Bureau of Plant Genetics Resources (NBPGR), Directorate of Seed Research (DSR) and Central Institute of Cotton Research (CICR) had been reduced by almost 80%, 71% and 48% respectively. On the other hand, proposals of IARI, New Delhi and Indian Grass and Fodder Research Institute (IGFRI), which are also in the same Division, had been hiked by almost 78% and 71% respectively. The Department had justified the reduction in the allocations to NBPGR, DSR and CICR on the grounds that the overall reduction in the allocations to Crop Science Division had resulted in down-sizing to allocation of these funds. They had also justified the present reduced allocations of these three Institutes on the grounds that these allocations are still significantly higher than the RE allocations to these Institutes during the Fiscal gone by. As regards the hike in allocations of IARI and IGFRI, these had been justified in the light of the importance of these Institutes, priority and need of the Schemes, etc., etc. The Committee were not convinced by the justifications extended by the Department, the proposals for funds of the three Institutes who had been subsequently allocated far less allocations would had been approved by DARE/ICAR before consolidated proposal of Rs. 4719.68 crore was made by them to the Planning Commission. Likewise, the proposals of IARI and IGFRI in their original form would also have had the concurrence/approval of DARE/ICAR. Citing, the case of IARI, whose original proposal of Rs. 47.30 crore had been enhanced to Rs. 68.38 crore

in the Budget Estimate showing an increase of more than 78%. The Committee had wondered as to how the Institute would be able to absorb this additional allocation. Feeling strongly about these cases of ad-hocism in the financial management, the Committee had desired that rather than waiting till the RE stage, DARE/ICAR should seriously reconsider the original proposals of all the five Institutes and consider a just re-appropriation of funds within the Division so that priority research areas do not suffer in any of these Institutes.

1.33 In their Action Taken Note the Government have stated that as advised by the Committee, re-appropriations of funds within the Division will be made after assessing that the priority research areas do not suffer in any of these institutes.

**1.34 The Committee are not at all convinced by the non-chalant attitude of the Department on this important aspect. In the first instance such lopsided allocation of funds ought not have been done. And the Department's casualness in remedying the situation even after its pitfalls have been clearly pointed out by the Committee is deplorable. The Committee in the interest of all these institutes as also to ensure that precious funds, in the present situation of paucity, are not stuck with entities who don't have the capacity to immediately absorb them, cannot but reiterate their recommendation that the entire issue be revisited urgently and the Committee be informed of the results after appropriate reallocation.**

## **AGRICULTURE EXTENSION**

### **(i) Allocation (Recommendation Para No. 3.33)**

1.35 The Committee having noted that against the proposed allocation of Rs. 755.00 crore the share of Agriculture Extension Division had been reduced to Rs. 507.00 crore with the allocation of KVK Scheme being reduced to Rs. 491.67 from originally proposed Rs. 734.61 crore and going by the admission of DARE that this drastic curtailment was going to affect infrastructure development during the current Financial Year had wondered as to why the Department had chosen to wield their axe on the allocations of agriculture extension and strongly recommended the Department to restore the allocation to Agriculture Extension Division as per their requirements for the Fiscal through permissible re-appropriation. They had also recommended that the funds shortage arising out of such an enhancement may be compensated from the funds accruing to Schemes of DARE/ICAR through the route of RKVY.

1.36 The Government in their Action Taken Note have stated that they have noted the recommendation of the Committee. They further stated that the Department of Agriculture and Cooperation will be consulted on whether RKVY funds are available for ICAR to the extent required, and which activities of ICAR can they be used for.

**1.37 The Committee consider this another glaring failure of the Government in implementation of a Recommendation of the Committee which had all the potential of providing much needed financial breather to the agri-extension services which are in deep morass. In fact from 'has been noted' and will be consulted bit in the reply of DARE, the Committee cease rank casualness end a**

**serious lack of professionalism in the functioning of the Department. Three months is a substantial amount of time within a Fiscal of a dozen month to take action which will effect that very Fiscal positively. The Committee condemn this micawberian attitude of the Department and desire immediate action and feedback on their instant Recommendation.**

**AGRICULTURAL ENGINEERING**  
**(Recommendation Para No. 3.37)**

1.38 The Committee had observed that a sum of Rs. 78.00 crore only had been allocated under Major Head Agricultural Engineering for the year 2012-13 against the proposed amount of Rs. 117.08 crore. This curtailment had resulted in the budgetary allocations of Central Institute on Post Harvest Engineering and Technology and India Institute of National Resins and Gums being reduced by more than 33%. The Department had extended their oft repeated reply, about ongoing Schemes not being affected due to funds curtailment, in the case of these two Institutes also. However, based on their Study Visit to IINRG, Ranchi during February this year where they had found that the Institute had several ambitious research projects and schemes in the pipeline for the Twelfth Plan, the Committee had felt that requirement of any organization should be assessed on its projection of cogent and workable proposals which are of utility for the developmental process. Merely equating these requirements with RE figures of previous year can never do justice with the genuine requirements of the organization and could lead to sub-optimal utilization of its capacity and capabilities. Feeling that given an opportunity CIPHET would also had strived for greater achievements had there funds requirement been met in toto, the Committee had

recommended the Department to do justice with these two Institutes at the RE stage of the ongoing Fiscal.

1.39 In their Action Taken Note the Government have stated that it is pertinent to mention that there is a substantial increase in BE 2012-13 as compared to RE of Rs. 247.10 lakhs for 2011-12 in case of IINRG, Ranchi. There is also a nominal increase in BE 2012-13 against the RE 2011-12 in case of CIPHET, Ludhiana. The concern of the Committee is noted.

**1.40 The Committee are well aware of the position which Department have explained in their Action Taken Reply as this very logic was extended by them when the Demands for Grants were being examined. Keeping in view of the facts observed by the Committee during their visit to IINRG, Ranchi they have recommended for the increased allocation of funds to these Institutes at RE stage. Therefore, a clinical and irrelevant comparison with the RE allocation of last year is neither prudent nor worthwhile. The Committee recommend that since the RE stage in this Fiscal has been missed by the Department due to their procrastination in the matter, needful may be done in Demands for Grants 2013-14.**

**ANIMAL SCIENCE**  
**(Recommendation Para No. 3.38)**

1.41 The Committee had noted that Major Head Animal Science had been allocated a sum of Rs. 250.00 crore as BE 2012-13. This was 13% or so less than the proposed amount of Rs. 287.64 crore. DARE had informed the Committee that since the BE amount of Rs. 250.00 compares favourably with the RE 2011-12 of Rs. 201.53 crore,

there would be no effect on the programmes of various Animal Science Institutes. They have, however, in the same breath admitted that due to BE being lesser than the proposed amount, semen sexing and goat genome mapping programmes would be undertaken during coming years. Taking note of the dichotomy in the response of the Department and appreciating how the reduced allocation had played havoc with the well laid down plans of DARE/ICAR in the first year of the Twelfth Plan, the Committee had recommended the Ministry of Finance to take suitable corrective action at the RE stage to enable the Department to undertake two of their ambitious projects viz semen sexing and goat genome mapping in this very year itself.

1.42 The Government in their Action Taken Note have stated that they have noted the recommendation of the Committee for compliance. The recommendation of the Committee will be taken up with the Ministry of Finance at the RE stage.

