

**THIRTIETH REPORT**  
**PUBLIC ACCOUNTS COMMITTEE**  
**(1980-81)**

**(SEVENTH LOK SABHA)**

**INDIAN COUNCIL OF AGRICULTURAL RESEARCH**

**MINISTRY OF AGRICULTURE**

**[Action taken on 134th Report (Sixth Lok Sabha)]**



*Presented in Lok Sabha on*  
*Laid in Rajya Sabha on*

**LOK SABHA SECRETARIAT**  
**NEW DELHI**

*November, 1980/Kartika, 1902 (S)*

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PUBLIC ACCOUNTS COMMITTEE (SEVENTH  
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**PUBLIC ACCOUNTS COMMITTEE**  
(1980-81)

Shri Chandrajit Yadav—*Chairman*

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3. Shri Subhash Chandra Bose Alluri
4. Shri Tridib Chaudhuri
5. Shri K. P. Singh Deo
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1. Shri H. G. Paranjpe—*Joint Secretary.*
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## INTRODUCTION

I, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf this Thirtieth Report on action taken by Government on the recommendations of the Public Accounts Committee contained in their Hundred and Thirty-Fourth Report (Sixth Lok Sabha) on the Indian Council of Agricultural Research relating to the Ministry of Agriculture. The 134th Report dealt with selected aspects namely, Activities of the Council, Receipts and Expenditure, Outstanding Advances and Recoveries, Outstanding Utilisation Certificates etc., as pointed out in the Audit Reports on the Accounts of the Indian Council of Agricultural Research for the years 1973-74, 1974-75 and 1975-76. In this Action Taken Report, the Committee while commenting on utilisation of Agricultural Produce Cess Fund for the construction of office building etc., have emphasised that the Council should be strengthened and effective steps be taken to take up more research projects, particularly in the under-developed and neglected regions.

2. On 20 August, 1980, the following 'Action Taken Sub-Committee' was appointed to scrutinise the replies received from Government in pursuance of the recommendations made by the P.A.C. in their earlier Reports:

1. Shri Chandrajit Yadav—Chairman.

### MEMBERS

2. Shri K. P. Unnikrishnan
3. Shri K. P. Singh Deo
4. Shri V. N. Gadgil
5. Shri Satish Agarwal
6. Shri N. K. P. Salve.

3. The Action Taken Sub-Committee of the Public Accounts Committee (1980-81) considered and adopted the Report at their sitting held on 19 September, 1980. The Report was finally adopted by the Public Accounts Committee (1980-81) on 17 October, 1980.

4. For reference facility and convenience, the recommendations and observations of the Committee have been printed in thick type in the body of the Report, and have also been reproduced in a consolidated form in the Appendix to the Report.

5. The Committee place on record their appreciation of the assistance rendered to them in this matter by the office of the Comptroller and Auditor General of India.

CHANDRAJIT YADAV,  
*Chairman,*  
*Public Accounts Committee.*

NEW DELHI;  
November 13, 1980.  
Kartika 22, 1902 (S).

## **CHAPTER I**

### **REPORT**

1.1. This Report of the Committee deals with the action taken by Government on the Committee's recommendations and observations contained in their Hundred and Thirty-Fourth Report (Sixth Lok Sabha) on the Indian Council of Agricultural Research commented upon in Audit Reports on the Accounts of the Indian Council of Agricultural Research for the years 1973-74, 1974-75 and 1975-76.

1.2. The Committee's Hundred and Thirty-Fourth Report was presented to the Lok Sabha on 30 April, 1979 and contained 21 recommendations and observations. Action Taken Notes in respect of all the recommendations and observations have been received from Government and these have been broadly categorised as follows:

- (i) Recommendations or observations that have been accepted by Government:

Sl. Nos. 1, 3, 4, 5, 8, 10, 11, 15, 18, 19, 20 and 21.

- (ii) Recommendations or observations which the Committee do not desire to pursue in the light of the replies received from Government:

Sl. Nos. 7, 12, 16 and 17.

- (iii) Recommendations or observations replies to which have not been accepted by the Committee and which require reiteration:

Sl. No. 9.

- (iv) Recommendations or observations in respect of which Government have furnished interim replies:

Sl. Nos. 2, 6, 13 and 14.

1.3. The Committee deprecate the delay in sending final replies to their recommendations in few cases. The Committee desire that

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Sl. Nos. 8—11, 16 and 17 not vetted by Audit.



final replies in regard to those recommendations to which only interim replies have been furnished should be submitted to them expeditiously after getting them vetted by Audit.

1.4. The Committee will now deal with the action taken by Government on one of the recommendations.

*Utilisation of A. P. Cess Fund (Paragraph 3.30 Sl. No. 9).*

1.5. Commenting on the utilisation of the Agricultural Produce Cess Fund on the construction of office buildings, hostel and staff quarters for the Headquarter staff of the Indian Council of Agricultural Research, the Committee in paragraph 3.30 of the Report had observed as follows:

“Whereas on the one hand there was failure on the part of the Council to formulate proposals for utilisation of the Cess Fund to secure the objectives of the Fund, a sizeable part of the accumulated fund was sought to be spent on construction of office buildings, hostel and staff quarters for the Headquarter staff of the ICAR and to enable such expenditure being made from Cess Fund, the guidelines for expenditure from the Cess Fund were modified. The Committee are averse to an expenditure of Rs. 2.25 crores being made from the Cess Fund for the construction of office buildings, hostel and staff quarters. For expenditure on office buildings, hostel and staff quarters for the Headquarters establishment of the ICAR, the Council should more appropriately have approached the Central Government for a special grant with full justification therefor and the projects should have been taken in hand only after the schemes were vetted and approved by Government. The Committee desire that even now the proposals in regard to the project may be sent to the Government for sanction and a special grant asked for to meet the expenditure thereon. The Cess Fund should be kept for utilisation wholly on schemes for research in accordance with the objective laid down in the Agricultural Produce Cess Act, 1940.”

1.6. In their Action Taken Note dated 18 December, 1979, the Ministry of Agriculture and Irrigation (Department of Agricultural Research and Education) have stated:

“The A. P. Cess Act 1940 was enacted to make better financial provision for carrying out by the ICAR of the objects for which it is established as set forth in the Memorandum

of Association of the Council. One of the objects included in the Memorandum of Association of ICAR is 'to construct or alter any building which may be necessary for this society'. Thus there is no absolute prohibition on utilisation of Cess Funds for essential construction works necessary in the furtherance of research. Although, the Council had in the past restricted the investment of Cess Fund only to items directly related to the research programme in the instant case of construction programmes sanctioned at a cost of Rs. 2.25 crores for the purposes of office buildings, hostel and staff quarters for the Headquarters establishments of the ICAR, the Council had to make a deviation from past practice as the expenditure could not be accommodated within the normal budget of the ICAR due to serious financial constraints both under plan or non-plan. Since the Headquarters units of the ICAR is a servicing unit for the research activities, and there has been considerable expansion during the past 10 years, it was considered absolutely essential to go in for construction of additional office buildings including a hostel and some staff quarters. It was for meeting this specific and urgent/immediate needs that sanction from cess funds for the construction in question was given with the concurrence of Finance. Nevertheless, in the light of the observations of Public Accounts Committee and need for giving a higher priority to direct research needs, the Council would ensure that Cess Funds are not normally used for construction works. For this reason, it does not seem necessary to reopen the past cases and to approach the Government for additional grant to meet the expenditure of works costing Rs. 2.25 crores as already approved for being taken up through cess grant."

