

**FOURTH REPORT**  
**STANDING COMMITTEE ON AGRICULTURE**  
**(1993-94)**

**(TENTH LOK SABHA)**

**MINISTRY OF AGRICULTURE**  
**(DEPARTMENT OF ANIMAL HUSBANDRY AND**  
**DAIRYING)**  
**ANNUAL REPORT 1992-93**

*Presented to Lok Sabha on ..... December, 1993*  
*Laid in Rajya Sabha on ..... December, 1993*



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

*December, 1993/Pausa, 1915 (Saka)*

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COMPOSITION OF THE STANDING COMMITTEE ON  
AGRICULTURE  
(1993-94)

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3. Shri Haripal Singh — *Under Secretary*

## INTRODUCTION

I, the Chairman, Standing Committee on Agriculture having been authorised by the Committee to submit the Report on their behalf, present this Fourth Report on the Annual Report of the Ministry of Agriculture (Department of Animal Husbandry & Dairying) for the year 1992-93.

2. The Committee took evidence of the representatives of the Ministry of Agriculture (Department of Animal Husbandry & Dairying) on 15th October, 1993. The Committee wish to express their thanks to the officers of the Ministry of Agriculture (Department of Animal Husbandry & Dairying) for placing before them, the material and information which they desired in connection with the examination of Annual Report of the Department for 1992-93 and for giving evidence before the Committee.

3. The Committee considered and adopted the Report at their sitting held on 26th November, 1993.

NEW DELHI;  
December, 1993.

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*Pausa, 1915 (Saka)*

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

## CHAPTER I

### ANIMAL HUSBANDRY

1.1 The Deptt. of Animal Husbandry and Dairying came into existence in 1991 with the responsibility to look after all matters relating to livestock, inter-state coordination, guidance for national level programmes, international cooperation in the livestock sector and transfer of new technologies.

1.2 Entrusted with this responsibility, the Deptt. has adopted objectives and strategies for Livestock Development during Eighth Plan which, among other things, emphasises on the 'Expansion and Strengthening of Infrastructure for artificial insemination to improve its efficiency and effectiveness using frozen semen technology for cross-breeding purposes' and 'Genetic improvement of important livestock breeds by selective breeding and cross-breeding of low producing non-descript stock both for milk and draught purposes'.

#### *Breeding Policy*

1.3 The Committee find that the Breeding Policy which was laid down by a panel of Animal Husbandry scientists and experts nominated by the Govt. of India in consultation with State Governments and ICAR in 1965, also emphasizes on the two aforesaid objectives. Therefore, it is evident that the objective and strategy adopted for Eighth Plan continues to be same as adopted in Breeding Policy in 1965. There is no change in the policy. When asked whether there has been a need to review and update the policy as more than two decades have elapsed since formulation of breeding policy. Deptt. of Animal Husbandry & Dairying in their written reply stated that in view of the structural change in cattle population, shift in priority for cattle breeding for different purpose and innovations in breeding techniques a working group of experts had been constituted in January, 1992 to review the breeding policy and recommend changes, if any, for improving productivity of cattle / buffalo. The group has met in 1992 and a national consultation has been proposed for January, 1994 to take final view in the matter.

1.4 In this context, Committee wanted to know whether there had ever been any review of the 1965 policy so far and if yes, what were the observations thereof. They also wished to know why this policy was not reviewed continuously and why working group was taking so much time. The Secretary, Deptt. of Animal Husbandry & Dairying during the course of evidence stated:— "Breeding policy is formulated for a period of 15 years. The first Breeding Policy was laid down in 1965 to solve problem of milk production and production of high yielding cattle. Thereafter, National Commission of Agriculture also gave confirmation to the Breed-

ing Policy in 1976 and gave some suggestions. But it is not known whether they were implemented or not." Secretary further admitted that as regards the Standing Review Committee, there is no such Committee. When Committee expressed their concern that the policy which is already in vogue is not being properly reviewed and monitored, representative of the Deptt. of Animal Husbandry indicated that there is a tremendous disagreement between certain groups of people in various states and stated:—

"Govt. of India's position paper has already been circulated to all the states and we are awaiting their reaction. Recommendation from eight states have been received. Discussions are going on with other major states. In the meantime, there has been a change in the global perception. Another new element which has arisen in our breeding policy is due to the proposed Dunkel Draft. The position paper which we have prepared is primarily based on a situation which generally existed at that time. Our indigenous cattle have special genes for disease resistance, tropical adaptability, temperature sensitivity and so on. But their productivity is not high and we have not been able to largely invest on them except for draught power. Unfortunately, funding is so restricted in the Deptt. of Animal Husbandry due to which we are unable to carry scientific research on indigenous cattle and their disease resisting genes, etc. So, we are not in a position to know which are to be patented and preserved."

1.5 He further stated:— "We are not taking care of our own strains. If the Holstein Friesian bull is patented in U.K., whose frozen semen is used by our farmers in cross breeding, then it may affect our interests."

1.6 In consonance with the objective of Breeding Policy, Annual Report of the Deptt. indicated that for faster genetic progress in the milch cattle and buffaloes, male calves of best cows / buffaloes are selected under different breeding programmes, tested for their libido, semen quality and semen freezeability before they are put under use. When asked about the number of breeding programmes, their areas of operation, their targets and achievements and how many of them are of the State and Central Governments, the Deptt. of Animal Husbandry in their written note stated that the breeding programmes differ from area to area. These can be pure breeding, grading up or cross breeding. When the animals of same pure bred are bred within the breed, it is called pure breeding, while in grading up, superior bulls of a recognised superior breed are used generation after generation in the same line to grade it up towards the superior breed. Cross breeding is mating of two distinct recognised breeds. As regards the role of Central Govt., Deptt. stated that the 'breeding programmes are implemented by States. Govt. of India is coordinating and giving assistance and necessary guidelines' wherever required. However, when Committee sought clarification that under which programmes the assistance to diffe-



rent states has been given since 1990, their mode, criteria and guidelines fixed for giving assistance, Deptt. in their written reply stated:—

“There is no scheme in the Deptt. of Animal Husbandry & Dairying for providing assistance for implementation of breeding policy.”

