

T.R.NO. 19

etc.

Technical Report

TRAINING AND RESEARCH NEEDS
FOR AGRICULTURAL MANAGEMENT

by
V. R. Gaikwad
Centre for Management in Agriculture

WP 1973/19

WP19
WP
1973
(19)



INDIAN INSTITUTE OF MANAGEMENT
AHMEDABAD

TRAINING AND RESEARCH NEEDS
FOR AGRICULTURAL MANAGEMENT

by
V. R. Gaikwad
Centre for Management in Agriculture

December 1973

Indian Institute of Management
Ahmedabad

To
Chairman (Research)
IIMA

Technical Report

Title of the Report:

TRAINING AND RESEARCH NEEDS FOR
AGRICULTURAL MANAGEMENT

Name of the Author :

V.R. Gaikwad

Under which area do you like
to be classified:

O.B

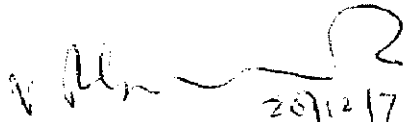
ABSTRACT:

The purpose of this paper is
(1) to highlight the rapid expansion
of government activities in the agri-
cultural sector, (2) to discuss the
areas and nature of management tasks
in the light of expansion of activities
(3) to develop a framework for training
courses in agricultural management,
and (4) to identify broad areas of
research which would provide a base for
developing the training programmes.

Please indicate restrictions
if any that the author wishes
to place upon this note

Nil

Date 20 Dec. 1973.


20/12/73
Signature of the Author

TRAINING AND RESEARCH NEEDS FOR AGRICULTURAL MANAGEMENT

V.R. Gaikwad

I

Agricultural development has long been recognized as a difficult task. Even when appropriate policy decisions for agricultural development have been taken, results have not been up to the expectations due to major weaknesses at planning, formulation, and implementation levels. In 1967, Lokanathan observed that "despite mobilisation of more resources than envisaged, the performance during the Third Plan was poor, because of faulty planning of projects and their bad execution." He also pointed out how the slack in agriculture (an increase of less than 15 per cent against the target of 30 per cent) had dislocated the economy. Administrative Reforms Commission observed that "the academic and theoretical exercises and projections by the Planning Commission are poorly reflected in performance."² Similar observations have again been made recently by many at the policy-making level.

Poor performance in the past on the agricultural front could be attributed mainly to administrative deficiencies as could be seen from the numerous evaluation reports of the Planning Commission and of the committees constituted by the Government of India from time to time to go into the problems of agricultural production, as well as from the observations of eminent economists and public administration experts. Incidentally, it is significant that few feel that there is anything basically wrong with the Indian farmers to blame them for failures on the agricultural front.

The purpose of this paper is (1) to highlight the rapid expansion of government activities in the agricultural sector, (2) to discuss the areas and nature of management tasks in the light of expansion of activities, (3) to develop a framework for training courses in agricultural management, and (4) to identify broad areas of research which would provide a base for developing the training programmes.

II

Expansion of Activities

With the changing socio-political ethos and the new directions that are emerging on the national canvass, the burden on agricultural administrators is changing in work load as well as in behavioural re-orientation, and new conceptual and management skills required by new directions.

For example, during the Fourth Plan period the concept of social justice and equitable distribution of income was introduced. The Fourth Plan emphasized the importance of small farmers and marginal farmers and their economy.⁴ This resulted in creation of new agencies, Small Farmers Development Agencies (SFDA) and Marginal Farmers Development Agency (MEDA), which will continue in the Fifth Five Year Plan.

The community development programme was introduced in the early 1960s. It tried to achieve functional integration by establishing an integrated staffing pattern by bringing together a team of subject matter specialists at the block level. However, it failed to achieve results, and a new concept of integrated area development--spatial integration of all economic and social activities, also known as growth centre concept-- has been introduced during the Fourth Plan period. This concept refers to the "appropriate location of social and economic activities over a physical space for the balanced development of a region."⁵

In the approach to the Fifth Five Year Plan, the major emphasis is on undertaking development programmes which are employment oriented. Towards this a variety of programmes and projects falling within the agricultural sector are being introduced in the country. Production and supply of key inputs, such as water, power, fertilizers, high yielding varieties of seeds, and machinery, are being progressively brought under the direct control and management of the government. New government controlled corporations, such as Fertilizer Corporation of India, National Seed Corporation, and Rural Electrification Corporation have been established. Nationalized banks have been directed to give substantial advances to agricultural sector and specially help the weaker sections of the farming population.