**1.7. The Committee note the assurance given by the Government that "the Council would ensure that Cess Funds are not normally used for construction works". In this connection, they would like to stress that the organisation of the Council should be strengthened and effective steps be taken to take up more research projects, particularly in the under-developed and neglected regions. The Committee also recommend that the Governing Body of the Council should frame guidelines for proper utilisation of the Cess Fund.**

## **CHAPTER II**

### **RECOMMENDATIONS OR OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT**

#### **Recommendation**

The Committee find that the scientific panels appointed by the Indian Council of Agricultural Research are carrying a heavy burden in as much as they scrutinise the proposals for research, progress the schemes in operation and evaluate the results of the projects which are concluded. They, however, note that the meetings of these scientific panels have been very few and far between. The total number of meetings held by 22 scientific panel operating during 1974-75 was 18 while during 1975-76, 17 scientific panels held a total of 29 meetings. The Committee are unable to appreciate as to how it could be possible for the scientific panels to discharge their heavy responsibilities effectively with the few meetings that were held during the year. The Committee fear that in such a situation the meetings of the scientific panels could become more or less a formality throwing the burden of assessment of the merits of the schemes, and their progressing and evaluation largely on lesser functionaries in the Secretariat of the Indian Council of Agricultural Research. The Committee would like the Ministry to pay special attention to this aspect of the functioning of the scientific panels and bring about improvements in their functioning so as to ensure for the scientific panels a more direct and effective role in regard to the research schemes falling within their specialised jurisdiction.

[S. No. 1 (Para No. 2.21) of Appendix II to 134th Report  
(Sixth Lok Sabha)].

#### **Action Taken**

Recommendations of the Public Accounts Committee have been noted. All the Member-Secretaries of the scientific panels of the Indian Council of Agricultural Research have been requested that at least 2 meetings of the panels may be held annually, depending upon the necessity, based on the quantum of business to be transacted. It is felt that it would improve the functioning of the panels. By holding more meetings, the panels would be in a better position

to assess the merits of the schemes and also monitor the progress of the schemes more effectively. It is expected that during the current year the meetings of the scientific panels would be more regular. A copy of the latest circular issued in this connection to all the Chairmen and Member-Secretaries of the scientific panels is enclosed (Annexure I).

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-edn. (A&A)  
[ dated 10-3-1980].

### **Recommendation**

The Committee note that out of 254 *ad hoc* research schemes in operation during the period 1973-74 to 1977-78, as many as 68 were in operation for a period of 5 years or more. The Committee would like to know whether the Council had, while taking up schemes, stipulated the time frame for its completion and it had been adhered to in all cases.

The Committee would also urge that wherever any scheme gets delayed, the Council should fully satisfy itself as to the validity of the grounds for such delay and whenever any delay is found to be unjustifiable, prompt steps should be taken to rectify the situation.

The Committee would also suggest that in cases of all such schemes there should be invariably one or more mid-term appraisals in order to ensure that no scheme is allowed to be unduly prolonged.

[S. No. 3 (Para No. 2.23) of Appendix II to 134th Report  
(Sixth Lok Sabha)].

### **Action Taken**

The recommendation of the Public Accounts Committee have been noted. In accordance with the present guidelines for the formulation, processing scrutiny sanction and implementation of research schemes, all the *ad-hoc* schemes are initially sanctioned by the Council for a period of three years. In some cases where the schemes can not be completed within the stipulated period, extension is sanctioned for a period not exceeding 2 more years by the Government Body after the scientific panels thoroughly scrutinised the extension proposals from the technical point of view and the Standing Finance Committee have examined the financial aspect. In some cases, however, where the scheme cannot be completed within the extended period due to some technical reasons,

extension proposals beyond 5 years are considered and after they have been scrutinised further for a specific period. It will thus be observed that time frame is stipulated in all cases whenever an *ad-hoc* schemes is sanctioned and extension is approved only when absolutely necessary.

These recommendations have been circulated on 16th August, 1979 (Annexure I) to all the Chairmen and Member-Secretaries of the Scientific panels for keeping in view while scrutinising research schemes.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O. M. No. 13-7/79-edn. (A&A) dated 10-3-1980].

### **Recommendation**

The Committee need hardly emphasise that all agricultural research is ultimately for the use of the farmers in the field. The research projects undertaken by the ICAR, should either be directly connected with the problems and difficulties at the field level or should pertain to certain closely allied questions which eventually help in solving the problems at the said level. The Committee, however, find from the methodology described for selection of research projects that the subjects for research or study are mooted by the scientists and teachers in the various universities and institutions and these are also approved by bodies wholly composed of scientists and teachers. Under this system, there is the danger of at least some part of the research effort getting removed from the problems faced by the farmers in the field unless the ICAR specially ensures that the effort does pertain to the problems at the field level. In this connection, the Committee suggest that in order to bring research closer to the farmer in the field, some way should be found to associate representatives of farming community at the time of selection of research projects and also while assessing the results of research.

[S. No. 4 (Para No. 2.24) of Appendix II to 134th Report (Sixth Lok Sabha)]

### **Action Taken**

The research schemes, which are recommended after scrutiny by the Scientific Panels, are referred to Standing Finance Committee and Governing Body of the Council for final approval. Progressive farmers are represented on these two bodies as members. However, representatives of farming community would be co-opted in

the Scientific Panels, if no such representative is already there. The recommendations of the Public Accounts Committee have been brought to the notice of all the Chairman and Member Secretaries of the Scientific Panels of the Indian Council of Agricultural Research on 16th August 1979 (Annexure I).

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A & A) dated 18-12-1979]

### **Recommendation**

The Committee note that there was a substantial variation between the amounts allocated, paid and actually spent during 1974-75 and 1975-76 (a) by the universities for development purposes, (b) on the All India Coordinated projects; and (c) for the *ad hoc* research projects. During 1975-76, Rs. 5.44 crores were spent by the universities against Rs. 7.38 crores paid to them. In the same year Rs. 4.06 crores were spent on the All India Coordinated Projects against Rs. 5.11 crores made available to them and Rs. 62.49 lakhs were spent against the availability of Rs. 1.02 crores for the *ad hoc* projects. The substantial shortfall in expenditure against the money made available is a clear indication that the allocations of money for research work did not take into account the absorption capacity of the research organisation concerned. The Committee would like the Department to ensure that, firstly, the allocation of money for research purposes takes into account the absorption capacity of the research organisations concerned and secondly there is adequate follow-up to watch the utilisation of the allocation.

[S. No. 5 (Para No. 2.25) Appendix II to 134th Report (Sixth Lok Sabha)]

### **Action Taken**

The recommendations of the Public Accounts Committee have been noted and will be kept in view while recommending schemes for sanction. These have been circulated on 16th August, 1979 (Annexure I) to the Chairman and Member-Secretaries of all the scientific Panels for keeping in view while scrutinising research schemes.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A & A) dated 10-3-1980].

### Recommendation

The Agricultural Produce Cess is being collected under the Agricultural Produce Cess Act, 1940 and the proceeds, less cost of collection, are made over to the ICAR. The money is to be utilised for supporting research schemes of *ad hoc* character in agriculture, fisheries, animal husbandry etc. As the annual expenditure in the past could not keep pace with the receipts, funds have been accumulating year after year so much so that by the end of March 1978 the balance with the ICAR on this account was Rs. 5.57 crores of which Rs. 2.79 crores were held in cash while Rs. 2.78 crores were invested in Government securities. The Committee find that the ICAR has so long been grossly negligent in the matter of proper utilisation of Cess Funds. The responsibility of the Council is in no way mitigated by the plea advanced before the Committee that the Council supported out of the Cess funds "such schemes as are recommended" and that the hitherto neglected regions like the North-east Himalayan region "do not send schemes for sanction". The very fact that soon after the selection of the subject of ICAR for examination by the P.A.C. and the issue of probing questionnaire on the subject the Council rushed through various stages and finally in February 1979 approved projects proposals to be operated during the next 4 years, amply proves that the Council has not been serious in the past in regard to the utilisation of the Cess Funds. This is highly regrettable.