1.7 The Committee find the replies from the Deptt. most unsatisfactory and contradictory. It is not clear how many breeding programmes are in operation in the country, how many are of the Central Govt. and State Governments. Further, Deptt. in one place concedes that they give assistance whereas in another place states that there is no scheme for providing assistance.

1.8 Production of highly pedigreed and known genetic bulls would be done by involving cattle breeding farms of the Central / State Governments, bull mother farms of NDDDB, voluntary agencies, gaushalas and even private breeders with a view to cover huge cattle / buffalo population.

1.9 The cattle population according to Cattle Census 1987 (Provisional) shows that there are 199 million cattle and 79 million buffaloes, out of which about 100 million are breedable. These females are either being covered by Artificial Insemination (A.I.) or by natural services (NS). A.I. can be with frozen semen or chilled semen. Deptt. of Animal Husbandry & Dairying in their written reply has stated that on an average one bull is sufficient for:—

- i) 3,000 breedable females through frozen semen technology, taking 2.5 A.I. per conception.
- ii) 1,000 females through chilled semen technique taking into account as 2.5 A.I. per conception.
- iii) 100 females through natural service.

1.10 On being asked what is the current requirement of bulls to be produced and the targets fixed for 1992-93 and 1993-94, Deptt. in written reply furnished the following information:—

	1992-93	1996-97
1. For Frozen Semen Production	3,600	6,000
2. For Chilled Semen Production	1,500	2,000
3. Natural Service Production	9 lacs	8 lacs

1.11 Accordingly, targets have been fixed for production of bulls. The requirement is being met in the following manner:—

- i) Central Cattle Breeding Farms for Holstein Friesian, Jersey, Tharparkar, Red Sindhi and crossbreeds.
- ii) ICAR institutes for crossbreeds, sahiwals, ongole and other indigenous breeds.
- iii) Agricultural universities for cross-bred and pure-bred indigenous breeds.

- iv) Bull mother farms of NDDB.
- v) State Cattle breeding farms.

1.12 The Department has admitted that they would be able to produce sufficient number of bulls by these programmes. But the Committee are still unaware about the Annual targets fixed for bull production as well as for the Eighth plan. Mere mentioning about the requirement is not sufficient. In the absence of fixed targets, the Committee is unable to know whether the achievements in this direction are upto the expectation or not. Surely kind of planning must have been formulated which envisages the targets for Eighth Plan and Annual plans so that bull production programme could be covered within a time frame. The Deptt. has only stated that 'accordingly targets have been fixed for production of bulls'. But what the targets are have not been made clear to the Committee.

#### *Central Cattle Development Organisation*

1.13 Central Cattle Breeding Farms, Central Frozen Semen Production and Training Institute, Hessarghatta and Central Herd Registration are three components coming under this scheme.

1.14 Central Cattle Breeding Farms numbering seven are engaged in producing high breeding value bulls of certain indigenous and exotic breeds with the objectives of maintaining rationalised herd strength of the breed / type of cross bred animals and its progressive genetic improvement for milk production by scientific methods, producing and distributing of superior pedigreed bulls for use in cattle and buffalo developments and programmes and producing elite females for supply as donor in embryo-transfer project to fulfil the requirement of various agencies.

1.15 The bulls produced by these Cattle Farms are supplied to Animal Husbandry Deptts. of State Governments and Union Territories as well as other organisation engaged in Cattle Buffalo breeding on the basis of their book value. However, bulls are made available to panchayats at a concessional price of Rs. 500 per bull only for breeding purpose.

1.16 The Committee have found that producing high breeding value bulls by these cattle farms is being taken up at a large scale, as stated in the Annual Report. But Committee are not aware what steps / measures have been envisaged for large scale breeding. How many bulls would be produced by such large scale breeding, what was outlay for the last year and for this year, whether the functioning of cattle farm has been reviewed, what scientific methods are to be used should have been made clear in the Annual Report so as to judge the progress of these farms. Further, Frozen Semen and Embryo transfer laboratory is being set up to benefit the farmers of the Eastern region. About the progress of work, Deptt. in their written reply has stated that the liquid nitrogen (LN) Plant has already been set up and is in operation. Frozen Semen and embryo transfer equipment including Phase Contrast Micro-scope are being

imported for which orders have been placed and letter of credit has been opened. Frozen Semen, super ovulation and embryo transfer works have been successfully tried on the farm. The setting up of laboratory will be completed by the end of 1994-95. The Deptt. has admitted that there is slight delay in getting the equipments imported. The Committee would like the work to be expedited and action taken reported.

1.17 The Committee also note that the objectives of Central Herd Registration Scheme have been enumerated in the Annual Report under:—

i) To survey and study production records of cows and buffaloes in their breeding tracts and locating superior germplasm in the breeding as well as breeding farms through milk recording and registration,

ii) To collect and publish production data of all registered animals for general guidance and inter-breeding / inter-farm exchange of animals, and

iii) To provide incentives to breeders / institutions to preserve indigenous germplasm and to produce cows and buffaloes of high productivity through proper selection.

1.18 In the light of these objectives, the Department states in the Annual Report that as per the specific breed characteristics and prescribed level of milk production, particular cows are identified in their breeding tracts and registered. Further, breeders / farmers possessing the registered animals are provided prize incentives and farmers are advised to form associations for looking after scientific breeding of their animals by using outstanding bulls and rotate the same in project areas.

1.19 The Committee are of the opinion that the information as contained in Annual Report does not make clear whether any survey and study has been carried out or is proposed to be carried out. It does not state how many farmers have been provided incentives and whether advice to form associations has been made any impact on farmers. The Annual Report is, therefore, incomplete and should furnish comprehensive information and facts in order to make activities of Department more transparent.