The government has also increasingly taken up the responsibility of providing services and facilities to farmers and of establishing agro-processing industries. For these activities State governments have established agro-industries corporation. The government is already in food procurement and distribution activity through the State government agency and Food Corporation of India. Recently, it has taken over the entire procurement of wheat from the middleman and is in the food distribution business. It is likely that during 1973-74, it may even take over the procurement of rice. It is also in the production field by establishing a number of large State farms under the control of the State Farms Corporation of India.

Thus, the government has taken up numerous production programmes of key inputs, supplies and credit programmes, communication and extension programmes, and procurement, processing and distribution programmes.

Consequently, the government's activities in agricultural sector have been expanding very rapidly. However, there are no deliberate corresponding efforts to develop the skills required to manage these activities. The only efforts made so far in this direction are establishment of the Centre for Management in Agriculture (CMA) at the Indian Institute of Management, Ahmedabad in 1963 and the National Training Centre for Agricultural Development and Project Planning at the Indian Agricultural Research Institute, New Delhi, in 1971. A few agricultural universities have started departments of management. But, because of normal constraints under which the universities function, many of these departments could not be suitably staffed and organized. Other institutions which are doing the same work in this field are National Institute of Community Development, Hyderabad, established in 1958 and Vaikunth Mehta Institute of Cooperative Management*, Poona, established in 1966. But, in these Institutes, the emphasis is more on information and specialized training and less on problem-solving management techniques and skills required in agricultural sector.

Due to rapid expansion of government activities and also due to lack of foresight, today the administrative machinery (including agricultural and allied departments of State and Central government, and government controlled corporations) is ill-equipped to plan, formulate, and implement development programmes and activities, and to take right decisions at the right time. Under these circumstances, it is doubtful whether the machinery would be able to show a better performance than in the past.

III

Areas and Nature of Management Tasks in Agricultural Sector

Development of training programmes suitable for organization, planning, and implementation of programmes and projects in agricultural sector requires a clear understanding of the functional components of modern agriculture. According to Mosher, there are three main functional components of agriculture--(1) Farming, (2) Agri-Support, and (3) Agri-Milieu.

*Previously known as Central Institute of Management for Consumer Business, run by the National Co-operative Development Corporation, Bombay.

He observes that in a subsistence agriculture "each farmer uses only his own land and family labour. In a modern agriculture farming is still central, but each farm becomes only the assembly line, utilizing and combining many different types of inputs drawn throughout the economy." The agri-support has two functional components--(a) commercial production, distribution of farm inputs, marketing, processing, and distribution of farm products; production credit for farmers, and (b) Non-commercial research, extension, training of agricultural technicians. The agricultural milieu has three components--(a) Political: farmers' participation in the political process, policies on land tenure, prices and taxes, agricultural development, (b) Economic: transportation, foreign trade, domestic industries and services, and (c) Cultural: traditions and values, social structure, and general education.⁶

According to Mosher, "Basically, the task of public organization and planning is to assure an adequate and appropriate development of agri-support activities, both commercial and non-commercial, and to activate appropriate changes in the agri-milieu."⁷ In the Indian context, it could be seen that the development of agri-support activities is now not left to private sector, but these activities are increasingly brought over under the direct management and control of the government. There are also indications that in future the government is likely to get more and more involved in the farm business either directly as in the case of State Farms Corporation, National Seed Corporation etc., and indirectly through collective farming as was recently done in Kerala.⁸

Considering the overall magnitude of agricultural sector, the new directives that are being given by the policy makers, and the variety of activities undertaken by the government, it is clear that development of training programmes for modernizing agricultural administration is bound to be the most difficult task.

Political ideology leads to national policy on development which is transformed into action through alternative operational strategies using various administrative techniques. The policy makers need help not only in clearly defining a policy but also in bringing out the possible implications of the policy. The administration at higher levels of organization requires the skill in working out the relative effectiveness of alternative operational strategies as well as work out appropriate management techniques for the execution of development programmes. For effective operation,

and provide mid-course corrections. Thus, at every phase of an activity,

key functionaries at various levels, are required to monitor the progress of a scheme, exercise control over the activity, right from scanning the environment to planning, formulation, and implementation, certain specific decisions are taken which require the administrative skills as well as knowledge of and expertise in handling new management techniques.