[S. No. 8 (Para No. 3.29) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

### Action Taken

With a view to ensuring that the Research resources from the cess funds flow to all the areas and the regions in the country an Expert Committee was constituted in 1976 under the Chairmanship of late Dr. Sarkar. But unfortunately due to his sad demise, this Committee could not finalise its findings and recommendations. Then the Committee was reconstituted under the Chairmanship of Dr. L. S. Negi in 1978 whose recommendations had become available by early 1979. Based on these recommendations several research and training programmes have been finalised. Also, in the light of the recommendations of Negi's Committee, the guidelines governing the processing and sanctioning of *ad hoc* research schemes which were thought to be complicated and time consuming in their existing form, were being revised so that the scrutiny and processing of the schemes are quickened and the implementation process is hastened. With these new measures undertaken by the Council in the light of the recommendations of this Committee

and the subsequent action on these recommendations, it is now hoped that more schemes would be coming up for sanction from all regions which would had to fuller utilisation of Cess Funds.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A & A) dated 18-12-1979]

### Recommendation

The Committee note that in accordance with the decision of the Government in March 1965, balances in respect of commodity Committees were taken over by the ICAR. The cash balances taken over were Rs. 53.78 lakhs during 1966-67 and Rs. 52.04 lakhs in 1967-68 making a total of Rs. 105.82 lakhs. After setting of the liabilities in respect of these Committees, the cash balances by the end of March, 1978 were Rs. 103.52 lakhs. In addition to the cash balances, investments of these Committees in Government securities were also taken over by the ICAR. These amounted to a total of Rs. 130.38 lakhs which have by the end of March, 1978 risen to Rs. 171.58 lakhs plus Rs. 5 lakhs invested in 3 per cent conversion loan 1946-86. The investment of funds in fixed deposit with the State Bank of India is stated to have been done with the approval of the Ministry of Finance. The Ministry have informed the Committee that the balances of these Commodity Committees 'will be' utilised by ICAR "for strengthening research and training programmes in the vital areas of Indian economy" and that "these projects will be finalised by the end of March 1979". The Committee are unable to appreciate as to why these balances aggregating (as on 31-3-1978) Rs. 2.80 crores were allowed to lie dormant since 1967-68 i.e. for a period of more than 10 years. The Committee are also unable to appreciate the rational behind investing and re-investing these funds in Fixed Deposit when, with adequate planning, the funds could be utilised for fruitful research and educational work in the fields covered by the erstwhile commodity Committees. The Committee consider that it was nothing short of gross negligence on the part of the Council not to have utilised these funds for fruitful purposes for over ten years. They would like the Council to finalise the schemes to be financed out of these funds and have them implemented without further delay.

[S. No. 10 (Para No. 3.31) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

### Action Taken

The recommendations of the Public Accounts Committee have been noted. The Governing Body of the Council have already



approved various special projects for research and education in the field of the commodities covered by these committees at a total outlay of Rs. 10.82 crores to be met out of the accumulated funds under A.P. Cess and Commodity Committee balances. These schemes will be executed within a period of 4 years from 1979-80.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A & A) dated 18-12-1979]

### **Recommendation**

The Committee find that the closing balance out of Government grants left unspent with the Indian Council of Agricultural Research at the end of March, 1976, March, 1977 and March, 1978 was as much as Rs. 2.14 crores, Rs. 1.64 crores and Rs. 1.93 crores respectively. It is explained that Indian Council of Agricultural Research is allowed to retain a sum of Rs. 1.5 crores to meet the expenditure on pay and allowances of the officers and staff of the ICAR and its research institutes for the month of March payable in April next. The unspent balances out of Government grants with the Council have been year after year much in excess of Rs. 1.50 crores. If the Agricultural Produce Cess balance and the erstwhile Commodity Committees' balances are also taken into account, the total holdings with the Council at the end of financial year 1975-76, 1976-77 and 1977-78 were quite substantial being Rs. 4.79 crores, Rs. 5.02 crores and Rs. 5.58 crores respectively. The Committee would like the Ministry to go into this aspect carefully and find ways and means of reducing the closing balances with the Council at the end of the financial year to the minimum.

[S. No. 11 (Para No. 3.32) of Appendix II to 134th Report (Sixth Lok Sabha)]

### **Action Taken**

It has been decided that the release of Grant to the ICAR in the last quarter of the financial year will be so arranged that the ICAR is not left with excess funds over and above the limit required for expenditure during the first month of the succeeding financial year.

As regards A.P. Cess Fund balance with ICAR, the question of placing the unspent balance in the Public Account of India is under consideration with Ministry of Finance.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A & A) dated 28-1-1980]

### Recommendation

The Committee note that it has been decided by the Governing Body of the Indian Council of Agricultural Research that in future the sale of biological and other farm products to Government and private agencies and others would be strictly on cash basis except in those cases where Government departments are not in a position to make cash payments. The Committee hope that hereafter advance cash payment for sales will be generally insisted upon and the exceptions to this procedure would be rare.

[S. No. 15 (Para No. 4.11) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

### Action Taken

Recommendations of the Public Accounts Committee have been noted. The Directors of the Institutes have been instructed to adhere to the instructions strictly (Annexure II).

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A & A) dated  
18-12-1979]

### Recommendation

The Audit paragraph has listed certain cases of losses and defalcations of cash in certain institutes and units of the Council involving Rs. 1,10,126 during the years 1968-69 to 1974-75. During evidence, the Committee were informed that a Sub-Committee was appointed to go into details of these cases and steps had been taken to check the recurrences of such cases in future. The Committee hope that the Council and its Institutes would be more vigilant and would take such preventive measures as may be necessary. As regards the pending cases of losses and defalcations of cash pointed out in Audit paragraph as well as those that may not have come to the notice of Audit, in test check the Committee have no doubt that the Council and the institutes concerned would process them speedily and make every effort to bring the cases against the delinquent officials to their logical conclusion without undue delay.

[S. No. 18 (Para No. 6.4) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

### Action Taken

The recommendations of the Public Accounts Committee have been noted and again brought to the notice of the Directors of all the research Institutes for their guidance on 14th November, 1979 (Annexure V).

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A & A) dated 7-3-1980]

### Recommendation

Incidentally, the Committee note in a case relating to a cashier of the Central Sheep and Wool Research Institute, Avikanagar, the Ministry had informed Audit in September, 1975 that the cashier had been dismissed from service after conviction by Court. In the details of the case furnished to the Committee, however, it is stated that the officials concerned have been issued a "recordable warning". This should be reconciled.

[S. No. 19 (Para No. 6.5) of Appendix II to 134th Report (Sixth Lok Sabha)]

### Action Taken

The cashier of the Institute, who had misappropriated the money, was convicted by the Court and dismissed from service. In addition a recordable warning was issued to the drawing and disbursing officer of the Institute for negligence on his part in proper supervision.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A & A) dated 18-12-1979]

### Recommendation

The Committee note that the pricing structure of the journals published by the Indian Council of Agricultural Research was reviewed by the Council and as a consequence of the review the subscription rates of three journals namely, "The Indian Journals of Agricultural Sciences", "The Indian Journal of Animal Sciences", and 'Kheti' were increased. They also note that the upward revision of the subscription rates of these journals has helped to reduce the overall deficit but its impact on individual subscribers has not been encouraging. The Committee, however, consider that with improvement in the get-up and general standard, the publications of the

Indian Council of Agricultural Research would have more popular appeal. If adequate publicity is also given to these journals, there is no reason why their circulation does not go up, enabling them to break even.

[Sl. No. 20 (Para No. 7.11) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

### **Action Taken**

Vigorous, systematic and intensive promotional measures are taken to expedite the sale of publications. Publicity folders, list of publications, promotion circulars etc. are sent regularly to book-sellers, educational institutions, research organisations, libraries, extension organisations, panchayat officers, Zila Parishads, Government Departments and other prospective buyers numbering over 20,000 both in India as well abroad. The help of Indian Mission abroad is also sought to give wide publicity to the Council's publications. Complete and upto-date lists of Council's publications are also mailed to prospective buyers in India as well as abroad from time to time.

With a view to bringing the Council's publications to the notice of a wider readership, the Council also participates in exhibition/shows/fairs/seminars/workshops/conferences/Kisan melas/book fairs etc. where the publications are displayed for sale to public.

By way of personal contacts too, efforts are being made to push up the sale of the Council's publications. To achieve better results, the country has been divided into various zones. All important towns/cities in each zone are covered by senior sales staff and the Departments of Central State Governments, book trade, colleges, libraries and other interested institutions are personally visited by them for establishing close contacts and procuring business.

