



**STANDING COMMITTEE ON AGRICULTURE,
ANIMAL HUSBANDRY AND FOOD PROCESSING
(2025-2026)**

EIGHTEENTH LOKSABHA

**MINISTRY OF FISHERIES, ANIMAL HUSBANDRY AND DAIRYING
(DEPARTMENT OF ANIMAL HUSBANDRY AND DAIRYING)**

'DEMANDS FOR GRANTS (2025-26)'

[Action Taken by the Government on the Observations/Recommendations contained in the Eleventh Report (Eighteenth Lok Sabha) of the Standing Committee on Agriculture, Animal Husbandry and Food Processing (2024-25) on Demands for Grants (2025-26)]

THIRTY SEVENTH REPORT



**LOKSABHASECRETARIAT
NEW DELHI
MARCH, 2026/ CHAITRA, 1948(SAKA)**

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Presented to Lok Sabha on 27.03.2026

Laid on the Table of Rajya Sabha on 27.03.2026



सत्यमेव जयते

LOKSABHASECRETARIAT
NEW DELHI
MARCH, 2026/ CHAITRA, 1948(SAKA)

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**COMPOSITION OF THE STANDING COMMITTEE ON AGRICULTURE, ANIMAL
HUSBANDRY AND FOOD PROCESSING
(2024-25)**

SHRI CHARANJIT SINGH CHANNI – CHAIRPERSON

MEMBERS

LOK SABHA

2. Shri Patel Umeshbhai Babubhai
3. Smt. Harsimrat Kaur Badal
4. Shri Rajkumar Chahar
5. Smt. Anita Nagarsingh Chouhan
6. Shri Kuldeep Indora
7. Shri Rajpalsinh Mahendrasinh Jadav
8. Md. Abu Taher Khan
9. Shri Rahul Singh Lodhi
10. Shri Sukanta Kumar Panigrahi
11. Smt. Krishna Devi Shivshankar Patel
12. Shri Naresh Chandra Uttam Patel
13. Shri Narayan Tatu Rane
14. Shri Murasoli S
15. Shri Dharambir Singh
16. Shri Dushyant Singh
17. Shri Sudhakar Singh
18. Shri Kodikunnil Suresh
19. Shri Tejasvi Surya
20. Smt. Geniben Nagaji Thakor
21. Shri Bhausahab Rajaram Wakchaure

RAJYA SABHA

22. Smt. Ramilaben Becharbhai Bara
23. Shri Masthan Rao Yadav Beedha*
24. Dr. Anil Sukhdeorao Bonde
25. Shri Banshilal Gurjar
26. Shri S. Kalyanasundaram
27. Shri Nitin Laxmanrao Jadhav Patil
28. Shri Madan Rathore
29. Shri Ramji Lal Suman
30. Shri P. P. Suneer
31. Shri Randeep Singh Surjewala

Shri Krishan Lal Panwar, Member resigned from Rajya Sabha on 14.10.2024.

**Shri Masthan Rao Yadav Beedha, Member, Rajya Sabha has been nominated to the Standing Committee on Agriculture, Animal Husbandry and Food Processing w.e.f on 8th August 2025, vide Lok Sabha Bulletin Part-II, Para No. 3117 dated 13.08.2025.*

**COMPOSITION OF THE STANDING COMMITTEE ON AGRICULTURE, ANIMAL
HUSBANDRY AND FOOD PROCESSING
(2025-26)**

SHRI CHARANJIT SINGH CHANNI - CHAIRPERSON

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27. Shri Madan Rathore
28. Shri S. R. Sivalingam
29. Shri Ramji Lal Suman
30. Shri P. P. Suneer
31. Shri Randeep Singh Surjewala

SECRETARIAT

- | | | | |
|----|-------------------|---|-------------------|
| 1. | Shri Dhiraj Kumar | - | Joint Secretary |
| 2. | Shri Maheshwar | - | Director |
| 3. | Smt. Sonia Gupta | - | Committee Officer |

INTRODUCTION

I, the Chairperson, Standing Committee on Agriculture, Animal Husbandry and Food Processing (2025-26), having been authorized by the Committee to submit the Report on their behalf, present this Thirty-Seventh Report on Action taken by the Government on the Observations/Recommendations contained in the Eleventh Report (Eighteenth Lok Sabha) of the Standing Committee on Agriculture, Animal Husbandry and Food Processing (2024-25) on 'Demands for Grants (2025-26)' pertaining to the Ministry of Fisheries, Animal Husbandry and Dairying (Department of Animal Husbandry and Dairying).