**1.43 The Committee note that the DARE have complied with the Recommendation of the Committee. They desire to be apprised of the outcome of the efforts of the Department in the matter at the RE stage immediately.**



## **CHAPTER –II**

### **OBSERVATIONS/ RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **NATIONAL AGRICULTURAL RESEARCH SYSTEM**

**(Recommendation Para No. 2.61)**

The National Agricultural Research System has played a crucial role in the agriculture sector of the Country. Right from the late sixties, when it ensured a paradigm shift from import of foodgrains to self sufficiency through domestic foodgrains production upto the extant situation of a food secure nation, the contributions of NARS have been multi-faceted and highly commendable. While food security will continue to remain a constant challenge for NARS, the world, India not excluded, now faces more complex and graver challenges of global warming and climate change. The Committee are confident that NARS will show the way to the World comity of scientists to successfully tackle the twin challenges of global warming and climate change by developing appropriate mitigating strategies and technologies.

#### **REPLY OF THE GOVERNMENT**

NARS, and specially ICAR, would do its best to live up to the confidence placed in us so kindly by the Committee.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

#### **FUNDS UTILISATION DURING ELEVENTH PLAN**

**(Recommendation Para No. 2.63)**

The Committee observe that a sum of Rs. 12023.00 crore was allocated to DARE for the Eleventh Plan against an amount of Rs. 17126.73 crore proposed by the Department. The actual allocation at RE stage has, however, been Rs. 10325.75 crore only. Out of the allocated amount, the Department have been able to spend a sum of Rs. 8689.67 crore only upto January, 2012. That leaves just last two months of the Eleventh Five Year Plan to be accounted. Coming to the last year of the Eleventh Plan viz. 2011-12, the Committee find a sum of Rs. 2850.00 crore was allocated to the Department. They have been able to spend an amount of Rs. 1654.58 crore only upto January, 2012. On The face of it, the financial performance of DARE during the Eleventh Plan as a whole and in the Annual Plan 2011-12 leaves a lot to be desired. However, as the subsequent narrative will prove, there are a few extraneous reasons, apart from the

implementation performance of the Department that have contributed to the under-utilization of funds during the Eleventh Plan and Annual Plan 2011-12. In fact, the initial delay in formulation of the Eleventh Plan and consequent delays in EFC/SFC approvals all had a cascading effect on the funds release schedule during the entire Eleventh Plan. All these were a major contributory factor towards undermining the implementation of various Schemes of the Ministries/Departments including DARE. However, the Department can also not escape blame to the extent that they should have made the best use of whatever funds were being made available to them during the Eleventh Five Year Plan. The Committee hope that during the Twelfth Plan there will not be recurrence of what happened in the Eleventh Plan, both in the planning and approvals and the implementation proper of the Schemes.

### **REPLY OF THE GOVERNMENT**

Noted.

Draft SFC/EFC documents are under preparation, so that they can immediately be submitted for approval as soon as the allocations are firmed up.

[Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **NEW SCHEMES IN ELEVENTH PLAN**

#### **(Recommendation Para No. 2.66)**

During the Eleventh Five Year Plan the National Institute of Abiotic Stress Management, Baramati was included as a new Scheme. The Committee have in their previous Reports recommended, time and again, for expeditious setting-up of the Institute in view of the pressing imperative of abiotic stress management in agriculture and allied sectors. However, the full operationalisation of the Institute appears to be a distant possibility. The Committee note that for the year 2012-13 a sum of Rs. 36.35 crore has been earmarked for the Scheme. The Committee are of the firm opinion that the Institute can play a pivotal role in cutting edge research and development of technologies for mitigation of abiotic stress, hence it should be established and operationalised on a war footing basis. For this purpose, the Department should immediately draw a road-map with well laid down time lines and also ensure that they are strictly followed. The said road-map should also be submitted to the Committee for their information.

### **REPLY OF THE GOVERNMENT**

As directed by the Committee, a Road Map, with well laid down timelines has been prepared. A copy of the same is enclosed at **Annexure-III.**

[Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **Comments of the Committee**

For comments of the Committee please refer to Para No. 1.19 of Chapter – I of this Report.

#### **(Recommendation Para No. 2.67)**

Apart from the National Institute of Abiotic Stress Management, Baramati, the Department also planned two more new Schemes National Institute of Agriculture Biotechnology, Ranchi and National Institute of Biotic Stress Management, Raipur during 2011-12. A sum of Rs. 30.00 crore and Rs. 20.00 crore respectively was earmarked for these two Institutes during 2011-12. The Committee find that the establishment of the two Institutes has been approved on 2 March, 2012. The Department intends to submit the note for approval to the Cabinet/CCEA in the first quarter of the current Fiscal. Agriculture biotechnology and biotic stress management are frontier science areas in which a lot of ground needs to be covered by the Country. It is, therefore, but essential that these two Institutes are established post haste. The Committee, therefore, recommend that the Department not only stick to their promised deadline but also complete the remaining formalities on top priority basis so that these Institutes become a reality within minimum possible time.

### **REPLY OF THE GOVERNMENT**

Noted for compliance.

[Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **TWELFTH PLAN**

#### **(Recommendation Para No. 2.69)**

##### **(i) Formulation of Plan**

As is well know now, the delay in finalization of the Eleventh Plan, the consequent delays in approvals and clearances had a cascading effect on the implementation of the Schemes of various Ministries and Departments. Resultantly, the developmental process too suffered. To avoid a recurrence of the same during the Twelfth Plan, the Committee have in several of their previous Reports recommended that the Twelfth Plan Document be finalized by 31

December, 2011, so that approved Schemes and Outlays are conveyed to the Ministries/Departments well before the commencement of the Plan on 1 April, 2012. The Chairman of the Committee had also addressed the concern of the Committee in regard to the delay in finalization of the Twelfth Plan in his letter dated 3 February, 2012 to the Prime Minister and sought his intervention in the matter in his capacity as Chairman of the Planning Commission. The Committee find that the Department submitted draft Twelfth Plan Document of DARE/ICAR to Planning Commission on 27 December, 2011. This was done after going through a detailed appraisal process by several appraisal agencies. The Planning Commission had also constituted eleven working groups for agriculture more than two years back for the purpose. While DARE proposed an allocation of Rs. 57887.00 odd crore for Twelfth Plan, the working group of Planning Commission has also recommended about Rs. 55000.00 crore for DARE/ICAR. The Reports of all the eleven working groups have been submitted to Planning Commission by December, 2011. The Committee have been given to understand that the recommendations of these working groups are being used by the concerned Steering Committee in their exercise. Once the respective Steering Committees are through with their exercises the chapterisation of Plan Document would commence. The allocations to various Ministries/ Departments will be known once the chapters on various sectors are completed. The Committee during their current examination tried time and again to ascertain from the Planning Commission the time schedule in regard to the approval of the Plan Document by NDC and its subsequent presentation to the Parliament. During the course of the Oral Evidence on 11 April, 2012 the representative of Planning Commission hinted at the possibility of the Twelfth Plan Document being placed before NDC during June or July this year. As everything hinges on the timely conveying of outlays to the Ministries and Departments, the Committee desired to be apprised about the specific datelines for various stages of consideration and approvals of the Twelfth Plan Document till its presentation to the Parliament. The Committee were in response informed that *'as regards schedule of planning process and approval by NDC, guidance has been sought from the competent authority and it would be intimated in due course'*. Incidentally, when in view of the uncertainty surrounding the finalization of Twelfth Plan Document, the Committee sought the views of the Government and the Planning Commission on the desirability of having 2012-13 as a stand alone Annual Plan and the Twelfth Plan commencing from 2013-14 onwards on the lines of similar Plan holidays in the past, this very reply, though totally out of context, was repeated. Similarly, when the Committee desired to know about the reasons due to which the Mid-Term Appraisal of the Eleventh Plan was brought out after inordinate delay in the middle of Fourth Year of the Plan, thereby, rendering it infructuous, in so far as, the mid course correction is concerned, the representative of Planning Commission stated during the Oral Evidence on 11 April, 2012 *"Sir, about Mid-Term Appraisal, I have noted your concern and I will carry back to my system"*. Due to such vague, incoherent, out of context and evasive inputs the Committee are not in a position to Report to the Parliament on these vital issues, which is a very serious matter. The Committee, therefore, are of the opinion that not only the planning process

but the planning machinery also requires to be reviewed by an appropriate authority to assess its capability to plan efficiently, effectively and professionally and in tandem with the ever evolving dynamics and typical requirements of a developing economy where time is of essence. The Committee feel that unless this task is attended to with utmost priority the aim of the Government of 'faster, sustainable and more inclusive growth' may just remain restricted to the cover page of the Approach Paper of the Twelfth Plan.