The Committee's recommendations to adopt various sales promotions methods have been noted and suitable steps as mentioned above have been taken. The distribution of copies of old publications to libraries, agricultural universities, research organisations etc. is also considered on the merit of each case.

However, the recommendations now made to bring improvement in get up and general standard of the 'Indian Journal of Agricultural Sciences,' 'Indian Journal of Animal Sciences' and 'Kheti' and to

give these journals more publicity have also been noted for compliance.

[Ministry of Agriculture and Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A&A) dated 7th March, 1980]

### **Recommendation**

The Committee recommend that in addition to these journals, the Indian Council of Agricultural Research should encourage the production of popular literature in Hindi and regional languages on the results of researches on matters in which the farmers are likely to be interested. This should be made available to the farmers on nominal payment through the agency of agricultural extension workers.

[Sl. No. 21 (Para No. 7.12) of Appendix II to 134th Report (Sixth Lok Sabha)]

### **Action Taken**

1. Directorate of Extension is bringing out a series of publications meant for the field extension workers and progressive farmers in English and Hindi. The magazines published by the Directorate of Extension are 'Unnat Krishi' (Circulation 20,000 copies per month), 'Intensive Agriculture' (Circulation 20,000 copies per month), 'Charni' (Circulation 7,000 copies per month) and 'Home Science' (Circulation 6,000 copies per month). The last two magazines are meant for women. Annual subscription of the magazines are Rs. 5.50 for 'Unnat Krishi' and 'Intensive Agriculture' and Rs. 4.50 for 'Charni' and 'Home Science'.

2. Besides these magazines, the Directorate is bringing out a series of leaflets in Hindi and English on a wide range of topics. The publications are supplied to the Extension Institutions and also mailed out to subscribers/buyers. The sales of publications are organised through the Sales Assistants who travel all over the country and open sales stalls at Kisan Melas, Agricultural Shows, Exhibitions etc.

3. A sales counter is also operating in Krishi Bhavan, New Delhi. The annual receipt is about Rupees 2 lakhs from the sale of journals, text books, farm bulletins, leaflets (including the revenue which comes from the advertisement published in these journals). It must

be mentioned here that this service is provided at the lowest cost possible. The leaflets usually cost 15 paise each and farm bulletins running into 24 pages cost 50 paise per copy.

4. Publication and distribution of extension literature are the functions of Directorate of Extension and Training of the Department of Agriculture, which has been set up specially for the purpose. In so far as the Indian Council of Agricultural Research is concerned, the Council is publishing scientific and semi-scientific type of literature on various topics. In the field of publications there is an agreed distribution of work between the Indian Council of Agricultural Research and Extension Directorate through which the Council concentrates on publication of scientific and semi-scientific literature and the Extension Directorate handles production and distribution of popular extension literature and other materials.

5. As regards encouraging the production of popular literature in Hindi and regional languages on the results of researches in which farmers are likely to be interested, it may be stated that each State Government has separate Farm Information Bureaux under the Directorate of Agriculture and they are subscribing to most of the ICAR publications. They bring out journals/leaflets/pamphlets and other popular literature in regional languages suited to the needs of the farming community in their respective regions. The research findings published in the ICAR publications suitable to the region are published in the publications being brought out by the Farm Information Bureaux. The features and articles released by the Council on the results of researches are also sent to the Farm Information Bureaux.

6. Extension Division of most of the ICAR Institutes also bring out literature in popular languages about the results of researches in regional languages for the use of farming community of the regions.

7. The Agriculture Universities numbering 21 have also Farm Information Units attached with them which bring out periodicals and other popular literature in regional languages for the use of farming community covered by the Universities. In addition, the Council also provides block of photographs to the Farm Information Bureaux when requested. The Hindi speaking States and the Union Territories located in these States bring out popular literature in Hindi.

8. It will, thus be seen that the Council promotes publications of popular literature in Hindi as well as in regional languages by the State Agricultural Department and Universities.

[Ministry of Agricultural and Rural Development (Deptt. of Agricultural Research and Education) O.M. No. 13(7)/79-Cdn. (A&A) dated 31st May, 1980]

## **CHAPTER III**

### **RECOMMENDATIONS OR OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN THE LIGHT OF THE REPLIES RECEIVED FROM GOVERNMENT**

#### **Recommendation**

The Committee are unhappy to note that the expenditure in excess of the grants received by the ICAR under the P.L. 480 programme. By the end of March, 1974, the excess expenditure was to the extent of Rs. 24.06 lakhs which was brought down to Rs. 11.47 lakhs by the end of March, 1978. The Committee desire that the ICAR and the Department should take appropriate measures to see that as far as possible, the availability of money from this source and the corresponding expenditure are as close as possible to each other.

[Sl. No. 7 (Para No. 3.28) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

#### **Action Taken**

Out of the excess expenditure of Rs. 11.47 lakhs as at the end of March 1978 a sum of Rs. 3.98 lakhs on account of grant Nos. FG-In-405 & 463 has already been received from the American Embassy. A further sum of Rs. 3.12 lakhs would be paid by the American Embassy as soon as the Final Technical Report in respect of grant No. FG-In-408 is supplied to them. It would, thus, be observed that a sum of Rs. 7.10 lakhs would have been realised.

In accordance with the approved pattern for financial assistance of P.L. 480 programme, some expenditure on non-recurring items of equipment and apparatus was the responsibility of the institutes implementing the projects. Through oversight, institutes appear to have debited the entire expenditure to the P.L. 480 programme and hence the short-fall of Rs. 4.37 lakhs was mainly due to booking of the expenditure in the wrong direction.



Recommendations of the Public Accounts Committee have been noted and efforts are made to restrict the total expenditure within the approved ceiling.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13(7)/79-Cdn. (A&A)  
dated 18th December, 1979]

### **Recommendation**

The Committee find that the system of a single person being appointed as Director General of the Indian Council of Agricultural Research as well as Secretary of the Administrative Department of Agricultural Research and Education is not conducive to public interest in as much as under such a system the activities of the Council and its proposals for sanction of expenditures on various schemes and projects are not likely to receive closer scrutiny at the level of the administrative department. The Committee, therefore, suggest that with a view to enable the Department of Agricultural Research and Education to discharge the usual function of an administrative department, namely, to oversee the functioning of ICAR from a detached angle, Government may examine the desirability of appointing a separate person as Head of this Department.

[Sl. No. 12 (Para No. 3.33) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

### **Action Taken**

The Government have carefully considered the recommendation of the Public Accounts Committee. With a view to ensuring adequate autonomy and flexibility required for smooth and expeditious working of the ICAR in the pursuit of agricultural research and education in areas of agriculture, animal husbandry, fisheries and other allied agricultural sciences, ICAR was constituted into a registered society. To enable it to deal more effectively with matters pertaining to the Government sanctions, agreements with foreign agencies and Governments and other matters relating to Central/State Governments as also with the various Committee of the

Parliament, a small Department, called Department of Agricultural Research and Education (DARE) was created. The Minister for Agriculture and Irrigation has been made the President of the ICAR Society, the Minister of State dealing with the ICAR as the Vice-President of the Society and the Secretary to the Government of India, DARE, as the Director General, ICAR and the Joint Secretary to the Government of India in DARE as the Secretary, ICAR. This combination of functions relating to the affairs of the Society and the guidance and directions from Government to conduct such affairs has been made to ensure better coordination, proper appreciation of problems and priorities at material and regional levels and expeditious implementation of the projects. All financial matters relating to the ICAR are carefully scrutinised at every stage by the Member (Finance) who is the Secretary of the Department of Expenditure in the Government of India and the latter is assisted by the Financial Adviser of the Department of Agriculture who is of the rank of Joint Secretary to the Government of India. The Member Finance assisted by the Financial Adviser examines the financial aspects of the working of the ICAR from a detached angle uninhibited by the compulsions of the staff who form part and parcel of the ICAR. This system, which has been evolved after great deliberations and careful thought has been working quite satisfactorily and Government, therefore, feel that there is no need for any change in the existing set up.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A&A) dated 7-3-1980]

### **Recommendations**

The Committee in paragraph 5.19 of their 4th Report (5th Lok Sabha) had adversely commented upon the large amount of money outstanding for want of utilisation certificates in respect of grants paid by the Indian Council of Agricultural Research. In their reply, the Ministry of Agriculture had intimated the Committee on 23 February, 1972 that the Council would be able to clear all cases of outstanding utilisation certificates substantially and also prevent

accumulation of outstandings in future. The Committee regret to note that no substantial improvement has been made in this regard and out of the grants paid upto 31-3-1976, as on 31 December, 1978, utilisation certificates were outstanding in respect of grants aggregating Rs. 635.45 lakhs.