2. The Eleventh Report (Eighteenth Lok Sabha) of the Standing Committee on Agriculture, Animal Husbandry and Food Processing (2024-25) on Demands for Grants (2025-26) pertaining to the Ministry of Fisheries, Animal Husbandry and Dairying (Department of Animal Husbandry and Dairying) was presented to Lok Sabha and laid on the Table of Rajya Sabha on 19.03.2025. The Action Taken Notes on the Report were received on 19.06.2025.

3. The Report was considered and adopted by the Committee at their Sitting held on 23rd March, 2026.

4. An Analysis of the action taken by the Government on the Observations/Recommendations contained in the Eleventh Report (Eighteenth Lok Sabha) of the Committee on Demands for Grants (2025-26) is given in **Appendix**.

NEW DELHI;

24th March, 2026

03 Chaitra, 1948 (Saka)

CHARANJIT SINGH CHANNI

Chairperson

***Standing Committee on Agriculture
Animal Husbandry and Food Processing***

CHAPTER - I

REPORT

This Report of the Standing Committee on Agriculture, Animal Husbandry and Food Processing deals with the Action-taken by the Government on the Observations / Recommendations contained in the Eleventh Report (Eighteenth Lok Sabha) of the Standing Committee on Agriculture, Animal Husbandry and Food Processing (2024-25) on 'Demands for Grants (2025-26)' pertaining to the Ministry of Fisheries, Animal Husbandry and Dairying (Department of Animal Husbandry and Dairying), which was presented to Lok Sabha on 19th March, 2025 and laid on the Table of Rajya Sabha on 19th March, 2025.

1.2 The Ministry of Fisheries, Animal Husbandry and Dairying (Department of Animal Husbandry and Dairying) has furnished Action-taken Replies in respect of all the 09 Observations / Recommendations contained in the Report. These Replies have been scrutinized and thereafter categorized as under: -

(i) Observations / Recommendations that have been accepted by the Government:
Recommendation Nos. 1, 2, 3, 4 5, 7 and 8

**Total 07
Chapter - II**

(ii) Observations / Recommendations which the Committee do not desire to pursue in view of the Government's replies:

Recommendation No. NIL

**Total 00
Chapter – III**

(iii) Observations / Recommendations in respect of which replies of the Government have not been accepted by the Committee:

Recommendation No. 9

**Total 01
Chapter – IV**

(iv) Observations / Recommendations in respect of which final replies of the Government are still awaited:

Recommendation No. 6

**Total 01
Chapter - V**

1.3 The Committee desire that utmost importance be given by the Ministry of Fisheries, Animal Husbandry and Dairying (Department of Animal Husbandry and Dairying) to implement the Observations / Recommendations accepted by the Government. In cases where it is not possible for the Department to implement the Recommendations in letter and spirit, for any reason, the matter should be intimated, in writing, to the Committee with reasons for non-implementation. The Committee also desire that further Action-taken Notes on the Observations/Recommendations contained in Chapter-I and Chapter-V of this Report be furnished to them at an early date.

1.4 The Committee will now deal with the Action-taken by the Government on some of the Observations / Recommendations in the succeeding paragraphs.

**A. Milk Prices
(Recommendation No. 5)**

1.5 The Committee had observed/recommended as under: -

“The Department has stated that the average milk price has increased from Rs. 30 in 2014 to Rs. 45.98 in December 2024. Further, the Department has acknowledged that the milk inflation has remained much below the average food inflation during last one year while the WPI inflation in food was recorded around 6 per cent, it was just 1.6 per cent in milk and milk products.

Price of milk to farmers is being determined by the cooperatives and private dairies based on market conditions. The retail price of milk and the price provided to procure milk from milk farmers are different as other costs like transportation, processing, packaging, marketing, sales & distribution, infrastructure costs etc. are also incurred. As per the Department, about 70-80% of the consumer / retail rupee is paid back to milk producer farmers in the Dairy Cooperative sector.