#### **REPLY OF THE GOVERNMENT**

Noted, Sir.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

#### **SUBMISSION OF INFORMATION TO PARLIAMENT**

##### **(Recommendation Para No. 2.72)**

During the course of the examination of Demands for Grants 2012-13 of Department of Agricultural Research and Education the Committee noticed some shortcomings in the facts and figures submitted to them. Besides, they also felt that the format of information furnished needs to be changed to make it more user friendly and compatible with the requirements of examination.

#### **REPLY OF THE GOVERNMENT**

Noted for compliance.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

#### **DEMANDS FOR GRANTS - 2012-13**

##### **(Recommendation Para No. 2.73)**

The Committee noted that Demand No. 2 pertaining to the Department did not reflect the total Budgetary Allocation of the Department under the Revenue Section on the very first page of the Demands. Moreover, the break-up of Revenue Section Allocation between Charged and Voted expenditure was also not reflected there. It may be pertinent to mention here that the entire allocation of Rs. 5392.00 crore of the Department is in the Revenue Section. Be it printer's devil or oversight, the Committee find this lapse an indefensible one and hope that the Government would be careful, while presenting documents to the Parliament, in future.

## **REPLY OF THE GOVERNMENT**

Noted for compliance.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **CROP SCIENCE**

#### **(Recommendation Para No. 2.74)**

This is another instance when information has been furnished to the Committee in a perfunctory manner. Instead of furnishing information about Physical Performance under Crop Science Division for the entire Eleventh Plan, figures for the period 2008-10 only were furnished to the Committee. Furthermore, while the Department indicated that 493 varieties were released during this period, the numbers when added came to 472 only. The Committee expect that such instances would not recur in future.

## **REPLY OF THE GOVERNMENT**

Error is seriously regretted. In future, updated list of varieties/hybrids inclusive of Central and State releases shall be furnished.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **UNIFORMITY IN DATA**

#### **(Recommendation Para No. 2.75)**

The Committee note that the Department have been furnishing figures relating to allocation and expenditure for various Schemes of the Department in different documents and materials in different units. In some documents and materials these figures are quoted in lakh rupees while in others they are quoted in crore rupees. Such variations in units make evaluation and comparisons of related indices impractical. Given the highly time bound nature of examination of the Demands for Grants and their Reporting to the Parliament and the practical ease in evaluation and comparison the Committee desire that, henceforth, the unit of figures in all documents and materials to be furnished to them by the Department, save the detailed Demands for Grants of the Department, should invariably be crore rupees. The figures in the detailed Demands for Grants may continue to be, as per approved format, in thousand rupees.

## REPLY OF THE GOVERNMENT

The recommendation of the Committee to submit the data in the unit of figures as recommended by them has been noted for compliance.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012,  
Department of Agricultural Research and Education]

### INDO-US KNOWLEDGE INITIATIVE/AGRICULTURAL COOPERATION

#### (Recommendation Para No. 2.77)

The Indo-US Knowledge Initiative was a Scheme under the Eleventh Plan. There had been gross under utilization under the Scheme during first two years of the Plan (just 22% of the allocation). On being apprised that the poor utilization of funds was due to matching grants not forthcoming from the US side, the Committee had in their Fourth Report recommended that the matter be taken up with the US side to ensure contribution of matching grants. During the course of examination of the Demands for Grants 2010-11 of the Department, the Committee again noticed a sum of Rs. 80 lakh allocated for the Initiative. On being queried in the matter, the Department informed the Committee that due to lack of adequate response from the US side the Scheme had ended on 31 March, 2010. They had also informed the Committee that the outcome of the expenditure incurred by the Indian side were not and will not be shared with USA and the sum of Rs. 80 lakh will be utilized for other activities in international cooperation during 2010-11. The stated position of the Department has been duly reflected in the Eighth and Nineteenth Reports of the Committee. However, while scrutinizing the Demands for Grants 2012-13 and related documents the Committee find that no monies were spent from this amount of Rs. 80 lakh. They also note that even during 2011-12 a sum of Rs. 200 lakh has been allocated for the Scheme. No expenditure has, however, been incurred from this amount. The Committee further note that the Scheme also figures in the Scheme-wise Plan Outlay proposed by the Department and Annual Plan 2012-13. It has also been included in the Outcome Budget of 2012-13 of the Department. No allocations have been shown against the Scheme at all these places. The Committee really find it inexplicable as to why in spite of the Committee repeatedly highlighting the deficiencies of the Scheme and finally the Scheme having been terminated on 31 March, 2010, funds have continued to be allocated even in successive fiscals, year after year. The alibi of the Department that the funds allocated in the year immediately after the termination of the Scheme on 31 March, 2010 will be used to fund other international cooperation activities also does not cut ice as no funds were spent on any activity during 2010-11 from this Head. In any case, the Department have a separate Head for International Cooperation and related activities. The allocation of Rs. 200 lakh for the Scheme during 2011-12 as also

**the Scheme being included in 2012-13 defies all logic. The Committee, therefore, desire that the Department may submit a detailed explanatory note on this entire sequence of events including reasons therefor and their ramifications to the Committee on top priority basis.**

### **REPLY OF THE GOVERNMENT**

The Scheme 'Indo-US knowledge initiative in Agriculture' had a budget allocation of Rs. 32.28 crore for the years 2007-10 of the Eleventh Plan. The programme was concluded on March 31, 2010. The provision of funds to the tune of Rs.80 lakhs at the BE stage for the financial year 2010-11 was made prior to 31<sup>st</sup> March, 2010, and no provision was made under this scheme at RE stage 2010-11.

In the meanwhile, another agreement for agriculture cooperation between India & USA was signed, namely "Co-operation in Agriculture & Food Security". Since there has been no progress on these aspects, the proposed allocation of Rs.200 lakhs could not be accorded.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **NATIONAL HERBARIUM OF CULTIVATED PLANTS**

#### **(Recommendation Para No. 2.78)**

The Committee have noted discrepancies in the figures submitted to them in regard to the achievements of the National Herbarium of Cultivated Plants. At one place in the Outcome Budget 2012-13, it has been stated that 316 herbarium specimen were added to the Herbarium during 2010-11, taking the total holdings to 20300 plants. At another place while enumerating the achievements during Fiscal 2011-12, the total holdings have been shown as 20560. Asked to reconcile the difference in total specimens at the end of 2010-11 and the total during 2011-12 the Department have stated that while the former figure pertains to the total specimen as on 31 March, 2011 the latter pertains to total as on September, 2011. The Committee are, however, not satisfied with the reasons adduced by the Department. The clarification of the Department notwithstanding, the figures of the total specimens at the end of 2010-11 (20300) do not match with the total specimens during 2011-12 (20560) if the acquisitions during the latter period (321) are added to it. The Committee, therefore, recommend the Department to revisit the issue and furnish a factual note in the matter after due reconciliation.