The Ministry had stated that in the case of grantees from whom utilisation certificates were not received within a period 2 years, further grants were stopped. Since the outstandings continued to be large, the Committee would like Government to examine the reasons therefor with particular reference to their age-wise details and find out ways and means to tackle the problem. The Committee hope that as a result of vigorous efforts to liquidate or at least minimise, the problem, Government would be able to report to the Committee in their 'action taken' note substantial progress in this direction.

[S. Nos. 16 & 17 (Paras 5.7 & 5.8) of Appendix II to 134th Report (Sixth Lok Sabha)].

#### **Action Taken**

The bulk of the amount outstanding for want of utilisation certificates is from the State Governments/Universities in respect of the terminated schemes/projects. The grantee institutions are not in a position to settle their accounts expeditiously due to dislocation of staff, non-availability of office records and other factors. An Inspection Team from the Headquarters of the Council has been deputed to some of the defaulting institutes to obtain audited utilisation certificates through personal efforts. A D. O. letter has also been issued to all the Chief Ministers of the States by the 'President of the Society' for issuing instructions to the concerned Departments to expedite settlement of the accounts and to render the utilisation certificates, duly audited, to the Council urgently. As a result of these steps, the utilisation certificates for more than rupees one crore have been received and the amount of outstandings in respect of the grants paid upto 31-3-1976 has been reduced from Rs. 635.45 lakhs to Rs. 518.11 lakhs as on date.

Recently some of the Accountant Generals of the States have expressed their reluctance to furnish separate audited utilisation certificates for each scheme/Projects as the same involves extra work for them. In this connection the Comptroller and Auditor General of India, New Delhi has suggested that the procedure followed by the C.S.I.R. in admitting utilisation certificates for the grants given by them to the various Universities/Institutions

can be usefully adopted by the ICAR as well. In the C.S.I.R. the utilisation certificates signed by the Accounts Officer and counter-signed by the Finance Officer of the institution concerned are accepted for the purpose of utilisation of the grants and no separate audited certificates are rendered by the Auditors of the Institution. The suggestion of the Comptroller and Auditor General of India is under examination and the proposal when vetted by Finance and approved by the Governing Body of the Council, will go a long way towards speedy clearance of the outstanding utilisation certificates.

[Ministry of Agriculture and Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Edn. (A & A) dated 18-12-1979].

## CHAPTER IV

### RECOMMENDATIONS OR OBSERVATIONS REPLIES TO WHICH HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

#### Recommendation

Whereas on the one hand there was failure on the part of the Council to formulate proposals for utilisation of the Cess Fund to secure the objectives of the Fund, a sizeable part of the accumulated fund was sought to be spent on construction of office building, hostel and staff quarters for the Headquarters staff of the ICAR and to enable such expenditure being made from Cess Fund, the guidelines for expenditure from the Cess Fund were modified. The Committee are averse to an expenditure of Rs. 2.25 crores being made from the Cess Fund for the construction of office building, hostel and staff quarters. For example on office buildings, hostel and staff quarters for the Headquarters establishment of the ICAR, the Council should more appropriately have approached the Central Government for a special grant with full justification therefor and the projects should have been taken in hand only after the schemes were vetted and approved by Government. The Committee desire that even now the proposals in regard to the project may be sent to the Government for sanction and a special grant asked for to meet the expenditure thereon. The Cess Fund should be kept for utilisation wholly on schemes for research in accordance with the objective laid down in the Agricultural Produce Cess Act, 1940.

[Sl. No. 9 (Para 3.30) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

#### Action Taken

The A.P. Cess Act 1940 was enacted to make better financial provision for carrying out by the ICAR of the objects for which it is established as set forth in the Memorandum of Association of the Council. One of the objects included in the memorandum of Association of ICAR is "to construct or alter any building which may be necessary for the Society". Thus there is no absolute

prohibition on utilisation of Cess Funds for essential construction works necessary in the furtherance of research. Although, the Council had in the past restricted the investment of Cess Fund only to items directly related to the research programme in the instant case of construction programmes sanctioned at a cost of Rs. 2.25 crores for the purposes of office buildings, hostel, and staff quarters for the Headquarters establishments of the ICAR, the Council had to make a deviation from past practice as the expenditure could not be accommodated within the normal budget of the ICAR due to serious financial constraints both under plan or non-plan. Since the Headquarters units of the ICAR is a servicing unit for the research activities, and there has been considerable expansion during the past 10 years, it was considered absolutely essential to go in for construction of additional office buildings including a hostel and some staff quarters. It was for meeting this specific and urgent/immediate needs that sanction from cess funds for the construction on question was given with the concurrence of Finance.

Nevertheless, in the light of the observations of Public Accounts Committee and need for giving a higher priority to direct research needs, the Council would ensure that Cess Funds are not normally used for construction works. For this reason, it does not seem necessary to reopen the past cases and to approach the Government for additional grant to meet the expenditure of works costing Rs. 2.25 crores as already approved for being taken up through cess grant.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A&A) dated 18-12-1979]

## CHAPTER V

### RECOMMENDATIONS OR OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT HAVE FURNISHED INTERIM REPLIES

#### Recommendation

The Committee are perturbed to find that amongst the *ad hoc* research schemes for which money was allocated by the Council, there are schemes which were terminated, discontinued or abandoned. The number of such schemes during the period 1973-74 to 1977-78 works out to 197. The discontinuance or abandonment of research schemes year after year indicates that in these cases the schemes were sanctioned without proper assessment of their need and merit and the competence of those who were to work on it. Since a substantial amount of money has already been spent on these schemes which is rendered infructuous, the Committee would like the Council to analyse the causes for discontinuance or abandonment of the schemes and to issue, on the basis of their findings, guidelines to the authorities responsible for sanctioning the research schemes.

[Sl. No. 2 (Para 2.22) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

#### Action Taken

All the Member-Secretaries of the scientific panels have already been requested to furnish the details of the schemes which have been discontinued or abandoned after they had started. After the details are received, the reasons for abandonment or discontinuance will be analysed and suitable guidelines will be issued to the Chairman of the panels. A copy of the latest circular issued in this connection to all the Chairman and Member-Secretaries of the Scientific panels is enclosed (Annexure—I).

Further information will be sent to the Public Accounts Committee in due course.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A&A)  
dated 10-3-1980]

### **Recommendation**

The Committee find that the assessment of Estimated Receipts at the Budget and Revised Budget Stages has been, over the years, consistently low and largely unrelated to the actuals of the preceding year. The Committee do not know whether it was deliberately kept low with a view to obtain larger funds. In any case, it indicates faulty estimating of Receipts, the variations ranging from 22.8 per cent to 54.10 per cent. Now that a Committee has been appointed to go into the existing system of budgeting of receipts, receipt accounting and disposal and the pricing policy, the Public Accounts Committee hope that these matters would soon be brought on sound footing. The Committee would like to be informed of the decisions taken by the Government of the recommendations of the Committee appointed by the Indian Council of Agricultural Research.

[Sl. No. 6 (Para No. 3.27) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

### **Action Taken**

The Committee had submitted its recommendations on 16th May, 1979 for (i) the budgeting of receipts and (ii) accounting and disposal of farm produce (iii) Pricing policy in respect of farm produce. Government have accepted the recommendations regarding the budgeting of receipts and accordingly ICAR have issued suitable instructions in the matter on 15th November, 1979—Annexure III. The recommendations regarding accounting and disposal of receipts and pricing policy are still under the consideration of Government of India.