The Committee are of view that there is widespread adulteration of milk and milk products which is resulting in the farmers not getting remunerative price for their milk sold in the market and also affecting the health of consumers. The Committee also note that increase in milk prices is less than the average rate of food inflation in the country This, the Committee believe, is not benefitting the millions of dairy farmers who depend solely/ predominantly on sale of milk for their livelihood, as the dairy Farmers' income from sale of milk, is not keeping pace with food inflation The Committee, therefore, is apprehensive of the fairness of price being determined by the procurement agencies be it cooperatives or private dairies. They accordingly recommend the Department to examine thoroughly into mechanism of price determination by milk procurement agencies to ensure just and reasonable price. Further, the committee feels there is lack of proper implementation of laws relating to adulteration checks and prevention of milk

and their products, accordingly the Committee recommend the Department to take appropriate action, and efforts may be made to devise an instrument to test purity of milk at household level.

1.6 The Department, in its Action Taken Reply, has submitted as under: -

“Mechanism of Price Determination by Milk Procurement Agencies:

- i. The Government of India recognizes the concern raised by the Committee regarding the need for a fair and transparent milk price determination mechanism to ensure that dairy farmers receive a just and remunerative price for their produce.
- ii. It is important to note that Animal Husbandry, including dairy development, is a State subject under Entry 15 of List II of the Seventh Schedule of the Constitution. Therefore, pricing of milk and procurement arrangements fall within the purview of respective State Governments.
- iii. That said, milk is a highly perishable commodity requiring prompt collection, chilling, processing, and distribution. Hence, price determination by cooperatives and private dairies is driven by market dynamics, including the cost of production, handling, transport, processing, packaging, and distribution. The Government does not regulate procurement or retail prices of milk, in line with the liberalized pricing framework of agricultural produce.
- iv. However, to support fair returns to farmers, especially those associated with the cooperative sector, it is noteworthy that 70-80% of the consumer price is paid back to producers. This share is among the highest globally in the dairy sector. The Government, through the Department of Animal Husbandry & Dairying (DAHD), is also supporting initiatives that reduce production costs and enhance farmers' profitability.
- v. DAHD monitors the milk situation in the country at regular intervals in consultation with State Milk federations and concerned stakeholders to review the situation and take policy interventions in the interest of farmers.

Adulteration of Milk and Quality Assurance:

- i. The Committee's concern regarding adulteration of milk and its impact on both farmers' incomes and consumer health is well acknowledged.
- ii. The Government of India enacted Food Safety and Standards (FSS) Act- 2006 to unify food related laws and establish the Food Safety and Standards Authority of India (FSSAI) under administrative control of Ministry of Health and Family Welfare. The responsibility for monitoring milk quality lies with the Food Safety and Standards Authority of India (FSSAI). The FSSAI sets science-based standards for food articles and regulates their manufacture, storage, distribution, sale and import to ensure availability of safe and wholesome food for human consumption. The implementation and enforcement of FSS Act are carried out by FSSAI through Food Safety Commissioners of State Governments and Union Territory Administrations.