#### *Extension of Frozen Semen Technology for Cattle and Buffalo Development & Progeny Testing Programme*

1.20 The programme of dissemination of superior germplasm through frozen semen technology has been in operation since Sixth Plan. The scheme provides 100% Central grant to the states for setting up/strengthening of frozen semen bull stations, frozen semen banks and setting up frozen semen artificial insemination centres and conversion of chilled semen artificial insemination centres to frozen semen artificial

centres. The Deptt. has admitted that the targets have been achieved in this regard. The Budget outlay and expenditure from Sixth Plan onwards are as follows:

*Outlay Expenditure*

(Rs. in lakhs)

6th Plan	1470.00	1391.13
7th Plan	500.00	664.97
1990-91	247.00	245.45
1991-92	260.00	324.99
1992-93	250.00	249.514
<b>Total</b>	<b>2727.00</b>	<b>2876.054</b>

1.21 The Strengthening of the infrastructure for artificial insemination to improve its efficiency and effectiveness using frozen semen technology has been identified as a thrust area for the development of increasing productivity of cattle and buffaloes during Eighth Plan, but the outlay for the Extension Frozen Semen Technology as seen from the above figures indicates that the outlay for this programme has been declining as the total expenditure during Sixth Plan was Rs. 1391.13 lakhs while in 7th Plan it was Rs. 664.97 lakhs.

1.22 The Deptt. of Animal Husbandry & Dairying has stated that Eighth Plan outlay for Extension Frozen Semen Technology (EFST) and Progeny Testing is Rs. 1975.00 lakhs. Since the Programme has been identified as thrust programme, the budget outlay has been stepped up for Eighth Plan.

1.23 During the 6th Plan Rs. 118.00 lakhs were released to Bihar for one bull station, Frozen Semen Bank and 400 Artificial Insemination Centres. The Committee have been given to understand that the information with respect to setting up of 400 A.I. Centres is not available with the Department of Animal Husbandry & Dairying as State of Bihar has not supplied the same despite repeated reminders. However, Bihar reported in May, 1985 that an amount of Rs. 59,41,520/- has been spent during 1983-85. As a consequence of not furnishing utilisation certificate, no amount was released to Bihar.

1.24 The Committee is of the opinion that if the States do not create infrastructure even after being provided 100% grant, the thrust which has been given to this programme would not be successful and the Cattle & Buffalo development would be affected adversely. The Committee is concerned over the fact of non-furnishing of utilisation certification by the States and direct that such instances should be brought out in the Annual Report.

### *National Bull Production Programme*

1.25 National Bull Production Programme, which was initiated in 1991-92. Under this programme assistance is provided to gaushalas and States for the purpose of making rapid progress in Cattle and buffalo production by introducing the latest Embryo transfer technology. Ten State farms have been assisted during 1992-93 under this programme. But nothing has been stated about the gaushalas assisted. Further it has been stated in the Annual Report that State Governments are also being assisted for the purchase of bulls of indigenous breed. However, it has not been made clear that how many states have been assisted and how many are proposed to be assisted. The Report does not specify how many old bulls have been replaced and how many would be replaced during the current year.

1.26 The Committee note that Annual Report claims that selected Gaushalas have also been taken during the year 1992-93 for development, production of bulls of recognised milch/dual purpose/and draft breeds. However, during the course of evidence, representative of the Deptt. stated:

“We in the Department have looked into it. A group is looking into the matter to find out the capability of the draught animal power, the available resources and how to go about it so that this aspect can also be integrated into our breeding strategy”. He further stated: “Unfortunately, in the work distribution among various departments, draught animal energy come under Ministry of Non-conventional Energy. The Deptt. of Non-conventional Energy does not have any information”.

1.27 The Committee note that Deptt. does not have even preliminary information with respect to draught animal. They would like to know the kind of development the Deptt. could have done in this regard during 1992-93 which has not been specified in the Annual Report. The Committee would, therefore, like that the programmes, their achievement, etc., should be highlighted in the Annual Report. The Committee strongly feel that subject of draught animals should be given to the Deptt. of Animal Husbandry & Dairying in order to avoid duplicity of work as both the Ministry of Non-conventional Energy and Deptt. of Animal Husbandry are engaged in the same subject.

### *Poultry Development*

1.28 Poultry industry has taken a long stride over the years as the annual egg production has increased from 1.8 billion eggs in 1950-51 to about 21.7 billion eggs during 1991-92 and has given job opportunities to a large number of persons.

1.29 Poultry Breeding Farms established at Hessarghatta, Bombay, Bhubaneswar and Chandigarh are playing vital role in augmenting egg production. No doubt, considerable egg production level has increased over the past years, yet the availability of egg per capita in the country is not equal. In some parts it is very high such as Maharashtra, Andhra

Pradesh and Tamil Nadu whereas in some states like Bihar and U.P. etc. it is very low. Therefore, there is need to step up production level of eggs so as a scheme such as mid-day meal for school children on national level could be launched which will eradicate malnutrition among the growing children. On being asked what steps the Govt. is taking in this regard, Secretary, Deptt. of Animal Husbandry & Dairying during the course of evidence stated:

“We have also taken up concentrated and concerted efforts of increasing egg production and meat production in four Eastern States: Orissa, West Bengal, Bihar and U.P. and we are trying to increase the level of production so that they can have ready availability of eggs.”

1.30 The Committee find that no concerted efforts are being made in the four Eastern States in the Annual Report. The Committee are of the opinion that when the Deptt. has full knowledge about the low per capita availability of eggs then there is no rationale why the same fact cannot be indicated in the Annual Report, The Committee would, therefore, like to know what steps have been taken to increase egg production and how far per capita availability would be increased. The Committee further note that mid-day meal scheme should be continued, by increasing egg production which should be pursued vigorously.

1.31 Feed availability and good quality of feed are the two ingredients which contribute largely in increasing egg production.

1.32 Maize is the most important feed for the poultry without which poultry sector may suffer adversely. Therefore, emphasis should be laid on the production of maize that a continuous supply of maize could be maintained. The Committee had expressed apprehension that the cost of maize has risen rapidly and as a result poultry farmers are exposed to risk. Unless some support price provided, the prices of maize would go beyond the reach of common farmers. The Secretary, Deptt. of Animal Husbandry and Dairying has stated that a study was undertaken last year which showed that maize is cheaper than the international price. He further stated: “We have thought about two or three years ago importing of maize. Then, it was given up at the instance of Indian Maize Association. They said, they would produce as much maize as possible. Last Year, maize prices had sharply fallen. We have written to the poultry farms association that in case they would like to purchase maize, Indian Maize Association is willing to give as much maize as they want.”