Further information will be sent to the Public Accounts Committee in due course.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural  
Research and Education) O.M. No. 13-7/79-Cdn. (A&A)  
dated 7-3-1980]

### **Recommendation**

The Committee note that of the advances given by ICAR and its institutes upto 1975-76 an amount of Rs. 488.02 lakhs was pending adjustment as on 31st March, 1978. The advances were mainly given to the Central Public Works Department, Directorate General of Supplies and Disposals, Controller of Printing and Stationery, etc. for the services to be rendered by them or for the stores to be



procured from them. The adjustment of the advances is pending due to non-receipt of the adjustment accounts from those Government departments. Out of Rs. 488.02 lakhs, a sum of Rs. 398.44 lakhs is pending adjustment in respect of advances paid to the Central Public Works Department. As per rules, the adjustment of an advance to the C.P.W.D. can be made by the Institute concerned only on receipt of expenditure statements from the Executive Engineer concerned through the Accounting Authority who after verifying their correctness will forward them to the Institutes. The Committee have been informed that the works for which amounts were advanced have been completed and taken over. But due to non-receipt of these statements in the Institutes, the amounts are still kept outstanding in their books. Since some of the advances awaiting adjustment were paid years ago, the Committee feel that drastic action is required to settle and adjust them in close cooperation with the Ministry of Works and Housing and other Ministries and Departments concerned and the concerned Accounting Authority. They recommend that the outstanding advances should be settled without further loss of time.

[Sl. No. 13 (Para No. 4.9) of Appendix II to 134th Report  
(Sixth Lok Sabha)]

### **Action Taken**

The Council has taken up the matter with the Ministry of Works and Housing and the Director General (Works) Central Public Works Department, New Delhi for submission of expenditure statements. The Director General (Works) Central Public Works Department, New Delhi has issued instructions to the Chief Engineers concerned for expending the expenditure statements to the Directors of the Council's Institutes on whose books the amount on account of deposit works are outstanding. The Director General (Works) Central Public Works Department also asked the Council to give him the details of works and the name of the Divisions etc. to facilitate proper linking up the credits. Out of 17 Institutes mentioned in the audit para reproduced at pages 51-52 of 134th Report of the Public Accounts Committee (Sixth Lok Sabha) the Directors of 8 Research Institutes have already collected details and forwarded the same to the Director General (Works) Central Public Works Departments, New Delhi. One of the research institutes, viz. the Jute Technological Research Laboratory, Calcutta have liquidated the entire outstandings of Rs. 14.95 lakhs with the Central Public Works Department, New Delhi. The Director (Works) Indian Council of Agricultural Research is also having liaison with the

Central Public Works Department, New Delhi with regard to obtain the expenditure statements.

So far as the outstanding advances with the Directorate General of Supplies and Disposals, Controller of Printing and Stationery etc. are concerned the Directors of the Institutes have again been asked (on 7th December, 1979—Annexure IV) to clear the advances with these Departments by taking the matter at higher levels and by personal discussions with these Departments. It is hoped that with the concerted efforts being made by the Council and the Institutes the outstanding advances will be settled within a reasonable period.

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A&A) dated 7-3-1980]

### **Recommendation**

The Committee note that out of Rs. 30.25 lakhs pending recovery on 31st March, 1976 from various parties in respect of publications, farm products, animal and biological products sold on credit by the Council and its Institutes, Rs. 19.76 lakhs have been realised leaving a balance of Rs. 10.49 lakhs pending realisation. The Committee would like to draw attention of the Ministry to their earlier observation made in paragraph 5.39 of their 4th Report (5th Lok Sabha) (presented in July, 1971) wherein it was emphasised that vigorous efforts should be made to recover the outstanding amount and dues should not be allowed to accumulate in future. In their Action Taken Note, the Ministry had stated on 23rd February, 1972 that care would be taken to see that dues were not allowed to accumulate disproportionately. The Committee regret that in spite of the above assurance of the Ministry, care was not taken to recover the dues promptly and these were allowed to pile up from year to year. The Committee would like energetic action to be taken to recover the outstanding dues.

[Sl. No. 14 (Para No. 4.10) of Appendix II to 134th Report (Sixth Lok Sabha)]

### **Action Taken**

As against the amount of Rs. 10.49 lakhs pending realisation, the outstanding have been brought down to Rs. 10.04 lakhs (July 1979). Efforts, are in progress to recover the balance amount. As already stated at page 56 of 134th Report of the Public Accounts Committee (6th Lok Sabha), the matter has also been taken up with the State

2030 LS—3.

Governments at the level of Chief Secretaries of the States. The Institutes are in constant touch with the respective Departments. With these efforts, it is hoped that the recoveries will be cleared within a short time. However, further credit sales to private parties have been completely discontinued with effect from January 1979 (Annexure II).

[Ministry of Agriculture & Irrigation (Deptt. of Agricultural Research and Education) O.M. No. 13-7/79-Cdn. (A&A) dated 18-12-1979]

NEW DELHI;  
November 13, 1980.  
Kartika 22, 1902 (S).

CHARANJIT YADAV,  
Chairman,  
Public Accounts Committee.

## ANNEXURE I

*Copy*

*Immediate*

### INDIAN COUNCIL OF AGRICULTURAL RESEARCH 'KRISHI BHAWAN' NEW DELHI-110001

F. No. 20 (2) /79-CDN-I

Dated the 16th August, 1979.

#### CIRCULAR

The Public Account Committee in its report on the accounts of the Indian Council of Agricultural Research for the years 1973-74, 1974-75 and 1975-76 made certain observations/recommendations in regard to the working of the Scientific Panels of the Council. The relevant paras of the concerned recommendations of the Committee are reproduced below. It is requested that these may invariably be kept in view while considering the *ad-hoc* research schemes for recommendation for sanction.

Para 2.21. The Committee find that the Scientific Panels appointed by the Indian Council of Agricultural Research are carrying a heavy burden in as much as they scrutinise the proposals for research, progress the schemes in operation and evaluate the results of the projects which are concluded. They, however, note that the meetings of these scientific panels have been very few and far between. The total number of meetings held by 22 Scientific Panels operating during 1974-75 was 18 while during 1975-76, 17 Scientific Panels held a total of 29 meetings. The Committee are unable to appreciate as to how it could be possible for the scientific panels to discharge their heavy responsibilities effectively with the few meetings that were held during the year. The Committee fear that in such a situation the meeting of the scientific panels could become more or less a formality, throwing the burden of assessment of the merits of the schemes, and their progressing and evaluation largely on lesser functionaries in the Secretariat of the Indian Council of Agricultural Research. The Committee would like the Ministry to pay special attention to

this aspect of the functioning of the scientific panels and bring about improvements in their functioning so as to ensure for the scientific panels a more direct and effective role in regard to the research schemes falling within their specialised jurisdiction.

Para 2.23:       \*                       \*                       \*                       \*  
                  \*                       \*                       \*                       \*

The Committee would also urge that wherever any scheme gets delayed, the Council should fully satisfy itself as to the validity of the grounds for such delay and whenever any delay is found to be unjustifiable, prompt steps should be taken to rectify the situation.

The Committee would also suggest that in cases of all such schemes there should be invariably one or more mid-term appraisals in order to ensure that no scheme is allowed to be unduly prolonged.

Para 2.24: The Committee need hardly emphasise that all agricultural Research is ultimately for the use of the farmers in the field. The research projects undertaken by the ICAR should either be directly connected with the problems and difficulties at the field level or should pertain to certain closely allied questions which eventually help in solving the problems at the said level. The Committee however, find from the methodology described for selection of research projects that the subjects for research or study are mooted by the scientists and teachers in the various universities and institutions and these are also approved by bodies wholly composed of scientists and teachers. Under this system, there is the danger of at least some part of the research efforts getting far removed from the problems faced by the farmers in the field, unless the ICAR specially ensures that the efforts does pertain to the problems at the field level. In this connection, the Committee suggest that in order to bring research closer to the farmer in the field, some way should be found to associate representatives of the farming community at the time of selection of research projects and also while assessing the results of research.