Nature of Management Tasks

In general, the basic management tasks for any activity are planning, organising, staffing, supervision and control, and evaluation. These tasks are performed in relation to a specific activity or a combination of activities and in relation to a given environment.

In the agricultural sector, modernization of administration demands (a) development of organizational structures appropriate to the activities to be performed, (b) application of modern tools and techniques of management, (c) understanding of new roles that need to be performed by the government functionaries at various levels according to the demands of activities, (d) basic attitudinal changes corresponding to new roles, and (e) sense of commitment to the programme objectives as decided by the policy makers.

After Independence, certain organizational changes have been introduced at the district level, which for all practical purposes is the operating unit.

The first major change came with the concept of community development, through which the community development block organization was introduced. The block organization system was based on dual line of command on the technical staff, both at the district level and at the block level. In the block system the combined load of regulatory and development and extension functions were carried out by the same functionaries--the Collector at the district level and the Block Development Officer at the block level. With the C.D. blocks, two new functionaries--village-level worker and extension officer--were introduced. When the block system was introduced, it was somehow felt that this structural change and addition of a few new functionaries alone would improve the efficiency of the system. No thought was given to procedural aspects of administration; old rules and regulation and procedures were followed. Recruitment and personnel policies did not change. As such a new culture suitable to development administration did not develop in the system.

The Intensive Agricultural District Programme (IADP) was the second major innovation in the system introduced in 1960-61. The IADP brought into the system a number of technical experts at the district level. It also introduced at the district level for the first time the concept of a project leader for agricultural programmes. After about thirteen years of IADP working there is a feeling now that IADP has, after all, not made any appreciable impact on the production of food grains and that the programme needs to be evaluated. As in case of C.D. blocks, in IADP also not much attention was paid to procedural aspects of administration as well as to the system of working at the district and level below it.

Introduction of special agencies--Small Farmers Development Agency (SFDA) and Marginal Farmers and Agricultural Labour Development Agency (MFAL)--to cater to the needs of special class of people is the third major innovation in the country. It is doubtful whether these agencies would be able to give the results because all the programmes of these agencies are implemented through the same district and block administrative machinery which is neither organized for nor geared to efficient performance.

Failure of these innovations has resulted to a great extent in the failure on production front. These failures focus attention on the need for appropriate organizational structure for agricultural development. In addition, failure on procurement and distribution front also indicates need for efficient organization. It seems that drastic changes are required in the administrative machinery in the delegation of authority, pin-pointing seats of decision-making and responsibility, procedures and norms of working, monitoring the progress and evaluation, and so on.

Modern tools and techniques of management consist of sufficient critical and analytical approach to problems; understanding of cost implications of various operations and of methods for getting results more economically and speedily; proper system of collection, analysis, preservation, and retrieval of information; methods of developing alternative strategies and for choosing one which is more economical and which can be accomplished with the given resources; understanding of critical review techniques for monitoring the progress and for evaluation of programmes. Few of these tools and techniques find place in the existing system. Structural changes alone will not give results, unless these tools and techniques are adopted at all the levels of the organization.

As pointed out earlier, government activities in the agricultural sector are rapidly increasing in scope, programmes, and magnitude. For many of these activities, there is no

precedence. These activities called for new definition of roles of functionaries and development of new norms.

According to Dube, bureaucracy has a three-fold role to play in economic development. "First, it has to provide the minimum pre-conditions and basic infra-structure of economic development. Second, it has to prepare the blue-prints of development and devise variables and dynamic strategies for their effective and efficient implementation. Third, it has to assess and evaluate the results of its efforts, watch their intended and unintended consequences, and ensure evaluation and progress of its own mechanics."⁹ Pai Panandikar observed that in the developmental administration the role of administrator changes from an "executive" to a "managerial" one. According to him, "The 'executive' type of administration is largely designed to carry out the directions given from time to time by the government.... The emphasis of the 'executive' oriented administration is principally to implement the policies and programmes.... In contrast, the 'managerially' oriented 'developmental' administration is essentially programmatically inclined... The emphasis here is not on appropriational authority or on preventing disequilibrating forces but on the attainment of goals and targets established in the planned programmes of the government which in fact may have built-in forces disturbing social equilibrium."¹⁰