1.33 The Committee feel that the production of maize which the Deptt. claims to be sufficient need effective distributing and procuring agencies which could keep up regular supply of maize to the poultry farmers.

1.34 Another important factor for the poultry development is good quality of feed. In order to check quality of feed, four central as well as Regional Laboratories are analysing the feed samples, which the Department of Animal Husbandry & Dairying in their written reply has admitted,

are not adequate for the whole country. Further, Department has no plan to open new Laboratories. On being asked how the illiterate, weaker section and tribal people residing in remote areas as well as in villages are educated about the Feed Analytical Laboratories and whether there is any need to set up such Laboratory in villages and in remote areas, Department of Animal Husbandry & Dairying stated that since illiterate, weaker section and tribals have small size poultry farms and are purchasing poultry feed primarily through State Government/Public sector organisation which in turn purchase quality feed through analysing the feed ingredients/feed at their analytical laboratories/private sector feed analytical laboratories/regional feed analytical laboratories, it may not be necessary to have the establishment of regional feed analytical laboratories by Govt. of India. Department has further stated that Feed quality control is a state subject.

1.35 The Committee note that on the one hand Annual Report itself indicates the importance of Poultry as it provides additional income and job opportunities especially to the weaker sections of the society and on the other hand Department feels that the setting up of regional feed analytical laboratories is not necessary since weaker section and tribal people residing in the remote villages have small size poultry farms and purchase poultry feed directly from State Government / public sector organisations. The State Government and public sector organisation in turn purchase quality feed from regional feed analytical laboratories of the Govt. of India which the Department has conceded, is not adequate for the whole country. The Committee are of the opinion that when regional laboratories are not adequate, it is evident that state / public sectors from where weaker section or tribals purchase feed would not be capable of fulfilling the demand of quality feed. The Committee feel that a regional laboratory should be set up for the weaker section and tribal people, as they are largely associated with poultry sector.

1.36 Two factors have been mentioned in the Annual Report with regard to export of poultry products-removal of constraints and provision of incentives. It would have been more appropriate if the constraints were indicated in the Annual Report. The Deptt. of Animal Husbandry & Dairying has stated that if National Poultry Development Board comes into existence, exports will increase. However, Planning Commission and the Finance Ministry have not agreed to this idea. On increasing export, Secretary during the course of evidence stated:

“We have taken to ourselves a target of about Rs. 500 crores of exports by the turn of the century. We are making efforts for that. We have taken up every special programme for development of the production base.” Therefore, four states of U.P., Bihar, West Bengal and Assam have been taken up for intensive poultry development. Moving in this direction, Deptt. has been pursuing this matter with the private entrepreneurs and have also assured them help.”

1.37 In order to give impetus to exports in poultry, Secretary Deptt. of Animal Husbandry & Dairying stated:

“We are conscious of the fact that unless some kind of transport subsidy is given to them, we will not be able to increase our exports.” He further stated that Agricultural Sector which includes Animal Husbandry gets very low subsidy as compared to European countries.

1.38 The Committee feel that if the poultry sector is to be made export oriented it is essential that emphasis is to be laid on providing some kind of subsidy so as to compete in international market, increase production base, provide concession in import duty as also setting up of an apex body like NPDB. The Committee feel that NPDB should be set up which should be, among other things, entrusted with the task of identifying constraints as well as suggesting the means to cope with such constraints so as to boost export possibilities of poultry sector. Further, Committee find that poultry has neither been given the status of Agriculture nor of Industry and as a result poultry sector suffers from high input and service cost. The Committee would like this sector to be accorded the status of Agriculture and matter pursued with the states to make poultry a viable profession.

#### *Modernisation of Slaughter Houses*

1.39 Providing hygienic meat requires that slaughter houses through which the meat is made available is fully equipped with the essential amenities. The Annual Report of the Deptt. highlights the lack of support by the concerned authorities in providing essential amenities due to which consumers are to purchase unhygienic meat from unauthorised slaughter houses which affects human health as also pollute the environment.

1.40 Keeping this in view, modernisation of existing slaughter houses / abattoirs is the urgent need of meat sector. The Deptt. has been providing financial assistance to modernise meat plants located at Nanded, Koregaon, CDF Aligarh as also to slaughter Houses located at Thrissur, Perambur, Chandigarh, Allahabad, Allapuzha, Changanacherry, Saidapet. Assistance to States for improvement of abattoirs / establishment of Carcass utilisation centres and primary flying units is the scheme under which grants-in-aid are given to the State Governments.

1.41 The Deptt. of Animal Husbandry has expressed that the modernisation of slaughter houses is being impeded due to various reasons such as organised opposition and long drawn legal battle. Therefore, there has been slow progress achieved in the past for production of hygienic meat. When asked what steps the Deptt. takes to detect indiscriminate and unauthorised slaughter houses and action taken against them, Deptt. in their written replies stated:

“The local bodies of the State Government with the assistance of police Deptt. should control unauthorised slaughter. The veterinarian who conducts ante-mortem examination follows the rules / acts / laws of



the State Government / local bodies to prevent indiscriminate slaughter in the authorised slaughter houses. Ministry of Agriculture has issued letters to State Govts. to follow the guidelines and necessary acts relevant to slaughter of animals and production of hygienic meat.”

The Deptt. of Animal Husbandry and Dairying plays an advisory role and provides financial and technical assistance.

1.42 The Committee are also concerned to note that the progress in modernization of slaughter houses is not satisfactory. The Committee are of the view that the Central Ministry while providing financial and technical assistance should prevail upon the State Governments specifically directing them that in the event of those states not adopting modernization of slaughter houses, financial as well as technical assistance could be withdrawn.