Para 2.25: The Committee note that there was a substantial variation between the amounts allocated, paid and

actually spent during 1974-75 and 1975-76 (a) by the universities for development purposes, (b) on the All India Coordinated Projects; and (c) for the *ad hoc* research projects. During 1975-76, Rs. 5.44 crores were spent by the Universities against Rs. 7.38 crores paid to them. In the same year Rs. 4.06 crores were spent on the All India Coordinated Projects against Rs. 5.11 crores made available to them and Rs. 62.45 lakhs were spent against the availability of Rs. 1.02 crores for the *ad-hoc* projects. The substantial shortfall in expenditure against the money made available is a clear indication that that allocations of money for research work did not take into account the absorption capacity of the research organisation concerned. The Committee would like the Department to ensure that, firstly the allocation of money for research purposes take into account the absorption capacity of the research organisation concerned and secondly there is adequate follow up to watch the utilisation of the allocation.

As regards the recommendations at para 2.24 above, wherever necessary, representation of the farming community may be coopted, if no such representation is not there already.

Sd/- H. S. DHURIA  
Assistant Director General (PI & M)

*Distribution:*

1. All Chairmen of all the Scientific Panels of the Council.
2. All the Member-Secretaries of the Scientific Panels.
3. All Sections dealing with *ad-hoc* Research Schemes.

No. 20-2/79-CDN-I

Dated the 16th August, 1979

**CIRCULAR**

The Public Accounts Committee in its Report on the accounts of the ICAR for the years 1973-74, 1974-75 and 1975-76 has made *inter alia* the following observation:—

The Committee are perturbed to find that amongst the *ad-hoc* research schemes for which money was allocated by the

Council, there are schemes which were terminated, discontinued or abandoned. The number of such schemes during the period 1973-74 to 1977-78 works out to 197. The discontinuance or abandonment of research schemes year after year indicates that in these cases the schemes were sanctioned without proper assessment of their need and merit and the competence of those who were to work on it. Since a substantial amount of money has already been spent on these schemes which is rendered infructuous, the Committee would like the Council to analyse the causes for discontinuance or abandonment of the schemes and to issue, on the basis of their findings, guidelines to the authorities responsible for sanctioning the research schemes.

Before further action is taken to issue proper guidelines to the Chairmen and the Member Secretaries of the Scientific Panels, all Sections dealing with *ad-hoc* Research Schemes may please furnish to this Section lists of all such schemes which were sanctioned but were discontinued or abandoned alongwith the reasons thereof.

This information may please be furnished urgently.

Sd/- H. S. DHURIA  
Assistant Director General (PI & M)

*Distribution:*

1. All Sections dealing with *ad-hoc* Research Schemes.
2. All Member Secretaries of Scientific Panels of the ICAR.

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11/11/78

## **ANNEXURE-II**

### **INDIAN COUNCIL OF AGRICULTURAL RESEARCH KRISHI BHAWAN, NEW DELHI-1**

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No. 13 (8) /77-Cdn. (A & A)

Dated the 5th January, 1979

To

The Directors of  
all the Research Institutes.

**SUBJECT.—Outstanding Recoveries on Account of Credit sales.**

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Sir,

I am directed to say that in the Audit Report of the ICAR for the year 1975-76, the Accountant General Commerce, Works and Misc. New Delhi has pointed out outstanding recoveries to the extent of Rs. 30.25 lakhs against the various Institutes on account of credit sales of their products etc. The details of such dues were already sent to the concerned Directors of the Institutes.

While considering the Audit Report of the Council the Governing Body took a serious note of these heavy outstandings which were dating back to 1956-57 in some cases. The G. B. have observed that in future sales should be only on cash basis to Private agencies. However a certain amount of flexibility may be allowed to the Directors only in respect of sales to the State Governments. The G. B. also observed that vigorous attempts should be made to recover the outstanding arrears and a report submitted to the G. B. on the progress made by each Institute in the matter.

In view of the above observations of the G. B. it has been decided that in future sale of biological and other Farm products to Private agencies and others should be strictly on cash basis only. However in respect of sales to Government Deptts. only, the Directors will have the discretion to allow credit sales if the Government Deptts. are not in a position to make cash payments because of various provisions in their rules.



In respect of Outstandings pointed out in the Audit Report for which the concerned Directors are already taking action, it has been decided that the following line of action may be taken to clear the outstandings:—

1. Vigorous efforts should be made to clear the outstanding recoveries and reasons for the delay in clearing the items may be intimated to the Council.
2. A monthly progress report showing the progress made in the clearance of outstandings may be furnished to the Council in the enclosed proforma by the 10th of every month. A reference in this connection is also invited to our D.O. letter of even number dated 29-8-78.
3. Where inspite of concerted efforts, the recoveries could not be made cases should be processed for write off. In cases where the Directors are not competent to write off the outstanding dues, the proposal for such cases should be sent to the Council, addressed to the Additional Secretary concerned, giving the details of outstandings efforts made and with complete justification for write off. A copy of sanction for write off issued by the Director within his own powers may invariably be endorsed to the Additional Secretary with a copy to the Director (Finance). The first such report should reach us by the 10th February, 1979.

Yours faithfully,  
Sd/- (BALDEV RAI)  
Director (Finance)

1. Copy also forwarded to C.P. & P.R.O., ICAR for similar action.
2. Additional Secretaries (AR), (AS) and (A) for information.

Sd/- (BALDEV RAI)  
Director (Finance)

Name of the Institute \_\_\_\_\_

Progress Report for the period \_\_\_\_\_ relating to the outstanding recoveries  
on account of Credit Sales.

Serial No.	Year to which outstanding recoveries relates	Amount shown in the A.R. for 75-76	Amount outstanding		Total	Reasons for the outstandings
			State Govts./Autonomous bodies etc.	Private parties		
1	2	3	4	5	6	7

### ANNEXURE-III

#### INDIAN COUNCIL OF AGRICULTURAL RESEARCH KRISHI BHAWAN, NEW DELHI

No. 12-5/79-Cdn. (A & A)

Dated the 15th November, 1979.

The Directors of all Research Institutes etc.

**SUBJECT:**—*Estimating of revenue receipts at the stage of formulation of budget estimates and revised estimates—accounting and disposal of farm produce and other products by the ICAR Institutes.*

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Sir,

The Public Accounts Committee 1978-79 (6th Lok Sabha) in their 134th Report on the Accounts of the Indian Council of Agricultural Research for the years 1973-74, 1974-75 and 1975-76 have observed that wide variations between original estimates of receipts included in the budget and the actual receipts realised over successive years indicate a faulty system of estimating of receipts. With a view to review the system presently followed by the Institutes and to suggest better methods of estimating of receipts and of accounting and disposal of farm produce and other products, the Council set up a Committee in January, 1979 under the Chairmanship of its Secretary. Recommendations made by the said Committee have been examined in the Council and it has been decided to lay down the following guidelines/procedures to be followed by all the Institutes etc.

#### *I. Estimating of revenue receipts:*

1. The receipts of the ICAR and its Institutes can be broadly categorised under the following groups:

- (1) Sale proceeds of farm produce including fruits, vegetables, plants seedlings, fish, poultry, dairy products and livestock.
- (2) Sale proceeds of land, buildings, vehicles, tools, stores etc.

- (3) Rent.
- (4) Application fees and other fees.
- (5) Publication receipts.
- (6) Interest on loans and advances.
- (7) Leave Salary, pension and other contributions.
- (8) Other Miscellaneous proceeds.

2. In respect of Heads other than sale proceeds of farm produce etc. of other miscellaneous receipts, income can be estimated fairly accurately on the basis of records already maintained in the Institutes. For example, rent in respect of houses and other property can be estimated with a reasonable degree of accuracy on the basis of the rent records. Similarly receipts on account of interest on advances and recovery in respect of leave salary and pension contributions can also be forecast quite accurately. Income under "Miscellaneous" which is heavy has to be judged with reference to the past actuals and any other factor which is likely to result in variation. Institutes can classify receipt under "Other miscellaneous receipts" into sub-groups as they deem proper, particularly, if the receipts under a sub-group exceed Rs. 50,000/-.