Confusion regarding regulatory, law and order role and developmental role is quite widespread. It is often not realized that instead of being contradictory roles there could be complementary roles. In a society changes created by developmental programmes may bring out forces that could create law and order problems detrimental to development. On the other hand unimaginative handling of law and order situation due to lack of sensitivity to people's aspirations and genuine grievances may accentuate problems and built-up tensions which could be harmful to development. For example, the green revolution in Tanjavur district accentuated conflict between the landlords and agricultural labourers due to increasing disparity in income. Similarly, unless government's law and order machinery steps in to help the weaker sections, and socially under-privileged of the population against the onslaught of vested and feudal interests, no amount of effort for their economic and social uplift would be possible. Thus, in both these situations the maintenance of law and order role and the development role are complementary.

It is unlikely that government functionaries would be able to play the 'developmental' role unless there are corresponding attitudinal changes.

It is a well-established fact that government functionaries all along the line have favoured the well-to-do, rich farmers who are the rural elite. The administrative machinery generally depends on the rural elite while implementing development programmes. The elite in its turn is supposed to pass on the knowledge and practices to the masses and to achieve and motivate them for change. The rural elite, in a way, functions as agents or middle-men. However, this elite is not neutral or impartial and has a deep vested interest in programmes of the government.

The village level functionaries, the elected leaders, the village influentials, all work hand in hand as "gate keepers," decide what information, when, and in what form should reach the ignorant poor section of the population. They decide who should be benefitted and who should not be. The poor sections are generally ignorant about the whole affair and have little voice even in the schemes meant for them. The strategy of involving influentials and opinion leaders in the communication of new ideas to masses makes a basic assumption that the influentials and opinion leaders have an intrinsic desire or are motivated to communicate information to the masses. However it is now realized that such is not the case. The emerging rural leadership is essentially power oriented. Rural leaders come from the upper strata of rural society, and by and large, exercise direct or indirect control over the economic, political, and socio-cultural institutions.

The officials generally identify themselves with the rural elite. The elite approach appeals to the officials of the implementing machinery for the following reasons. The elite generally takes up new programmes without much hesitation, either because it has the financial capacity to take the risks or it is progressive and knows the benefit it would receive from such programmes. Sometimes it may take up the programmes just to oblige the block staff to fulfil its targets without effort. The elite is in a position to provide facilities such as tables, chairs, cots, and refreshments, and to arrange a place for a meeting. Now-a-days officials do not camp in villages, but thanks to better roads and jeeps, generally make quick 'touch and go' types of tours. Since they themselves do not spend much time in the villages, they depend on the local influentials to help them achieve the results,

If the officials' entire identification, contact, and communication is with the rural elite, how can they help the weaker sections of the population? Officials often reveal an attitude of utter contempt and arrogance and lack of sensitivity and empathy while dealing with the weaker and underprivileged section of the population. Unless basic attitudinal changes take place in the functionaries, it would be impossible to achieve the goal of development of the masses.

It is now realized that the administrator has to have a high degree of commitment to programme objectives. It is necessary here to make a distinction between the "political neutrality" and "programme neutrality" of the civil services. When a question on this was raised in a recent conference, T. Swaminathan, the then Cabinet Secretary, observed that "even the Prime Minister had on earlier occasions made observations on the committed civil service. According to her, it did not mean committed civil service to a party or to a personality, since a civil servant has at all times to serve the government in power." According to him, "the important thing was to be committed to the welfare of the common people, who had to be ensured the basic necessities of life. There should be only enlightenment to one's tasks which was needed today."¹²

In the absence of such commitment the basic programme objectives often get distorted and twisted or completely lost sight of by the administrators. Funds are no doubt spent but without achieving the primary goals and objectives of the programme. This especially happens when the programmes are meant for weaker sections of the population. For example, in a scheme for small farmers it was found that every year there was a vast gap between the proposed schemes and the schemes actually implemented.¹³

IV

A Model Course for Project Management

In the context discussed above, it is clear that there is an urgent need for complete reorientation of agricultural administration. This could be achieved by developing a series of training programmes for agricultural administrators. To be effective these programmes should cover administrators from all the levels-top, middle, and lower levels. The nature of training given to various categories of functionaries should be according to the nature of task performed at a particular level. It is difficult at this stage to list all the activities

in the agriculture sector, work out the management tasks that are required to be performed at each level, and suitable managerial and operating systems needed for various organizations. However, broadly speaking key administrators functioning at central, state and district level, and from national corporations should be covered by appropriate training programmes.