#### *Livestock Health*

1.43 To maintain livestock health is essential for which veterinary Hospitals play an important role. Therefore, it is inevitable that strengthening of veterinary hospitals should be given the utmost attention. Equally important is the availability of medicines and the doctors at these veterinary hospitals so that health cover for livestock could be managed and monitored properly and efficiently.

1.44 At present, the Committee have observed that the health cover provided to livestock is not sufficient because veterinary hospitals are lacking in one or the other way in providing timely and adequate help and assistance to the farmers. Three points are very important to make veterinary hospitals successful (i) Veterinary Hospitals should be provided with all the equipment and necessary infrastructure, (ii) sufficient number of doctors in the Hospitals and (iii) availability of medicines to control the diseases.

1.45 Keeping this in view, the Committee asked whether all the Veterinary Hospitals / Dispensaries are equipped with necessary infrastructure particularly the appointment, whether it is checked that hospitals are functioning properly and whether it is ensured that doctors are available in rural, hilly and remote areas because qualified doctors do not like to go in such areas. The Deptt. of Animal Husbandry and Dairying in their written reply stated that Veterinary Hospitals/Dispensaries are being looked after by individual State Govt. and they are responsible for livestock health programmes in their state to enhance the production. Central Government is the only authority providing assistance for better health programme to increase the production.

1.46 The Committee note that the Deptt. does not possess the kind of information as desired by the Committee. With the lack of such information, the Committee wonders how the health services could be streng-

thened. From the reply, the Committee is informed that providing health cover is entirely the responsibility of States. The Committee are of the opinion that some responsibility should also be shared by the Central Government at least to ensure that the assistance which they have been providing to States is properly utilised. The Committee further note that the measures undertaken by the Deptt. as stated in its Annual Report (1992-93) for strengthening Veterinary Services would not be successful if it is entirely left to the States and no proper monitoring is done by the Central Govt. The Committee are of the opinion that a body is necessary to be set up to find out the requirement of Veterinary Hospitals, availability of infrastructure therein, availability of doctors and to suggest how the Veterinary Hospitals function effectively and to formulate a suitable strategy.

1.47 The Committee also express its concern regarding rising cost of medicines which is beyond the reach of common farmers. It has also come to light that costs of some of the vaccines are as high as Rs. 950. The representative of the Deptt. of Animal Husbandry & Dairying during the course of evidence stated:

“I never heard that in India there is a vaccine for Rs. 1000/-. The highest cost of vaccine here is Rs. 25. Free vaccination is done by the Government for 6 diseases and in case vaccine are not available, reimbursement is given for four diseases out of these 6”.

1.48 The Committee feel that when there is free vaccination as also reimbursement provided by the Government, there is a proper check to effectively prevent malpractices in the Hospitals.

## CHAPTER II

### DAIRY DEVELOPMENT

2.1 Dairy Development needs to be accorded priority as it plays a vital role in improving the status and resources of poor farmers by supplementing their income and providing employment and could be used as a weapon to eradicate poverty.

2.2 In the present circumstances, stress is being laid on the formation of Dairy cooperatives so that dairy farmers get the optimum benefit of their produce by eliminating middle men and increasing production and availability of milk.

2.3 The Annual Report (1992-93) of the Deptt. gives the average milk procurement during April-December, 1992 and states that annual average procurement in 1992-93 is expected to exceed the past performance.

2.4 The Committee note that the increasing production and availability of milk have been stated as main objectives of Dairy Development. The Secretary, Deptt. of Animal Husbandry & Dairying during the course of evidence stated:—

“Last year the production of milk was so high that its consumption could not be done in liquid form. Due to higher production, many States had to keep milk in the shape of milk powder. One lakh sixty five thousand tonnes of milk powder was produced last year. Therefore, it was decided that 25 thousand tonnes of milk powder may be prepared and allowed to be exported during 1993-94.

2.5 In this context, the Committee wanted to know what is the per capita requirement of milk and would it be better to allow export of milk products in the event of shortage in availability of per capita milk, Secretary of the Deptt. replied:—

“220 gram milk should be provided per capita. Earlier this was 107 gram which has now increased to 187 gram”.

2.6 The Committee find that though it has been claimed that the production of milk was so high that it could not be consumed yet even after increased production of milk minimum per capita milk availability has not been fulfilled. The Committee feel that talking of export of milk powder is not pertinent when minimum requirement of per capita milk availability is not being fulfilled. The Committee are of the opinion that stress should be laid on utilisation of increased production of milk in fulfilling the minimum requirement per capita of milk availability and only then export of milk and milk products should be allowed.

2.7 The Annual Report states that Operation Flood, designed to link the rural milk producers with urban consumers by replicating the "Anand Pattern" is currently being implemented in its third phase. During the course of evidence, Secretary informed that Operation Flood Scheme is due to end in December 1994. When the Committee asked as to the coverage of villages in a District under Flood Operation, Secretary stated:—

"170 milk sheds have been opened in different districts by NDDDB in which about 84 lakh farmers have been registered as members"

2.8 The Committee have noted that M&MPO is in force to regulate the production, supply and distribution of milk and milk product throughout the country under which a person who is handling milk in excess of 10,000 litres per day or milk product containing solids in excess of 500 tonnes per year is required to obtain a registration certificate.

2.9 However, it has come to their notice that the NDDDB and other Governmental agencies have not been able to fully utilise milk production by procuring it and a number of applications are still pending for the registration certificate which has not been cleared. On being asked why the permission is not being accorded in such areas where NDDDB or Governmental agencies are not able to fully utilise milk production by procuring the same, Secretary stated:—

"A lot of discussion held in this regard and the matter also went to Cabinet. Representations also came from Cooperative Societies as well as from Industrialists. Finally, it was decided that no registration would be required for a dairy plant with a capacity upto 10 thousand litres. If Dairy Plant upto the limit of 75 thousand litres is opened, it would be decided by States and if limit is more than this or its milk sheds lies between two States, then, it would be decided by Central Government".

2.10 On being asked whether any registration would be allowed in such a case where NDDDB or other agencies are not able to fully procure milk, Secretary replied :—

"I agree that registration should be allowed invariably and on the basis of this we have issued 110 registration certificates." When asked whether restricting the market would not badly affect the interest of the producer and would not it prevent natural growth, Secretary stated: "I think that there is need for its regulated development".