- iii. In order to empower consumers and enhance grassroots - level purity testing, the Government is exploring the feasibility of developing and promoting affordable household milk testing kits in collaboration with FSSAI and relevant scientific institutions.
- iv. Following steps have been taken by FSSAI for proper implementation of laws relating to Food safety specially to check adulteration in milk and milk products:
- v. FSSAI conducts periodic Pan-India Surveillance of Food products especially on staple foods and commodities that are prone to adulteration to ascertain the quality and safety of the food products produced and consumed in India. As part of such plan, a total of 6 Surveillances have been conducted on Milk & Milk Products since 2011, the list is as follows:
 - o National Survey on Milk Adulteration, 2011
 - o National Milk Survey, 2016
 - o National Milk Safety and Quality Survey, 2018
 - o Milk Surveillance, 2022.
 - o PAN India Milk Products Survey, 2020
 - o PAN India Milk and Milk Products Surveillance, 2023.
- vi. For testing of various food commodities including dairy products, FSSAI has notified 243 primary laboratories and 22 Referral Laboratories across the country.
- vii. FSSAI has provided Mobile Food Testing Laboratory (MFTL) referred to as “Food Safety on wheels” (FSW) to State/UTs. MFTLs are equipped with basic infrastructure for on spot testing of adulteration in various food commodities including milk and milk products. The MFTLs are equipped with “Milk-o-Screen” equipment for testing quality parameters viz., Fat, Solids not fat (SNF), protein, adulterants such as added water, urea, sucrose, maltodextrin, ammonium sulphate etc. Currently, 286 FSWs are deployed across 35 States/UTs.
- viii. FSSAI has developed 125 testing methodologies which includes chemical tests and advanced analytical techniques for testing of adulterants like detergents, urea, starch, formaldehyde, and synthetic substances along with other quality parameters as per FSSR. Furthermore, for detection of food adulterants at household by the citizens themselves FSSAI has developed Detect Adulteration with Rapid Test (DART) booklet. DART covers more than 50 tests that can be performed easily at household including test methods for milk and milk products.
- ix. Food Safety Magic Boxes, consists of reliable "quick screening tests “for detection of adulterants like starch, urea, detergent, cellulose, maltodextrin salicylic acid, glucose in Milk along with detection of artificial dyes in butter, khoa, cheese; and vanaspati/ hydrogenated edible fat in ghee etc. It consists of a total of 107 tests across 06 food categories, with 27 tests for detection of adulterants in dairy and dairy Products.
- x. National Dairy Development Board, under the guidance of Department of Animal Husbandry and Dairying has developed a kit for the easy detection of adulterants in milk. This kit can also be used at household level for testing of milk adulterants. The

Department is working towards popularizing the kits among different stakeholders in consultation with NDDB and FSSAI. The details of the kits are as follows:

Kit type	Suitable for following Adulterants	Raw milk samples can be tested
Large	Urea, Ammonia Fertilizers, Nitrate Fertilizers, Starch and cereal flours, Sugar/Sucrose, Glucose, Salt, Neutralizers, Hydrogen Peroxide	100 tests each
Medium	Salt, Urea, Sugar/Sucrose, Neutralizers, Neutralizers, Starch and cereal flours	100 tests each
Small	Urea, Starch and cereal flours, Neutralizers, Hydrogen Peroxide	5 tests each

”

1.7 Noting that the increase in milk prices is less than the average rate of food inflation in the country and expressing apprehension about the fairness of price being determined by the procurement agencies be it cooperatives or private dairies, the Committee in its earlier Report on the Subject had recommended the Department to examine thoroughly the mechanism of price determination by milk procurement agencies to ensure just and reasonable price. Further, the Committee had also recommended the Department to take appropriate action and efforts be made to devise an instrument to test purity of milk at household level. The Department in its Action Taken reply has stated that the Animal Husbandry, including dairy development, is a State subject under Entry 15 of List II of the Seventh Schedule of the Constitution. Therefore, pricing of milk and procurement arrangements fall within the purview of respective State Governments. It has further stated that the Government does not regulate procurement or retail prices of milk, in line with the liberalized pricing framework of agricultural produce. The Department has further stated that it monitors the milk situation in the country at regular intervals in consultation with State Milk federations and concerned stakeholders to review the situation and take policy interventions in the interest of farmers. However, the Department has not provided the details of any such review undertaken in recent past and consequent policy interventions, in line with recommendation of the Committee to examine thoroughly into the mechanism of price determination by milk procurement agencies to ensure just and reasonable price. As for the recommendation of the Committee for devising an instrument to test purity of milk at household level, the Department has stated that the

Government is exploring the feasibility of developing and promoting affordable household milk testing kits in collaboration with FSSAI and relevant scientific institutions. They have further enumerated various steps taken by FSSAI for proper implementation of laws relating to Food safety specially to check adulteration in milk and milk products which include various testing kits/methodologies available in market for adulterant testing in milk, various initiatives taken by FSSAI like Mobile Food Testing Laboratories, undertaking of periodic Pan-India Surveillance of food products, operation of various Food Testing and Referral Laboratories across India.