The size of the agricultural sector in the country is huge, and the administrative machinery has to perform complex operations. It is realized that though massive changes in structure and organization of agricultural administration are urgently needed, it is difficult to introduce such changes at all the levels. For practical purposes one could approach the problem from a different angle. It is possible to divide the overall management system for agricultural sector into two broad groups--(1) first order management system covering the functionaries at the Planning Commission, agriculture and allied ministries at the Central level, and departments of agriculture at the State level, and (2) the operating systems in these ministries and departments and corporation and the district level operating system. The district level operating system is important because most of the development programmes are executed by this level. Since policies ultimately come out in the shape of discrete projects and programme training programmes could be planned to provide managerial skills in planning and implementation of discrete projects and programmes which are sufficiently common for the country as a whole.

To start with a model course for the agricultural project/programme management for various functionaries could be developed on the premise that the district level administration functions as middle level management, and is primarily responsible for the planning and implementation of various schemes. The district administration handles three types of schemes: (1) those sanctioned at the local body level according to functions transferred to local bodies by the State government, (2) special State/Centre schemes transferred to local bodies for implementation, (3) Centre/State schemes for which services of officers are requisitioned by the government.

The course should focus on a basic core of management concepts, tools, and techniques which are applicable to a relatively wide range of agricultural programmes and projects. The principal focus of the course should be on project/programme planning, implementation, and evaluation. These concerns should be examined in relation to the environment and organizations within which the administration is likely to function, and in relation to social responsibility of

administrator. Broad framework of such a model course could be as follows:¹⁴

1. National Policy on Agriculture

National ethos; new directions; concept of social justice and equitable distribution of income.

2. Agricultural System

Functional component of agriculture; agricultural practices and technology.

3. Environment Analysis

Various dimensions of rural environment; institutional set up at the district level and below; administrative organization and structure at the district level.

4. Organization Analysis

Role perception; problems associated with shift in roles; administration and communication skills for development administration; role of attitude and commitments; social and behavioural dimensions in administration of programmes.

5. Project/Programme Planning

Elements and techniques of project/programme planning; formulation of objectives and targets; needed inputs for formulation of objectives; feasibility studies.

6. Project/Programme Implementation

Organization of physical and financial inputs; procedural aspects of implementation; organization of work and determination of work schedules; problems of inter-agency coordination.

7. Project/Programme Evaluation

Need for evaluation exercises; elements of an evaluation exercise; performance budgeting; costs and benefit analysis; information and control system; organizational needs for evaluation.

8. Techniques

Exercises on PERT, cost-benefit analysis, and systems analysis.

Based on this model course, two types of training courses could be developed. (1) General management course for general administrators: In this course, teaching material could be drawn from various agricultural and allied subjects, programmes, and projects. The objective of this programme should be two-fold: (a) to expose the participants to management concepts as applied to project management and (b) to suggest that such concepts are applicable to a variety of programmes and projects. (2) Specific project or programme oriented course for subject matter specialist administrators. Here the objective is to impart management skills required in managing a specific programme or project such as SFDA, Rural Electrification, and Seed Multiplication.

So far we have dealt with the training programmes for the officers from various departments. In India almost all training programmes are elite oriented, i.e., they train only officer cadre people. Little or no attention is paid to training of supporting secretariat staff of the departments. No officer, how ever competent he may be, is able to make durable changes in the working system of the department, unless the changes are accepted by the subordinate secretarial staff such as section officer, superintendent, U.D.C., and L.D.C. It is a well-known practice that it is the section officer or superintendent who initiates the notings on the file, which goes from him to under secretary, to deputy secretary, to joint secretary to secretary, and comes back to him again through the same channel. Often he has the first and last word on the subject under consideration. Being in the department for a long time, he knows all the procedures and precedences, and officers depend on his knowledge and judgement. He is the person who more often than not formulates and designs schemes; prepares the budget estimates, etc. Thus, in the department, the operating system in the real sense of the word, lies in the subordinate secretarial cell. Unless the secretarial staff accepts management techniques, is ready to change its ways of working, and accpets new operational techniques, no changes are possible in the system. A system is efficient to the extent each unit in the system is efficient. As it exists today in the government, the system is not complete without the existence of subordinate supporting staff. As such it is imperative that this sub-system of the government also gets due attention in the training programmes.