### **REPLY OF THE GOVERNMENT**

It is submitted that "during the period September 2010 to August 2011 (2011-12 DARE Report), 260 herbarium specimens were added taking the total holdings to 20,560 specimens in the National Herbarium of Cultivated Plants (NHCP). However,



earlier the period reported was inadvertently from August 2010 to September 2011". Due care shall be taken in future.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

## **HORTICULTURE**

### **(Recommendation Para No. 3.32)**

The allocation to Horticulture Division has also suffered due to the overall reduction in the allocation of DARE/IARI. It was been allocated Rs. 240.00 crore against the proposed Outlay of Rs. 360.30 crore. The Department have tried to allay the apprehension of the Committee by stating that there shall be no effect on ongoing programmes due to less allocation in 2012-13 since new initiatives challenge and network programmes and platforms shall be taken up after the approval of SFC/EFC. The Committee are, however, not convinced since as per their own admission the Department are trying to get maximum possible SFC/EFC clearances in the first half of the ongoing Fiscal. This would mean additional requirement of funds during the second half of the Fiscal. The Committee, therefore, recommend the Department to revisit the requirements of Horticulture Division so that they are, apart from implementing ongoing Schemes of Eleventh Plan, also able to commence work on the new Schemes for which SFC/EFC approvals are obtained during the Fiscal.

### **REPLY OF THE GOVERNMENT**

Horticulture Division had projected requirement under plan for Rs.360.30 crores for the year 2012-13, but has been allotted Rs. 240.00 crores keeping in view of the allocation of the Council.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **(ii) Transfer of Technology**

#### **(Recommendation Para No. 3.34)**

As stated previously, transfer of technology has remained, an area of huge concern for years together now, as the technologies developed are not being transferred from lab to land in desirable numbers and at desirable pace. Thus the achievements of agricultural research are being frittered away to a large extent in the absence of adequate and timely transfer of technology. The Committee note from the Approach Paper to the Twelfth Plan that at last Planning Commission has realized the need for improving upon this aspect. The Commission have empahsised on the need for strengthening ATMA; integrating into ATMA, the problem solving capacities of KVKs and the feedback loops these offer to NARS.

In the Scheme of things envisaged by the Commission for the purpose, the KVKs would be required to come up as local knowledge resource centres with down the line advisory linkages with (i) block level formations (ii) farmer organizations (iii) agri-entrepreneurs. The Committee also note from the Approach Paper that Planning Commission is of the view that guidelines of RKVY be revisited so that ATMA and KVKs could bring better convergence at the district level and below between planning, research and extension. The Committee find a lot of merit in the instant proposals of Planning Commission. They, therefore, recommended their expeditious fructification, so that the Government takes further necessary action to implement these salutary measures, which have all portents of changing the face of the technology transfer mechanism, without any further loss of time.

### **REPLY OF THE GOVERNMENT**

A Joint Circular, signed by Secretary DAC and Secretary DARE, has been issued for Strengthening the convergence of activities of KVKs and ATMA. It has been found to be effective. In order to further streamline the integration of activities of KVKs and ATMA, the KVKs need to be strengthened in the following manner:

- Increase the number of Subject Matter Specialist to 10 (from the existing 6) in each KVK.
- Increase the office contingency amount to each KVK to about Rs.25 lakh per year.
- Improve the KVK infrastructure by expanding e-connectivity to all the KVKs.
- KVK Instructional Farm and Demonstration units need Integrated Farming System(IFS) models and Technology Cafeteria for show-casing technologies relevant to each District.
- The KVK also need Soil and Water Testing Laboratory, Micro-nutrient Analysis facility, Minimal Processing and Mini Seed Processing facilities to enhance their technical back up to ATMA in every district.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **AGRICULTURAL EDUCATION**

#### **(Recommendation Para No. 3.35)**

The Committee note that for Agricultural Education an Outlay of Rs. 583.00 crore has been approved against the proposal of Rs. 730.00 crore. In this case also the Department have in their micawberish vision assured the Committee that the ongoing activities would not be affected due to this more than 20% curtailment in the funds requirement for agricultural education. However, they have also admitted that it would mean exclusion of new activities like Centre

for Excellence, Engendering Education, Social Inclusiveness, Information Management and Forecasting, Student Development, Reforms in Governance, Instructional Farms, etc. During their various interactions with the Committee, the Department have been time and again pointing out the morass in which the agriculture education has been for last so many years. They have also been repeatedly pointing out to the Committee, as to how this mess in the Agricultural Education Sector has lead to a drastic shortage of talent in the Sector leading to severe shortage of scientific and technical manpower in the National Agricultural Research System. The Committee, therefore, find it incomprehensible as to how the Department, who are so highly sensitized to the present state of and the pressing requirements of Agricultural Education Sector, have chosen to curtail the funds allocation to this critical input for the entire Agricultural Sector. The Committee, therefore, desire the Department to have an urgent rethink over the allocations to the Agricultural Education Division so that all the planned new activities, as far feasible, are taken up for implementation during the current Fiscal in the larger interest of the Agricultural Sector.

#### **REPLY OF THE GOVERNMENT**

The concern of the committee is noted.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

#### **ECONOMICS, STATISTICS AND MANAGEMENT**

##### **(Recommendation Para No. 3.36)**

Amongst the various divisions of ICAR, the Economics, Statistics and Management Division has been worst sufferer due to the reduced allocations of funds to ICAR. Their proposal of Rs. 45.21 crore has been downsized to a paltry sum of Rs. 5.00 crore only. The Committee note that the various Institutes of this Division are engaged in research in several core areas including Climate change and adaptation, Optimal utilization of resources for increasing farm income without deterioration of environment and natural resources, Bio-informatics, Regional crops planning for improving resource utilization efficiency and sustainability, Strengthening of agricultural bio-informatics grid and Forewarning of pests and diseases in crops, to cite a few. How this almost 90 % curtailment in funds allocation would affect these research projects is nobody's guess. The Department would, therefore, be well advised to see that these Research Projects are not delayed for want of funds and the system would benefit from the outcome of these research projects in the coming days.

## **REPLY OF THE GOVERNMENT**

The concern of the Committee is noted.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **VACANCIES IN ICAR AND ITS INSTITUTES**

#### **(Recommendation Para No. 3.39)**

The Committee have been greatly concerned about the vacancies in scientific, technical and administrative cadres in ICAR and its constituents. From the latest information furnished by the Department on this vexed problem the Committee note that there are 1377 vacancies in the Scientific Cadre against the sanctioned 6470 posts. In the Technical Cadre the situation is equally bad with 1539 vacancies out of 6635 sanctioned posts. On the Administrative side also, out of total 4886 posts 724 are vacant. While the number of these vacancies are very perturbing, what is more worrisome is the fact that as per the admission of Secretary, DARE and DG, ICAR during the Oral Evidence before the Committee on 11 April, 2012 there is also a serious dearth of talent for direct entry level recruitment. The Committee are pained to know that this dearth of talent has already led to a situation where many of research stations and all-India Coordinated Projects are not provided with manpower of requisite quality. In the opinion of the Committee, this situation is a direct offshoot of the years and years of neglect of NARS in general and agricultural education in particular by the planners and the Government. With low priority being accorded to their requirements of men, material and money and an attitude of apathy towards agriculture sector due to an overwhelming preference for industry and services sector, the law of diminishing returns has set in. To undo this will indeed require a herculean effort from all concerned. Keeping the gravity of the situation in view the Committee recommend that the planners, the Government, DARE/ICAR and the SAUs should put their heads together at the soonest, so that both short and long term solutions to this problem are found and also put in place without any further loss of time.