In view of reply of the Department that it monitors the milk situation in the country at regular intervals in consultation with State Milk federations and concerned stakeholders and take policy interventions in the interest of farmers, the Committee are quite hopeful that just and reasonable price would be ensured to the dairy farmers. Further, appreciating the Government for taking steps for checking and preventing adulteration of milk and milk products, the Committee expect that affordable household milk testing kits would be made available to households in the country at the earliest.

**B. Livestock Insurance
(Recommendation No. 6)**

1.8 The Committee in its 11th Report had observed/recommended as under: -

"The Committee observe during examination of Demand for Grant for 2024-25 that shortage of fund, non-participation of insurance companies as reasons for non-achievement of targets under Livestock Insurance under National Livestock Mission. The Committee was again informed during examination of Demands for Grants (2025-26) that huge amount of funds will be required for covering large number of animals under the insurance and the Budgetary allocations for the entire department will not be sufficient for covering large number of animals. The Committee in this context note that the Department has huge amount of unspent balances under its scheme of Livestock Health & Disease Control Program where after reviewing the progress of expenditure under the scheme, Expenditure Finance Committee (EFC) of the Department in its meeting dated 12.08.2024 recommended to reduce the outlay for the scheme. The Committee recommend that the Department in the first instance make an assessment of amount of funds required to implement livestock insurance across country to support its claim of insufficiency of funds, based on objective figures. Further, the

Committee would like the Department to assess the feasibility of utilizing funds unspent under Livestock Health & Disease Control Program for purpose of Livestock insurance in the country in view of ensuring financial security of livestock owners."

1.9 The Department, in its Action Taken Reply, has submitted as under: -

- i. The Committee observed during examination of Demand for Grant for 2024-25 that shortage of fund, non-participation of insurance companies as reasons for non-achievement of targets under Livestock insurance under National Livestock Mission. The Committee was again informed during examination of Demands for Grants (2025-26) that huge amount of funds will be required for covering large number of animals under the insurance and the Budgetary allocations for the entire department will not be sufficient for covering large number of animals. The Committee in this context note that the Department has huge amount of unspent balances under its scheme of Livestock Health & Disease Control Program where after reviewing progress of expenditure under the scheme, Expenditure Finance Committee (EFC) of the Department in its meeting dated 12.08.2024 recommended to reduce the outlay for the scheme. The Committee recommended that the Department in the first instance make an assessment of amount of funds required to implement livestock insurance across country to support its claim of insufficiency of funds, based on objective figures. Further, the Committee would like the Department to assess the feasibility of utilising funds unspent under Livestock Health & Disease Control Program for purpose of Livestock insurance in the country in view of ensuring financial security of livestock owners.
- ii. In this context, it may be stated that the total Milch cattle and buffalo is 1256.78 lakh and 5% is 62.84 lakh. The fund requirement for Insuring 5% of Milch Population under different valuation starting from Rs.30,000 till Rs.60,000 considering duration of 1 year and Premium % as 4.5 is as under:

Sl. No	Value of animal	Fund required for insuring 5% of Milch population (Rs. in Cr.)
1	Rs.30,000	477.64
2	Rs.35,000	551.61
3	Rs.40,000	625.59
4	Rs.45,000	699.57
5	Rs.50,000	847.52
6	Rs.55,000	773.54
7	Rs.60,000	921.50

The average requirement of funds to insure 5% of milch population in each category of value of animal is Rs. 700.00 crores per year."

1.10 Taking note of the fact that shortage of fund, non-participation of insurance companies were cited as reasons by the Department for non-achievement of targets of Livestock Insurance under National Livestock Mission, the Committee had recommended the Department to make an assessment of amount of funds required to implement livestock insurance across country to support its claim of shortage of funds, based on objective figures and to assess the feasibility of utilizing funds unspent under Livestock Health & Disease Control Program for purpose of Livestock insurance in the country with view of ensuring financial security of livestock owners. The Department, in its Action Taken Reply, has submitted that the total number of Milch cattle and buffaloes are 1256.78 lakh and 5% of Milch Population is 62.84 lakh and the average fund requirement for insuring 5% of Milch Population under different valuation starting from Rs.30,000 till Rs.60,000 considering duration of 01 year and premium of 4.5% is Rs. 700 crores. However, the Department has not submitted reply to further recommendation of the Committee to assess the feasibility of utilizing funds unspent under Livestock Health & Disease Control Program for purpose of Livestock insurance in the country with view of ensuring financial security of livestock owners. The Committee, therefore, reiterate their earlier recommendation to assess the feasibility of utilizing unspent funds or funds being reduced under Livestock Health & Disease Control Program for purpose of Livestock insurance in the country with a view to ensuring financial security to livestock owners. The Committee may be apprised of the action taken in this regard.