Research Base for Training Programmes

Effectiveness of such training courses will depend upon the quality and suitability of the teaching material used in the courses. It will also be necessary to use a variety of educational methods in these courses, such as case method, small group discussions, syndicates and other experimental exercises. The choice of a particular method or technique should depend upon how best it fulfills the specific needs of the given situation in the course. It is felt that a somewhat greater emphasis should be placed on the case method of study and group discussions because a case is a real life situation, written around a decision-making or problem-solving situation. It describes the situation and provides facts, data, and opinions as would be available to the administrators at the time when the decisions had to be made. The intellectual process of identification of relevant issues, analysis of problem, development of alternatives, and of making recommendations choosing the "best" alternative for implementation is essentially identical to managerial decision-making process in real life.

It is often not realized that to be effective a training programme requires a strong research base, and the research has to be of applied nature. Its objective should be (1) identification of training needs, (2) development of suitable and appropriate teaching materials for courses, (3) identification of the difficulties faced in the utilization of knowledge and skills learnt through courses in the actual field situations, and (4) developing methods and ways to minimize these difficulties and resistance to change in organizations.

In the present context, before effective training programmes could be developed, it is necessary to understand:

1. What are the major activities which require management training? What are the priority activities and areas within activities?

2. What is the nature of training programmes developed so far?

3. What is the magnitude of training infrastructure which could impart training in the field of agricultural administration?

4. Where agricultural administration stands today in the use of modern techniques of management?

5. What are the management lacuna in the system?

6. What are the skills that need to be imparted to administrators to overcome these?

In the wider context the questions that need to be examined are:

1. Can the combined load of regulatory and development functions be carried out by the same functionaries without detriment to either sphere of work?

2. What structural and organizational changes, alterations in procedures, and changes in attitudes of officers are required to achieve better coordination in policies, in planning and implementation?

3. Is Block a viable unit of administration? If not, on what criteria new units should be evolved?

4. What ways and means have to be devised to ensure the selection of only those who have the requisite personality traits, and aptitudes for development work?

5. What are the existing channels of communication in rural areas, and the role and functions of different categories of agents of communication?

6. What is the people's attitude towards government and government programmes?

7. What are the "pathologies and dysfunction of bureaucracy"? What are the values, motivation, and attitudes of civil service entrusted with development tasks? To what extent the attitude of the civil service is ridden with procedural rigidities of law-and-order state, and to what extent these have chances to meet the demands of new development responsibilities?

8. How different administrative deficiencies affect the implementation process? At what level of organization and at what stage of implementation these are not likely to originate and in what form?

9. What is the role and function of V.L.W? Is he competent to handle the responsibility of transmission of new knowledge to rural population?

10. What should be the nature of collaboration between the Indian Council of Agricultural Research, agricultural universities, and agricultural administration?

11. What should be the nature of education imparted in agricultural universities that would help the developmental administration in agricultural sector?

Major functional problems¹⁵ which the plan of research on modern agricultural administration should cover are:

1. 1. Problems pertaining to structure and organizational set-up, recruitment and training; working conditions, unit of administration; delegation and decentralization, role of specialists, and generalists.

2. Problem pertaining to planning process; planning at what level; felt needs of population; planning process at various levels; people's participation in planning.

3. Problems pertaining to execution and implementation of programme-programme planning; procedural aspects in execution and implementation.

4. Problems pertaining to administrative coordination and interaction; division of work responsibility; organizational arrangements and methods for achieving inter-agency coordination.

5. Problems pertaining to democratic decentralization; role and functions of non-officials, involvement of non-officials at planning and implementation level.

6. Problems pertaining to communication between rural population and administration; outlook, aspiration, and motivation of rural people; people's reactions to programmes; channels of communication; administration of extension programmes.

7. Problems pertaining to moral and motivation of civil servants; officers' perception of rural people; job satisfaction; commitment to programmes and policies; rewards and punishment.

8. Problems pertaining to programme evaluation; evaluation techniques; methods and criterion employed; information and control system.