## **REPLY OF THE GOVERNMENT**

1. The process of filling up vacancies in various cadres which are to be filled up centrally through the Agricultural Scientists' Recruitment Board (ASRB) has been accelerated and wherever vacancies are to be filled up as per delegated powers, instructions have been issued to get it filled up on top priority basis.

2. The process of filling up various vacancies in ICAR has been speeded up over the last 5 years, as the table below would reveal.

<b>Sl. No.</b>	<b>Period</b>	<b>Scientific</b>	<b>Admn.</b>	<b>Total</b>
1.	2002-03 to 2006-07	777	12	789
2.	2007-08 to 2011-12	2264	396	2660

3. During this financial year i.e. from 01.04.2012 to 30.06.2012 offers have been issued for 126 Scientific positions, 407 positions in the Administrative category comprising of Administrative / Finance Officer and Assistants. The process of filling up other lower positions in the administrative category has been initiated and shall be expedited.
4. Further, the recommendations concerning ARS Examination-2011 for filling up of 321 entry level positions in the Scientific category is expected in the near future. 351 positions are to be advertised for ARS-2012 Examination. Requisitions for another 356 Senior Scientific positions have been forwarded to the ASRB.
5. Regarding vacancies in the scientific cadre non-availability of qualified scientific personnel befitting the specified requirements in certain specializations has been a concern. However, this is being addressed to by resorting to broad-basing the essential and desirable requirements and introduction of the concept of flexi-disciplines which shall be tailor-made matching the specific requirements and needs of the respective individual projects.
6. Regarding the vacancies in SAUs, the Council has a very limited role, as these are State Government entities. On its part, however, Council has decided to conduct the NET Examination twice in a year so that the SAUs have adequately qualified and competent applicants for various teaching positions. Further, the issue of vacancies in the various SAU based Coordinating centres of AICRPs shall be taken up for discussions in the forthcoming Conference of Vice Chancellors / Deans for priority action.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **CHAPTER –III**

**OBSERVATIONS/ RECOMMENDATIONS IN RESPECT OF WHICH THE  
COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S  
REPLY**

**-NIL-**

## CHAPTER –IV

### **OBSERVATIONS /RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE**

#### **(Recommendation Para No. 1.4)**

The Committee are deeply concerned to note that the Minister of Agriculture is yet to make a Statement under Direction 73-A of Directions by Speaker, Lok Sabha in the context of Twenty-third Report of the Committee which was presented to the Parliament on 29 August, 2011. The Statement is to be mandatorily made within six months of the presentation of an Original Report to the Parliament. What is most perturbing, is that this repeated non-adherence to a Direction by Speaker, Lok Sabha has almost become a norm in spite of being adversely commented upon by the Committee in their Fourth and Twenty-third Reports. The Committee strongly deprecate this repeated failure of the Ministry to adhere to stipulations laid down in Direction 73-A. They also desire that the Statement in the context of the Twenty-third Report be made, without fail, during the second half of the ongoing Session itself.

#### **REPLY OF THE GOVERNMENT**

The Hon'ble AM made a Statement on 29<sup>th</sup> Report which contains Action Taken Report based on 23<sup>rd</sup> Report of PSCA as well as further Action Taken Report based on 29<sup>th</sup> Report on 8<sup>th</sup> May, 2012 in Lok Sabha and in Rajya Sabha on 11<sup>th</sup> May, 2012. Since 29<sup>th</sup> Report is a follow-up of 23<sup>rd</sup> Report the Statement under Direction 73A was laid down first to give **the updated and present status** to the PSCA. Later, the Agricultural Committee Branch of Lok Sabha Secretariat insisted that the Statement based on 23<sup>rd</sup> Report may be laid down in Parliament. Accordingly, the statement separately on 23<sup>rd</sup> Report was also prepared.

Further, as advised by Lok Sabha Secretariat to the Department, the Hon'ble Minister of Agriculture made the Statement in the context of 23<sup>rd</sup> Report of the Committee during the second-half of the Budget Session this year i.e. on 22<sup>nd</sup> May, 2012 in Lok Sabha and on 18<sup>th</sup> May 2012 in Rajya Sabha.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

## Comments of the Committee

For comments of the Committee please refer to Para No. 1.7 of Chapter – I of this Report.

### **OVERVIEW OF DEMANDS**

#### **(Recommendation Para No. 2.62)**

The Committee note that as per Demand No. 2 pertaining to Department of Agricultural Research and Education (DARE) a sum of Rs. 5392.00 crore has been allocated to the Department as BE 2012-13. Out of this a sum of Rs. 3220.00 crore has been allocated on the Plan side marking an increase of 12.65% over the RE figure of Rs. 2858.54 crore of the Fiscal gone by. This Plan allocation of Rs. 3220.00 crore is against the Department's proposal of Rs. 4719.68 crore. The Annual Plan Outlay of the Department is also to be seen in the context of the Total Outlay of Rs. 57887.00 crore plus proposed by the Department for the Twelfth Five Year Plan. The entire Plan Outlay is in the Revenue Section. On the Non-Plan side the Department have been allocated a sum of Rs. 2172.00 crore as BE 2012-13. This is merely 0.67% higher than the RE figure of last year of Rs. 2157.60 crore. The Committee note with a great sense of disappointment that the story of the yesteryears has been repeated by the Planners and the Government in the matter of allocation of funds to DARE during this year also. The compelling fact that DARE has to now venture far beyond the task of food security into the uncharted realms of global warming, climate change, etc., which will require capital intensive solutions, seems to have been given a go by by the Planners and the Government. Both of them have also singularly failed to understand that these being formative years of developing mitigating strategies and technologies for the emerging challenges, funds in requisite measures need to be infused into NARS on a top priority basis. Any dithering or delay would not only delay evolution of these strategies and development of technologies but would also be against long term national interest. The Committee, therefore, recommend that allocations to the Department in the ongoing Fiscal be enhanced substantially at the RE stage by when, hopefully EFC/SFC approvals alongwith the formalization of Twelfth Plan Outlay will be in bag. The Committee would also like to advise the Department that they should also rework their requirements for the present year, keeping in view the Schemes for which EFC/SFC approvals will be forthcoming in the next few months. The Committee strongly feel that the proposed Outlay of Rs. 4719.68 crore is not in consonance with the overall Outlay proposed by the Department for the Twelfth Plan viz. Rs. 57887.00 crore as it is not even 10% of the Outlay proposed by DARE for the Twelfth Five Year Plan. They, therefore, expect the Department to revisit their financial requirements for the ongoing Fiscal based on doable Schemes and submit justifiable fund requirements at the RE stage so as to ensure that the first year of Twelfth Plan is positively different from the first year of the Eleventh Plan in so far as achievements are concerned.



## REPLY OF THE GOVERNMENT

Draft SFC/EFC documents are under preparation, so that they can immediately be submitted for approval as soon as the allocations are firmed up.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

## Comments of the Committee

For comments of the Committee please refer to Para No. 1.10 of Chapter – I of this Report.