2.11 The Committee did not find any positive answer when asked about the modalities for such regulated development of milk and milk products.

2.12 The Committee have concluded that there is need for the regulation of milk and milk products particularly in view of the fact that the total milk production is not being procured by NDDDB and other Governmental agencies. Therefore, much of the milk produced has not been fully utilized. The Committee is also of the view that the opening of Dairy Plants should be allowed to the private sector in areas where NDDDB &

other Governmental agencies are not capable in procuring the entire milk production. The Committee would also like that the facts may also be indicated in the Annual Report regarding the coverage of villages in each District, the procurement of milk out of the total production of milk in each district under Operation Flood so as to assess that how far the Anand Pattern of Dairy has been successful. The Committee, further feel that the assessment of requirement of milk by 2000 A.D. or 2010 should be indicated and what action plan has been formulated to achieve that requirement should also be highlighted in order to augment the progress in milk production and efforts should be made to make Dairy as an economically viable profession.

#### *Delhi Milk Scheme*

2.13 Delhi Milk Scheme has been in operation since 1959 with initial capacity of 2.55 lakh litres of milk per day which has now been raised to 5.00 lakh litres per day. The Annual Report has shown that DMS has been increasing the selling quantity of milk constantly.

2.14 The Committee note that the total estimated demand for milk in Delhi is about 25 lakhs litres per day and both DMS and Mother Dairy are supplying only 10.5 lakhs litres of milk per day. Thus, there is a wide gap between demand and supply. Since, there is wide gap between demand and supply of milk and the average quantity of milk sold during 1992-93 (upto September, 1992) by DMS is just 4.36 lakh litres per day, the Committee do not find any mention in the Annual Report that how much supply of milk would be increased by opening new milk booths so as this gap may be bridged.

2.15 The Committee also find that the DMS has been accumulating a loss year after year. When asked about the reasons for incurring losses by DMS, the Deptt. of Animal Husbandry & Dairying in their reply stated:—

“Although DMS is required to run to ‘No Profit, No Loss’, it has been incurring losses mainly due to fixation of selling prices of milk at lower level than its costs of production. Besides, increases in the cost of inputs such as fresh milk, SMP, white Butter, Polythene film and other consumables adds to the increase in the cost.

Although DMS has been delegated power to meet its requirements of raw materials, the selling price of milk is fixed by the Government. Thus, there always remains a time gap between the increase in the cost of production, due to increase in the prices of raw material consumables and utilities and the revision in sale prices by the Govt.”

2.16 As regards the steps taken to improve the functioning of DMS, Deptt. stated: “The functioning of DMS is constantly kept under review and necessary corrective measures are taken wherever required.”

2.17 The Committee are however unaware what corrective measures have been taken to make DMS efficient.

**2.18 The Committee is of the opinion that a Committee should be set up to review the functioning of DMS and in the light of findings, efficiency of DMS should be improved so as to reduce losses.**

**2.19 Annual Report also states that a complaint cell has been set up in DMS but no data has been proved to the total number of complaints received and disposed of and the action taken on the complaints.**

**2.20 The Committee would like to stress that the Annual Report should contain information in detail about the working of DMS.**

## SUMMARY OF RECOMMENDATIONS & OBSERAVATIONS

1. The Committee note that the Breeding Policy was laid down in 1965 by a panel of Animal Husbandry Scientists and experts nominated by the Govt. of India in consultation with State Governments and ICAR. The Committee wished to know whether there was a review of the policy since more than two decades have been elapsed. The Committee was informed that a group of experts has been constituted during January, 1992 to review the breeding policy and recommend changes, if any, for improving productivity of cattle/buffalo and a national consultation has been proposed for January, 1994 . take final view in the matter. The Committee regret to note that Breeding Policy has not been given due attention as it has not been reviewed over a long period and the group which has been constituted in 1992 is taking much time in its finalisation. The Committee, therefore, conclude that Breeding Policy which is vital keeping in view the improving productivity of cattle/buffalo in order to increase the production level should be given utmost attention and its review should be expedited. The Committee, further, stress that even after the finalisation of the Policy by the group, proper monitoring and review should be done at a continuous periodic frequency so that Breeding Policy could be updated from time to time.

2. The Committee have also been informed that the Govt. of India is in the process of reviewing and making some changes, if needed in the Breeding Policy with respect to which Govt. view paper has already been circulated to all the States. However, representative of the Deptt. added during the course of examination that there has been a change in the global perception in Breeding Policy due to the Dunkel Draft. The present paper does not take note of the Dunkel Draft. He has stated that indigenous cattle have not been taken care of for scientific research due to restricted fund at their disposal. Since much scientific research has not been done on indigenous cattle, they are unable to know those which are to be patented and preserved. Deptt. of Animal Husbandry apprehend that in the event of Holstein Friesian bull being patented in U.K. under Dunkel Draft, it is certain that India's interest would suffer.

The Committee note that two things are very important which need utmost attention: (i) Research and (ii) Financial support if interest of India is to be safeguarded. The Committee observe that greater emphasis should be given to indigenous strains by stepping up scientific research to develop indigenous cattle which have special genes for disease resistance, tropical adaptability and temperature sensitivity. The Committee, therefore, recommend that financial support should be increased for scientific research for indigenous cattle so that their productivity could be increased and over-dependence on foreign strain could be reduced.

3. Annual Report indicates that highly pedigreed and known genetic bulls would be produced by involving cattle breeding farms of the Central/State Governments bull mother farms of NDDDB, voluntary agencies, gaushalas and even private breeders with a view to cover huge cattle/buffalo population. When the Committee asked what is the requirement of bulls for 1992-93 and 1993-94 and what targets have been fixed for their production, the Deptt. merely indicated about the requirement of bulls. As regards the targets, Deptt. has stated that 'accordingly targets have been fixed'. Committee are still unaware about the annual target fixed for bull production. No doubt the requirement of bulls would be fulfilled by taking numerous progratammes, yet target should have been fixed in this Annual and Eighth Plan.