Research in these functional problem has to be done so that meaningful material for training programmes could be developed. Without such efforts training programmes will be sterile and ineffective.

Foot Notes

1. P.S. Lokanathan, "Lokanathan Warns of Defective Planning," Indian Express, Feb 6, 1967.
2. Administrative Reforms Commission, Report of the Study Team on Agricultural Administration (New Delhi: Government of India, Press, 1967), I, p.291.
3. For example, in 1958, the Agricultural Administration Committee has observed, "Administrative lapses have universally contributed towards shortfalls in implementation of agricultural schemes and thereby directly caused shortfalls in production," The Report of Agricultural Administration Committee, 1958, p.4

Again in 1963, the Central Teams on Agricultural Production consisting of senior officers of the Ministry of Food and the Planning Commission have observed, "Unsatisfactory administration and organizational arrangement was, by far, the most important single factor responsible for inadequate progress in the sphere of agricultural production," The Report of the Working Group on Inter-departmental and Institutional Coordination for Agricultural Production (cyclostyled), 1963, p.1.

Professor M.L. Dantwala, eminent economist, has observed that "the failure of agricultural programmes in Plans was mainly due to 'faulty implementation' and not (due to) the failure of plans, policies and political leadership." While referring to the present rate of increase in agricultural production, he said, "the results would have been far better than that we see today if the administration were clean and efficient," Indian Express, "Faulty Implementation of Farm Plans," op.cit.

Planning Commission, Government of India, Approach to the Fourth Five Year Plan, May 1968, pp.10-11.

Lalit Sen, et al., Planning Rural Growth Centres for Integrated Area Development: A Study of Miryalguda Taluka (Hyderabad: National Institute of Community Development, 1971), p.2.

6. A.T. Mosher, To Create a Modern Agriculture: Organization and Planning (New York: Agricultural Development Council, Inc., 1971), pp.5-9.
7. Ibid., p.9
8. The first collective farm in India was inaugurated on April 2, 1973, at illithods, in Ernakulam District, Kerala. This collective farm with the estimated investment of Rs.55 lakhs is reported to be heading towards a disaster due to faulty administration. See The Economic Times, May 10, 1973.
9. S.C. Dube, "Bureaucracy and Economic Development," Indian Journal of Public Administration, XII, 3 (July-September 1966), p.344
10. V.A. Pai Panandikar, "Development Administration: An Approach," Indian Journal of Public Administration, X, 1, (January-March 1964), pp.36-37.
11. Some of the studies on rural leadership which bring out these dimensions are: Leela Dube, "Leadership ~~ini~~ Community Development and Decentralized Democracy (Typescript), Paper submitted to International Development Seminar on Community Development and Local Government, East-West Centre (1965), p-12; L.K. Sen, Opinion Leadership in India: A Study of Inter-personal Communication in Eight Villages, (Hyderabad: National Institute of Community Development, 1969) p.33; S.C. Dube, "A Note on Communication and Economic Development," in D. Lerner and W. Schramm (ed.), Communication and Change in the Developing Countries, Honolulu: East-West Centre Press, 1967), pp.94-95; V.R. Gaikwad, Small Farmers: State Policy and Programme Implementation, (Hyderabad: National Institute of Community Development, 1971) pp.64-67; V.R. Gaikwad, et.al., Opinion Leaders and Communication in Indian Villages (1972), pp.142-147; Rural Social Structure and Communication in an Indian Village (1973), pp.113-125, (both from Ahmedabad: Indian Institute of Management).
12. Training in Changing Environment: Proceedings of the Fourth Annual Conference on Training, (New Delhi: Training Division, Development of Personnel, Cabinet Secretariat, 1972), I, p.16.

13. V.R. Gaikwad, Small Farmers: State Policy and Programme Implementation (Hyderabad: National Institute of Community Development, 1971), pp.60-61
14. A course based on this model was developed by the Centre for Management in Agriculture, Indian Institute of Management, Ahmedabad. The course entitled Agricultural Programme Management for IAS Probationers was conducted from May 14 to 24, 1973 at the LalBahadur Shastri National Academy of Administration, Mussoorie, in collaboration with the Academy.
15. For further details on functional problems, see V.R. Gaikwad, "A Survey of Research Work done in the field of Administration of Development Programmes in Agriculture and Community Development," Paper under publication with Indian Council for Social Science Research.