### (ii) Schemes in the Twelfth Plan

#### (Recommendation Para No. 2.70)

The Committee note that DARE/ICAR have proposed 80 Schemes for implementation during the Twelfth Plan. While 76 of them are of continuing nature, four are new proposals. In addition, the National Initiative on Climate Resilient Agriculture which was announced by the Finance Minister in the Budget of 2010-11 for a period of two years will also be carried on. The Committee further note that Abiotic Stress Management, Agri-Biodiversity management, Genomics, Seed (Planting material, propagules, semen), Hybrids, Conservation Agriculture, Water, Waste (Agro-waste, Municipal waste, Residues), Health Foods, Feed & Fodder, Fibre, Bio-fortification, Precision Farming, Farm mechanization, Energy, Nanotechnology, Agri-Incubators, Socio-economic dimensions etc. are the major areas to be attended to by the DARE/ICAR during the Twelfth Plan. With their focus on these emerging issues, DARE/ICAR have weeded out and reoriented some of the Schemes/Programmes of the Eleventh Plan. The Committee are, however, apprehensive that with the present uncertainty about the timely availability, as also the quantum of financial resources, the Department's good intentions of implementing such a huge basket of Schemes will face a lot many glitches and problems. The Committee, therefore, feel that it would be in the interest of the Department to work out *inter-se* prioritization of their Schemes, so that the pace of implementation continues unhindered.

## REPLY OF THE GOVERNMENT

Noted, the inter-se prioritization will be worked out.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

## Comments of the Committee

For comments of the Committee please refer to Para No. 1.25 of Chapter – I of this Report.

### (iii) Administrative Approvals/Clearances

(Recommendation Para No. 2.71)

The delay in communication of the Twelfth Plan Outlay will have a chain-reaction and also delay the subsequent processes like EFC/SFC approvals of various Schemes. Going by the submission of the Planning Commission that NDC may consider the Twelfth Plan Document in June/July this year, the Committee had sought the views of the Department regarding the likely dates of EFC/SFC approvals, thereafter, in a likely scenario of Plan Outlay approval reaching them in October/November, this year. The Committee are perturbed to know that since EFC and other approvals can take between 6 to 18 months, on the average about one year, it would be October/November, 2013 by when most of the approvals would be obtained. Consequently, items that require upto three to three and a half years will be finished within the Twelfth Plan period while those requiring more time will spill over the Thirteenth Plan. The scenario, as such, is reminiscent of what happened during the Eleventh Plan. The Committee are of the considered opinion that like the planning mechanism and the planning process, the system of administrative approvals/clearances also needs to be urgently revisited so as to make it quick and compact. The present system of approvals taking anything between 6 to 18 months is not at all in consonance of the dynamics of the developmental process of today. The Committee, therefore, recommend the Department to take initiative on this crucial issue at the highest level in the Government with a view to simplify and shorten this prolonged procedure. The Committee will appreciate a quick feedback in the matter.

### REPLY OF THE GOVERNMENT

As stated earlier, draft SFC/EFC documents are under preparation so that they can immediately be submitted for approval as soon as the allocations are firmed up. Like other Departments DARE/ ICAR are, however also required to follow the guidelines issued by Department of Expenditure Vide OM No. 1(3)/PF-II/2011 dated 14<sup>th</sup> December, 2011 and 23<sup>rd</sup> April, 2012 for each of the 76 SFC/EFCs required.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

## **Comments of the Committee**

For comments of the Committee please refer to Para No. 1.28 of Chapter – I of this Report.

### **CUT OFF DATE FOR DATA**

#### **(Recommendation Para No. 2.76)**

Like the variations in the units, in which the figures are quoted by the Department in various documents furnished to the Committee, the cut-off dates of different data also vary. In most of the cases data as on 31 December, 2011 has been furnished while in others, data as on 29 February, 2012 has been furnished to the Committee. Due to this cut-off mismatch, evaluation and comparison become a casualty. In a different context, the Committee have been given to understand by the Department of Agriculture and Cooperation, that the Ministry of Finance guidelines for preparation of Outcome Budget 2012-13 required the information on physical performance of the Schemes be furnished upto 31 December, 2011 in the context of Fiscal 2011-12. The Committee are of the firm opinion that this cut-off is not in consonance with the existing data generation, feedback, monitoring and reporting systems. They, therefore, desire that the data cut-off date for information being submitted to the Committee for and in connection with the examination of Demands for Grants should be February end. This will not only facilitate maximal evaluation of the physical and financial performance of the Department in the year gone by but will also be a step towards real time reporting of the these matters to the Parliament, which the Committee are, very confident, is achievable in near future with the help of the present IT enabled data generation, monitoring, reporting and feedback systems. Furthermore, submission of data as on end-February for the next Demands for Grants would also be a test of the efficacy of the Accrual Accounting System and ERP package that has been put in place by ICAR to streamline and strengthen its financial management.

#### **REPLY OF THE GOVERNMENT**

The Ministry of Finance guidelines for preparation of Outcome Budget 2012-13 required the information on physical performance of the Schemes to be furnished upto 31 December. The Detailed Demand for Grants, Annual Report, Annual Plan, Scrutiny of Demand for Grants etc, are sent alongwith the Outcome Budget. All these documents are to be submitted to the Parliament prior to 15<sup>th</sup> February. The matter of changing the cut off date, as February end can be taken up with the Ministry of Finance, if Committee so directs.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

## Comments of the Committee

For comments of the Committee please refer to Para No. 1.31 of Chapter – I of this Report.

### **CROP SCIENCE**

#### **(Recommendation Para No. 3.31)**

The Committee note that due to the scaling down of the Outlay of ICAR from the proposed Rs. 4719.68 crore to Rs. 3220.00 crore for Annual Plan 2012-13 has resulted in down-sizing of the allocations of various divisions of the Council. For instance the Crop Science Division allocation has been reduced from Rs. 670.70 crore to Rs. 460.00 crore. This has resulted in several Schemes of the Crop Science Division Institutes being drastically down-sized. The financial proposals in respect of National Bureau of Plan Genetics Resources (NBPGR), Directorate of Seed Research (DSR) and Central Institute of Cotton Research (CICR) have been reduced by almost 80%, 71% and 48% respectively. On the other hand, proposals of IARI, New Delhi and Indian Grass and Fodder Research Institute (IGFRI), which are also in the same Division, have been hiked by almost 78% and 71% respectively. The Department have justified the reduction in the allocations to NBPGR, DSR and CICR on the grounds that the overall reduction in the allocations to Crop Science Division has resulted in down-sizing to allocation of these funds. They have also justified the present reduced allocations of these three Institutes on the grounds that these allocations are still significantly higher than the RE allocations to these Institutes during the Fiscal gone by. As regards the hike in allocations of IARI and IGFRI, these have been justified in the light of the importance of these Institutes, priority and need of the Schemes, etc., etc. The Committee, cannot, but take the justifications extended by the Department with a pinch of salt. The proposals for funds of the three Institutes who have been subsequently allocated far less allocations would have been approved by DARE/ICAR before consolidated proposal of Rs. 4719.68 crore was made by them to the Planning Commission. Likewise, the proposals of IARI and IGFRI in their original form would also have had the concurrence/approval of DARE/ICAR. Here, the case of IARI deserves specific mention. Their original proposal sought a sum of Rs. 47.30 crore. This has been enhanced to Rs. 68.38 crore in the Budget Estimate showing an increase of more than 78%. How the Institute would be able to absorb this additional allocation is a matter to ponder about. The Committee have a growing feeling that the reduction in allocation of certain Institutes on the plea of reduction in over all allocation and simultaneously substantial enhancement in case of two other Institutes in the same Division, indicates a degree of ad-hocism in the financial management. The Committee, therefore,

desire that rather than waiting till the RE stage, DARE/ICAR should seriously reconsider the original proposals of all the five Institutes and consider a just re-appropriation of funds within the Division so that priority research areas do not suffer in any of these Institutes.