The Committee, therefore, recommend that whenever a programme is launched, the information with respect to that programme should be highlighted in detail so that it could be ascertained whether the programme is moving in the right direction.

4. The Annual Report (1992-93) states that producing high breeding bulls by several Central Cattle Breeding Farms is being taken up on a large scale. However, Committee do not find the steps/measures which have been envisaged for large scale breeding, how many bulls would be produced, what was the outlay for the last year and this year. The Committee would like to emphasize that the Annual Report to contain explicit information otherwise it would be difficult to gauge the progress of the programme. The Committee would also like the setting up of a Frozen Semen and Embryo Transfer Laboratory for the benefit of the farmers of the Eastern region expedited.

5. Some of the objectives of the Central Herd Registration Scheme are to survey and study production records of cows and buffaloes in their breeding tracts and locating superior germplasm in the breeding as well as breeding farms through milk recording and registration and to provide incentives to breeders/institutions to preserve indigenous germplasm. However, Annual Report does not make clear whether any survey and study has been done or proposed to be done and whether incentives have been provided. The Committee would, therefore, urge that comprehensive information and facts should be brought out in Annual Report in order to make activities of Deptt. more transparent.

6. The Committee note that under the programme Extension of Frozen Semon Technology for Cattle and Buffalo Development and Progeny testing 100% Central grant is provided to the States for setting up/strengthening of frozen semen bull station, frozen semen banks and setting up frozen semen artificial insemination centres and conversion of chilled semen artificial insemination centres to frozen semen artificial centres.

The Committee regret to note that the only State which has not furnished utilisation certificate for the fund given under this programme is Bihar and



the Deptt. of Animal Husbandry have no information with respect to setting up of 400 A.I. Centres as Bihar had not supplied the desired information despite repeated reminders. The Committee feel that the thrust which has been accorded to this programme would not be successful if the programme is not properly implemented by the States. The Committee recommend that the States which are found lacking in utilising funds should be given a direction to properly utilise the same and such matters should be taken at the level of Agriculture Minister and Chief Minister.

7. The Annual Report of the Deptt. claims that selected Gaushalas have also been taken during the year 1992-93 for development and production of bulls of recognised milch/dual purpose/and draught breeds. However, during the course of evidence, Deptt. revealed that a study group is looking into the matter to find out the capability of the draught animal power. The Committee are of the opinion that Deptt. is still at a preliminary stage as far as Draught Animal Power is concerned. The Committee were informed that Draught Animal power comes under the Deptt. of Non-conventional Energy which has no information in this regard. The Committee is surprised to note that the Draught Animal has been given to Deptt. of Non-conventional Energy while Deptt. of Animal Husbandry & Dairying is also looking after this subject. The Committee, therefore, strongly recommend that the subject of Draught Animal should be allotted to the Deptt. of Animal Husbandry & Dairying so that the utilisation and development of draught Animal power could be done in a proper way as also to avoid duplicity of work.

8. The Annual Report of the Deptt. states that the production of egg has been increased from 1.8. billion eggs in 1950-51 to about 21.7 billion. However during the course of evidence, Committee was informed that despite increased production, per capita availability of eggs is not equal in the the country. Therefore, Deptt. has been taking concerted efforts to increase egg production in four Eastern States, Orissa, West Bengal, Bihar and U.P. However, Committee are unaware of the efforts being made in four Eastern States in the Annual Report. The Committee would like that the steps taken to increase egg production as also the impact of such steps in increasing availability of per capita eggs to be mentioned in the Annual Report. The Committee recommend that more emphasis should be directed towards increasing the level of egg production so that mid-day meal scheme for school children could be implemented.

The Committee also note that increasing egg production largely depends on the availability of feed for poultry as also its affordable prices. The Committee have been informed that the prices of maize which largely contribute towards poultry feed is lower than that of international prices which was revealed after a study was undertaken last year and Indian Maize Association had assured ample production of maize. The Committee is of the view that in order to keep regular supply of the maize to the poultry farmers within easy access. there is a need for a effective

distributing and procuring agency, further there should be close monitoring on the prices of maize and if need be, the market intervention scheme should be undertaken in order to prevent any increase in prices.

The Committee also note that quality feed plays an important role in the poultry sector. There are only four Central as well as Regional Laboratories to analyse the feed samples to check the quality of feed. Deptt. of Animal Husbandry & Dairying has admitted that these laboratories are not adequate for the whole country. However, there is no plan to open new laboratory with the Deptt. On being pointed out need for setting up of a feed analytical laboratory particularly in remote areas and villages for illiterate and weaker section who are engaged in poultry, Deptt. did not agree on the ground that illiterate, weaker section etc. have small size poultry farms and are purchasing poultry feed primarily through State Govt./public sector organizations who in turn purchase the quality feed through analyzing the feed ingredients/Feed Analytical Laboratories. The Committee regret to not that the need for setting up of new laboratory could not be felt by the Deptt. more so when illiterate weaker section etc. purchase quality feed from State Govt. and public sector organizations who in turn purchase quality feed from regional feed analytical laboratories of the Govt. of India which, according to the Deptt's and admission is not adequate for the whole country. The Committee, therefore, recommend that new analytical laboratories should be set up particularly to benefit weaker section, tribals and illiterates.

The Annual Report indicates the removal of constraints and provision of incentives in order to boost the export of poultry products. It would have been more appropriate if constraints and the kind of incentives to be given were mentioned in the Annual Report. The Committee, however, feel that export of poultry products could be augmented if some kind of subsidy as also concession in import duty is provided to poultry so as to compete in international market.

Mention has also been made of National Poultry Development Board. The Committee have been informed that Planning Commission and Finance Ministry did not favour the setting up of NPDB. The Committee is of the opinion that there is a need for setting up of an apex body for poultry sector which should be entrusted among other things, with the task of identifying constraints as well as suggesting the means to cope with such constraints so that export possibilities of poultry could be explored.