3. Due care should be taken to estimate the receipts on accounts of sale proceeds of farm produce so that there is no wide variation between the figures under the Original Budget Estimates and Revised Estimates and ultimately between the revised estimates and the actuals. While framing the estimates under revised estimates, the receipt realised upto August should be taken on the actual basis and for the rest of the year estimates may be framed in consultation with the scientists concerned who should be in a position to give an idea of the likely receipts based on their programme of experiments, size of plots, type of Crops and the expected yield. Accordingly each head of the Division should, in consultation with both scientific and administrative staff, estimate his receipts both for the current year as well as the budget year based on the ongoing projects and the projects that are expected to be commenced. In respect of Agricultural Institutes, the yield can be estimated on the basis of total area under cultivation, the inputs used and the optimum yield expected. The Divisions may also keep in view the yields in the past years in a given area. Similarly, in respect of horticultural

groups estimates can be framed on the basis of yield expected from each tree. In the Dairy Sections, the average milk yield per lactation and the herd average as recorded from the base can be used to work out the anticipated yield of the raw milk. Other manufactured products of raw milk can also be quantified on the basis of the data already available. The anticipated yield on foodgrains, fruits, vegetables and other crops, seeds milk, dairy products, biological products, eggs, meat, etc., may thus be quantified by the Heads of Divisions and such information transferred to the Director's Office. The value of the estimated produce can thereafter be worked out in the Director's Office with reference to the price fixed for their disposal and the anticipated receipts can thus be estimated with a reasonable degree of accuracy.

Each Division should make a review of the actual yields *vis-a-vis* the anticipations made by it after completion of harvest in respect of agricultural products and at periodical intervals in other cases with a view to finding out the extent to which the anticipations have actually materialised. The reasons for variation, if any, may be analysed and corrective steps taken to improve the estimating in future.

Yours faithfully,  
Sd/- S. S. Dhanoa,  
Secretary.

Copy also forwarded to the Accounts Officers of the Research Institutes.

2. All Additional Secretaries, ICAR.
3. Budget Section, ICAR.

Sd/- T. P. Ranganathan,  
Director (Finance).

## ANNEXURE IV

### INDIAN COUNCIL OF AGRICULTURAL RESEARCH KRISHI BHAWAN, NEW DELHI

No. 13-8/77-Cdn. (A&A)

Dated the 7th December, 1979

The Directors of all the Research Institutes.

**SUBJECT:—***Adjustment of outstanding advances*

Sir,

I am directed to invite a reference to this office letter of even number dated the 20th January, 1978 on the above subject. It has been observed that the outstanding advances with the various agencies, like the CPWD, DGS&D, Controller of Printing and Stationery etc. for the services rendered by them or for the Stores procured from them are still awaiting adjustment due to non-receipt of the adjustment account from these Govt. departments.

The Public Accounts Committee in their 134th Report on the Accounts of the ICAR have commented on the non-adjustment of these advances for a long time and have desired that drastic action should be taken to settle these advances in close cooperation with the Ministry of Works and Housing and other Ministries and Departments concerned and recommended that outstanding advances should be settled without further loss of time.

The Council has already taken up the matter with the Works and Housing Ministry so far as advances for works are concerned. As regards other advances pending with Controller of Printing and Stationery, DGS&D etc., it is requested that special efforts be made to clear the advances with these departments by taking the matter at higher levels and by personal discussions with the concerned departments and it may be ensured that outstanding advances are settled without any further delay. A report to this effect may please be sent to us. A copy of the report may also be endorsed to the Additional Secretary concerned at the Council.

Yours faithfully,  
Sd/- T. P. Ranganathan,  
Director (Finance).

Copy forwarded to:—

1. A.S. (A) for necessary action in respect of deposits made by ICAR Headquarters with the above mentioned departments and ensure early settlement of the same.

2. A.S. (AR) and A.S. (AS) with the request that follow up action to ensure the settlement of the outstanding advances with C.P.W.D., D.G.S.&D., Controller of Printing and Stationery etc, may please be taken.

Sd/- T. P. Ranganathan  
Director (Finance)

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## ANNEXURE V

### INDIAN COUNCIL OF AGRICULTURAL RESEARCH KRISHI BHAWAN, NEW DELHI

No. 13-7/Cdn. (A&A)

*Dated the 14th November, 1979*

1. The Director, N.D.R.I., Karnal.
2. The Director, IARI, New Delhi.
3. The Director, CSWRI, Avikanagar.
4. NBSSLUP, New Delhi.

**SUBJECT:—Public Accounts Committee—Recommendations regarding cases of losses and Defalcations.**

Sir,

Certain cases of losses and defalcations were pointed out in the Audit Report for the year 1973-74 in respect of your Institutes. The Public Accounts Committee (Sixth Lok Sabha) who have examined the audit report in question have made the following recommendations.

- 6.4. The Audit Paragraph has listed certain cases of losses and defalcations of cash in certain Institutes and Units of the Council involving Rs. 1,10,126 during the years 1968-69 to 1974-75. During evidence the Committee were informed that a sub-Committee was appointed to go into the details of these cases and steps had been taken to check the recurrences of such cases in future. The Committee hope that the Council and its Institutes would be more vigilant and would take such preventive measures as may be necessary. As regards the pending cases of losses and defalcations of cash pointed out in Audit Paragraph as well as those that may not have come to the notice of Audit, in test check the Committee have no doubt that the Council and the Institutes concerned would process them speedily and make every effort to bring the cases against the delinquent officials to their logical conclusion without undue delay.



2. The Council have been separately stressing the need to settle these cases expeditiously. In view of the above recommendations, it is requested that special and urgent steps are taken to decide and settle the pending cases without further loss of time. Necessary preventive steps to avoid such losses may also be taken as recommended by the Public Accounts Committee.

Yours faithfully,  
Sd/- S. S. Dhanoa  
*Secretary.*

1. Copy to Directors of all Research Institutes (except above) for information and guidance.

2. Copy to Addl. Secretary (AS) and (AR). The pending cases may please be pursued vigorously till they are finally settled.

Sd/- T. P. Ranganathan  
Director (Finance)

## APPENDIX

### CONCLUSIONS/RECOMMENDATIONS

Sl. No.	Para No.	Ministry Concerned	Conclusions Recommendations
	2	3	
1	1.3	Agriculture	<p>The Committee deprecate the delay in sending final replies to their recommendations in few cases. The Committee desire that final replies in regard to those recommendations to which only interim replies have been furnished should be submitted to them expeditiously after getting them vetted by Audit.</p> <p>The Committee note the assurance given by the Government that "the Council would ensure that Cess Funds are not normally used for construction works". In this connection, they would like to stress that the organisation of the Council should be strengthened and effective steps be taken to take up more research projects, particularly in the under-developed and neglected regions. The Committee also recommend that the Governing Body of the Council should frame guidelines for proper utilisation of the Cess Fund.</p>
2	1.7	-do-	

20. Atma Ram & Sons,  
Kashmere Gate,  
Delhi-6.
21. J. M. Jaina & Brothers,  
Tori Gate, Delhi.
22. The English Book Store,  
7-L, Connaught Circus,  
New Delhi.
23. Bahree Brothers,  
188, Lajpatrai Market,  
Delhi-8.
24. Oxford Book & Stationery  
Company, Scindia House,  
Connaught Place,  
New Delhi-1.
25. Bookwell,  
4, Sant Narankari Colony,  
Kingsway Camp,  
Delhi-9.
26. The Central News Agency,  
23/90, Connaught Place,  
New Delhi.
27. M/s. D. K. Book Organisations,  
74-D, Anand Nagar (Inder Lok),  
P.B. No. 2141,  
Delhi-110035.
28. M/s. Rajendra Book Agency,  
IV-D/50, Lajpat Nagar,  
Old Double Storey,  
Delhi-110024.
29. M/s. Ashoka Book Agency,  
2/27, Roop Nagar,  
Delhi.
30. Books India Corporation,  
B-967, Shastri Nagar,  
New Delhi.

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