### **REPLY OF THE GOVERNMENT**

As advised by the committee, re-appropriations of funds within the Division will be made after assessing that the priority research areas do not suffer in any of these institutes.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education

### **Comments of the Committee**

For comments of the Committee please refer to Para No. 1.34 of Chapter – I of this Report.

### **AGRICULTURE EXTENSION**

#### **(Recommendation Para No. 3.33)**

##### **(i) Allocation**

Against the proposed allocation of Rs. 755.00 crore the share of Agriculture Extension Division has been reduced to Rs. 507.00 crore in the changed scenario. The worst affected being KVK Scheme whose allocation has been reduced to Rs. 491.67 from originally proposed Rs. 734.61 crore. By their own admission, this drastic curtailment is going to affect infrastructure development during the current Financial Year. The agriculture extension services are the most important interface of the Department/Council with the biggest stakeholder in the agriculture sector namely the farmer. It is also common knowledge that the extension services are already beset with several shortcomings. In fact, technology transfer has been one of the weakest links in agricultural research. In such a scenario, why have the Department chosen to wield their axe on the allocations of agriculture extension is beyond comprehension and also a pointer towards their casual approach towards extension services. The Committee, therefore, strongly recommend the Department to restore the allocation to Agriculture Extension Division as per their requirements for the Fiscal through permissible re-appropriation. The funds shortage arising out of such an enhancement may be compensated from the funds accruing to Schemes of DARE/ICAR through the route of RKVY.

## REPLY OF THE GOVERNMENT

Noted. The Department of Agriculture and Cooperation will be consulted on whether RKVY funds are available for ICAR to the extent required, and which activities of ICAR can they be used for.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### Comments of the Committee

For comments of the Committee please refer to Para No. 1.37 of Chapter – I of this Report.

## AGRICULTURAL ENGINEERING

### (Recommendation Para No. 3.37)

A sum of Rs. 78.00 crore has been allocated under Major Head Agricultural Engineering for the year 2012-13. The amount proposed was Rs. 117.08 crore. This curtailment has resulted in the budgetary allocations of Central Institute on Post Harvest Engineering and Technology and India Institute of National Resins and Gums being reduced by more than 33%. The Department have extended their oft repeated reply, about ongoing Schemes not being affected due to funds curtailment, in the case of these two Institutes also. The fact, however, remains that the Committee had visited IINRG, Ranchi during February this year. They had found that the Institute had several ambitious research projects and schemes in the pipeline for the Twelfth Plan. The Department drawing solace from the fact that funds requirement of the Institute this year have been matched with the RE of last year is, therefore, highly misplaced. The funds requirement of any organization should be assessed on its projection of cogent and workable proposals which are of utility for the developmental process. Merely equating these requirements with RE figures of previous year can never do justice with the genuine requirements of the organization and could lead to sub-optimal utilization of its capacity and capabilities. The Committee are sure, that given an opportunity CIPHET would also have strived for greater achievements had these funds requirement been met in toto. If not now, the Committee expect the Department to do justice with these two Institutes at the RE stage of the ongoing Fiscal.

## REPLY OF THE GOVERNMENT

It is pertinent to mention that there is a substantial increase in BE 2012-13 as compared to RE of Rs. 247.10 lakhs for 2011-12 in case of IINRG, Ranchi. There is

also a nominal increase in BE 2012-13 against the RE 2011-12 in case of CIPHET, Ludhiana. The concern of the Committee is noted.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **Comments of the Committee**

For comments of the Committee please refer to Para No. 1.40 of Chapter – I of this Report.

## **CHAPTER-V**

### **OBSERVATIONS/ RECOMMENDATIONS IN RESPECT OF WHICH THE FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED**

#### **ELEVENTH PLAN ANALYSIS**

##### **(Recommendation Para No. 2.64)**

The Committee note with satisfaction that the Department have been able to achieve, by and large, the targets envisaged for the Eleventh Plan. However, they are concerned to observe that in spite of the Department prioritizing procurements and programmes, few infrastructure projects could not be completed and a few equipment could not be purchased. Apart from this, development of new cultivars and production technologies also got slowed down, in so far as time lines are concerned. Though the Department could not provide the Committee the exact magnitude of cost and time overruns due to these slippages, it is a foregone conclusion that apart from loosing in time there would definitely be cost-escalation in all such cases in future. The Committee, therefore, desire that, as assured by DARE, all these pending Schemes and works be carried out with utmost promptitude during the first year of the Twelfth Plan itself.

#### **REPLY OF THE GOVERNMENT**

The Council has already issued instructions to all the Institutes that during the current financial year, priority is to be given to the completion of spillover Works & Equipments of the previous Plan period and meet the ongoing committed expenditure, pending EFC/SFC's approvals/ sanctions.

[*Vide* Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

#### **Comments of the Committee**

For comments of the Committee please refer to Para No. 1.13 of Chapter – I of this Report.

#### **RESULT FRAMEWORK DOCUMENT (RFD)**

##### **(Recommendation Para No. 2.65)**

The Committee observe that with a view to monitor the performance of various Departments the Cabinet Secretariat has evolved a mechanism viz. Result Framework Document (RFD). The Committee are happy to note that based on their performance against the commitments made by them in RFD for the year



**2009-10 DARE have secured a composite score of 95%. What is even more commendable is the fact that this overall score of DARE was higher than the average composite score of 89.4% for all the 59 Departments that were evaluated under Phase I of RFD policy. While appreciating the achievement of the Department, the Committee would also like to point out to them that the while communicating the outcome of RFD to them the Cabinet Secretariat has also sought action on two issues from the Department. One, the process of strategy formulation of the Department is truly participative and thoughtful and two Sevottam Compliant Citizen's Charter and Grievance Redressal Mechanism. The Committee expect the Department to continue their good work on this front as well so that these two stipulations of Cabinet Secretariat are met at the earliest and in right earnest. They would also like to be apprised of the achievements of the Department and also their evaluation by the Cabinet Secretariat on these two issues.**

### **REPLY OF THE GOVERNMENT**

The achievements of the Department in terms of total composite score of RFD of DARE for the years 2010-11 and 2011-2012 were 99% and 96.69% respectively. The Performance Evaluation Report of the Department of Agricultural Research and Education for the year 2010-11 and 2011-2012 is enclosed as Annexures I and II respectively. The Strategic Plan and the Sevottam compliant Citizen's Charter & Grievance Redress Mechanism of the Department was submitted to the PMD, Cabinet Secretariat. Subsequently, these documents were revised as per suggestions of the Ad-hoc Task Force (ATF) of the PMD and resubmitted. The Committee will be apprised of the evaluation as and when communicated by the Cabinet Secretariat.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **Comments of the Committee**

For comments of the Committee please refer to Para No. 1.16 of Chapter – I of this Report.