The Committee further note that poultry has neither been accorded the status of Agriculture nor of Industry as a result poultry sector has to bear high input and service cost. Although Central Ministry has been pursuing this matter with the States, yet much progress has not been made so far. The Committee recommend that continuous efforts should be made to bring poultry at par with agriculture.

9. Providing hygienic meat requires that slaughter houses should be modernised so that human health and the environment could be kept safer. The Central Ministry provides financial assistance for modernization of slaughter houses/abattoirs and meat plants. The Deptt. of Animal Husbandry has indicated that the modernization of slaughter houses is being impeded due to various reasons. Regarding, the steps taken in to detect indiscriminate and unauthorised slaughter houses, Deptt. of Animal Husbandry and Dairying said that it plays an advisory role and provides financial and technical assistance to the States and it is the local bodies of the State Govt. which should control unauthorised slaughter houses with the assistance of Police Deptt. The Committee are concerned to note that the progress in modernisation of slaughter houses has been tardy. No doubt, slaughter houses, being a state subject should be dealt with by the State Governments and local bodies, yet some responsibility also lies on Central Ministry which can be exercised while providing financial and technical assistance to the States. The Central Govt. should prevail upon the State Governments specifically directing them that in the event of States found to be lacking in modernization of slaughter houses, financial as well as technical assistance could be withdrawn.

The Committee would like that a Working Group be constituted with the representatives of the concerned authorities in order to have an effective coordination in carrying out modernization of slaughter houses.

10. Providing Health cover for livestock is essential in so far as better health cover would certainly enhance the production. In this context veterinary Hospitals play a vital role and strengthening veterinary services is, therefore, the most important aspect of livestock health cover. The Committee were informed that the Veterinary Hospitals/dispensaries are being looked after by individual state Govts., and they are responsible for livestock health programmes in their States. Central Govt. only provides assistance to States for better health cover. From the reply of the Deptt. the Committee conclude that providing health cover is entirely the responsibility of States. The Committee observe that when Central Govt. provides assistance to State Governments, it is the responsibility of Central Govt. to ensure that assistance has been properly utilised by the States and Central Govt. should also properly monitor the same. The Committee further recommend that if the programme of strengthening veterinary services is to be made successful it is essential that a body should be set up to find out the requirement of veterinary hospitals, availability of equipments and infrastructure as also requirement and availability of doctors in hospitals. Such a body should also suggest for effective functioning of veterinary hospitals and formulate strategy in this regard.

The Committee also emphasises that sufficient medicines should be made available and efforts should be made to provide medicines at cheaper prices. The Committee have been informed that free vaccination is done by the

Government for 6 diseases and in case vaccines are not available, reimbursement for the cost of four vaccines is given. The Committee feel that when free vaccination is provided and reimbursement is also given, there is a proper check to prevent malpractices in the hospitals. Cattle owners should also be educated about free vaccination so that the benefit may reach them.

11. The Committee note that the increasing production and availability of milk is the main objective of Dairy Development. The Secretary, Deptt. of Animal Husbandry & Dairying during the course of evidence has admitted that milk production last year was very high and it could not be consumed. Since production increased, it was decided to allow 25 thousand tonnes of milk powder to be exported during 1993-94. The Committee has been informed that the requirement of per capita milk availability should be 220 grams. However, at present this requirement of per capitals milk availability is only 187 grams. The Committee observe that though production of milk has increased, requirement of per capitals milk availability has increased considerably. The Committee, therefore, recommend that export of milk powder should be allowed only when requirement of per capita availability is fulfilled.

12. The Committee note that Milk and Milk Product Order, 1992 has been in force to regularise the production, supply and distribution of milk and milk product throughout the country which provides that a registration certificate is required for those who handle milk in excess of 10,000 litres per day or milk product containing solids in excess of 500 tonnes per year. The Committee have also observed that NDDB and other governmental agencies have not been able to fully utilise milk production by procuring it and a number of applications are pending for registration certificates which has not been cleared. Therefore, much of the milk has not been utilised. The Committee, therefore, wanted to know whether private individuals would be allowed registration in such cases where NDDB and other governmental agencies are not able to fully procure milk. The Secretary agreed that registration should be allowed and opined that there is need for its regulated development. However, Deptt. did not suggest any modalities for milk products.

The attention of the Committee is drawn to a Press Clipping about Maharashtra in which it was stated that about 50,000 litres of milk is wasted every day because of lack of storage and other facilities. The Committee fails to understand why there should be wastage of milk and why it should not be converted into value added products. The Ministry should stop such wastage of milk.

The Committee recommend that private sector should be allowed to set up Dairy Plants keeping in view the fact that NDDB and other governmental agencies have not been able to procuring the milk fully.

The Committee would also like that assessment of requirement of milk by 2000 AD or 2010 AD should be done and Action Plan to achieve that requirement should be formulated. Further, this should also be highlighted in the Annual Report about the coverage of villages in each district, the procurement of milk out of the total production of milk in each district under Operation Flood so as to assess the success of Anand Pattern of Dairy.

13. The Committee note that the total estimated demand for milk in Delhi is about 25 lakhs litres per day. However, both DMS and Mother Dairy are supplying on 10.5 lakhs litres of milk per day. Thus, there is a wide gap between demand and supply. The Annual Report indicates that 400 milk booths are proposed to be constructed during the Eighth Five Year Plan by DMS. But it has not been indicated how much supply of milk would be increased by opening new milk booths so that the gap between demand and supply may be bridged. The Committee recommend that concerted efforts should be made to augment the supply of milk in Delhi.

The Committee have also noted that DMS has been accumulating loss year after year. The Committee was informed that although DMS is required to run on 'No Profit, No Loss', it has been incurring losses mainly due to fix up of selling prices of milk at lower level than its cost of production. As regards the steps taken to improve the functioning of DMS, the Committee was given to understand that DMS is constantly kept under reviewed and necessary corrective measures are taken whenever required.

The Committee do not understand what has gone wrong with DMS when corrective measures are taken. The Committee recommend that an independent body should be set up to review the functioning of DMS and in the light of its findings the efficiency of DMS should be unproved so as to reduce its losses.