### **UNSPENT BALANCES**

#### **(Recommendation Para No. 2.68)**

The Committee are concerned to note that the Department have surrendered unspent balances to the Government of India in each of the year of the Eleventh Five Year Plan. These unspent balances amount to a hefty Rs. 548.00 odd crore at the end of the Eleventh Plan. While sums of Rs. 190.21 crore in the First Year of the Plan and Rs. 101.20 crore in the second year are understandable, as the Department did not have timely clearances/approvals for

various Schemes, the unspent balance of Rs. 167.50 crore in the Final Year of the Plan is inexplicable and this appears to be due to inept handling of finances by the Department. The Committee further note that with a view to streamlining their accounting system the Department have strengthened their internal control. Accordingly, now their internal audit would be carried out by professional bodies. For this purpose, the job of internal audit which was, hitherto, being done by the inspection team of ICAR Headquarters, is being outsourced through professional bodies such as Institute of Public Auditors of India and C&AG empanelled chartered accountant firms. Apart from this measure, ICAR has adopted Accrual System of Accounting which captures all receipts and payments on real-time basis. It is also putting in place a Centralised Financial Management Enterprise Resource Package (ERP) to integrate the financial processes of ICAR Headquarters and its constituent units. Once in place, this mechanism would ensure consistent monitoring of financial activities viz. budgetary control, actual achievements, shortfalls with reference to targets, accounting, etc. and provide accurate and real-time data for the purpose of decision making by the management as well as the end users. The Committee feel that this laudable initiative of ICAR to improve its accounting system has not come a day soon. Delays in accounting, lack of timely feedback and inputs have been the bane of the accounting system in vogue in the Government and its agencies for decades together now. If successfully implemented the initiative of ICAR has all the potential to change the accounting system in vogue into an accurate and real-time system which not only facilitates better control by management but will also usher the much needed transparency for the benefit of the end users. The Committee, therefore, strongly recommend ICAR to put in place the Accrual Accounting System alongwith ERP package without any further loss of time so that its implementation commences from this very Financial year. Keeping in view the immense possibilities offered by the system adopted by ICAR, the Committee would like the Ministry of Finance and the Ministry of Statistics and Programme Implementation to evaluate this system thoroughly with a view to implement it in other Ministries/Departments/Agencies as well. For this purpose, the Committee would like DARE to forward a detailed note on the accounting system and ERP package being implemented by ICAR to both these Ministries alongwith the Recommendation of the Committee. The results of the evaluation may also be furnished by DARE to the Committee for their information.

#### **REPLY OF THE GOVERNMENT**

ICAR has adopted Accrual Accounting system since 2002-03. Hence, a need was felt to have a financial and accounting system which could not only meet the present day accounting requirements but also help the day-to-day monitoring both in terms of quantitative and qualitative aspects from operational as well as management point of view. Accordingly, a Financial Management Software (ERP Package System) has been selected and is being developed through M/s IBM which would be rolled out across the ICAR system.

Thus, a web-based Financial Management System/Management Information System (FMS/MIS) having broader coverage of the ICAR's Financial/administrative aspects is under way. The FMS/ MIS will be developed on a universally tested software platform like Oracle Financials. The system will enable to retain a full set of accounting data in standard accounting format.

The system envisages the integration of an accrual accounting system with the Pay Roll Package, Inventory Management, Research Project Management and Personal Information System etc. so that package broadly can be termed as the FMS/MIS of the ICAR. A sound and updated information should serve as a base for the effective managerial control and timely decision making. The FMS/ MIS is expected to enable a meaningful extrapolation, forecasting and projections. The objectives of the FMS/MIS as a tool will be to:

8. Manage finances, budgets, and inventory management of ICAR as a whole.
9. Take care of Human Resource System along with Pay Roll.
10. Provide consistent monitoring of financial activities viz., Budgetary Control, actual achievements, shortfall with reference to targets, accounting etc.
11. Provide real time data for the purpose of precise decision making by the management as well as to the end users.
12. Track the expenditure progress of ICAR on real time basis.
13. Capture the complete project cycle from the beginning, i.e. project/ sub-project submission, approval process, sanction and funding, and also track their respective expenditure.
14. Provide all necessary MIS reports.

The FMS/MIS software would be implemented in a phased manner. In Phase-1 (Part 1), it is proposed to be implemented in 6 large constituent units of ICAR within 9 months of kick-off of the FMS/MIS software development , i.e. March 2012. In Phase-1 (Part 2), it is proposed to be extended to 14 other institutes during subsequent 6 months' period. The remaining units are proposed to be covered in a 12 months' period in Phase-2 which is subsequent to completion of Phase-1.

The FMS-MIS implementation plan finally will result in capacity building and enhancement of managerial skill for finance, administrative and other officials. The ultimate aim of the entire effort is to achieve a complete robust solution through this FMS to cater the overall needs of Accounting, Financial and Administration disciplines. Once the software is developed and rolled out, it will be mandatory for all the ICAR units to adopt the system and report through it for which adequate training will be provided. This centralized software will have multiple user system and will be user-friendly. The operational manual will also be developed for FMS/MIS, covering all the screen shots, formats, reports, etc. for usage of the software by the end user.

It is pertinent to mention here that the software development and implementation is going to take place in phases. Accordingly, its overall impact/test of efficiency and effectiveness in streamlining and strengthening the management and accounting

system including availability of real time data, can be assessed only after complete implementation.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **Comments of the Committee**

For comments of the Committee please refer to Para No. 1.22 of Chapter – I of this Report.

### **ANIMAL SCIENCE**

#### **(Recommendation Para No.3.38)**

Major Head Animal Science has been allocated a sum of Rs. 250.00 crore as BE 2012-13. This is 13% or so less than the proposed amount of Rs. 287.64 crore. DARE have informed the Committee that since the BE amount of Rs. 250.00 compares favourably with the RE 2011-12 of Rs. 201.53 crore, there will be no effect on the programmes of various Animal Science Institutes. They have, however, in the same breath admitted that due to BE being lesser than the proposed amount, semen sexing and goat genome mapping programmes will be undertaken during coming years. The dichotomy in the response of the Department speaks volumes about how the reduced allocation has played havoc with the well laid down plans of DARE/ICAR in the first year of the Twelfth Plan. The Committee, therefore, recommend that the Ministry of Finance should take suitable corrective action at the RE stage to enable the Department to undertake two of their ambitious projects viz semen sexing and goat genome mapping in this very year itself.

### **REPLY OF THE GOVERNMENT**

Noted for compliance. The recommendation of the Committee will be taken up with the Ministry of Finance at the RE stage.

[Vide Ministry of Agriculture O.M. No. 7(6)/2012, dated 23<sup>rd</sup> July, 2012, Department of Agricultural Research and Education]

### **Comments of the Committee**

For comments of the Committee please refer to Para No. 1.43 of Chapter – I of this Report.

**NEW DELHI;**  
**19 December, 2012**  
**28 Agrahayana, 1934 (Saka)**

**BASUDEB ACHARIA**  
**Chairman,**  
**Committee on Agriculture.**

**COMMITTEE ON AGRICULTURE**

**(2012-13)**

**MINUTES OF THE TENTH SITTING OF THE COMMITTEE**

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The Committee sat on Wednesday, the 19 December, 2012 from 1000 hours to 1030 hours in Committee Room 'B' (G/F), Parliament House Annexe, New Delhi.

**PRESENT**

Shri Basudeb Acharia - Chairman

**MEMBERS**

**LOKSABHA**

2. Shri Narayansingh Amlabe
3. Shri Sanjay Singh Chauhan
4. Smt. Paramjit Kaur Gulshan
5. Shri Premdas Katheria
6. Shri P. Kumar
7. Sardar Sukhdev Singh Libra
8. Dr. Jyoti Mirdha
9. Shri Devji M. Patel
10. Smt. Bhavana Gawali (Patil)
11. Shri Rajaiah Siricilla
12. Shri Hukmadeo Narayan Yadav

**RAJYA SABHA**

13. Shri Satyavrat Chaturvedi
14. Shri Parshottam Khodabhai Rupala
15. Shri Rajpal Singh Saini
16. Shri Shivanand Tiwari
17. Shri S. Thangavelu