**C. Popularization of Scheme and Budget Head
(Recommendation No. 9)**

1.11 The Committee had observed/recommended as under: -

“The Committee note that the Credit, Extension and Publicity (CE&P) Division of the Department helps farmers to get information regarding financial and technical assistance, scientific research, and new knowledge in livestock production and Animal Husbandry practices. It assists and encourages the State Governments in organizing, maintaining, and operating professional Extension Services, through its various programs, schemes and activities. Funds for the awareness programs are utilized as per the budget allocation under various schemes of the Department for advertisement and publicity. Thus, there is no separate budget allocation to the Credit, Extension and Publicity (CE&P) Division of the Department to

carry out its awareness programme independently of fund availability under specific schemes. This seems to make efforts of the Division contingent upon allocation of funds under specific scheme for the popularization purpose and hamper efforts of undertaking consolidated awareness programmes about all schemes/programmes for wholesome awareness of the livestock farmers and stakeholders. The Committee, therefore, recommend that the Department explore possibility of allocating separate budget under awareness and outreach head for work of the Department being carried out through its Credit, Extension and Publicity (CE&P) Division. This shall also entail a compulsory obligation on the Department to undertake expenditure on awareness programmes year after year in line with budgetary fund allocations and ensure more autonomy to the CE&P Division in carrying out its activities independently of fund availability under specific schemes. The Committee would like to be apprised of necessary provisions/modifications in budget planning heads of the Department to be made in this regard.”

1.12 The Department, in its Action Taken Reply, has submitted as under: -

“The Department respectfully acknowledges the observations and recommendations of the Hon’ble Committee. With reference to the Office Memorandum dated 30.04.2025 issued by the Department of Economic Affairs, it is submitted that, as per the extant instructions, 40% of the budget allocation under Object Head ‘26 – Advertisement and Publicity’ of all Ministries/Departments is to be placed at the disposal of the Ministry of Information & Broadcasting (M/o I&B).

The Ministry of Information & Broadcasting undertakes publicity and awareness campaigns through various Government-owned media platforms, including Doordarshan, All India Radio, and other associated channels, to ensure wider outreach and effective dissemination of information regarding Government schemes to the target beneficiaries and the general public.”

1.13 Noting that there is no separate budget allocation to the Credit, Extension and Publicity (CE&P) Division of the Department for dissemination of information regarding awareness programmes relating to the various plans/schemes of the Department of Animal Husbandry and Dairying, other than the funds available under the various Schemes of the Department , the Committee in its earlier Report on the Subject had made specific recommendation that the Department explore possibility of allocating separate

budget under awareness and outreach head for work of the Department being carried out through its CE&P Division. The Department, in its Action Taken Reply, has submitted that it respectfully acknowledges the observations and recommendations of the Hon'ble Committee. They have further stated that with reference to the Office Memorandum dated 30.04.2025 issued by the Department of Economic Affairs, as per the extant instructions, 40% of the budget allocation under Object Head '26 – Advertisement and Publicity' of all Ministries/Departments is to be placed at the disposal of the Ministry of Information & Broadcasting (M/o I&B). The Committee are of the view that while Government media plays an important role in dissemination of information with respect to Programmes and Schemes being carried out by various Departments of the Government, the Department of Animal Husbandry and Dairying too has an important role to play for disseminating information related to specific Scheme and Programmes of the Department to the intended target groups so that they can benefit from them. Therefore, the Committee reiterate their earlier recommendation that the Department explore possibility of allocating separate budget under specific budget head to CE&P Division for carrying out the awareness programmes of the Department to ensure more autonomy to the CE&P Division in carrying out its activities independently of fund availability under specific schemes and undertake collective awareness programmes about the schemes/programmes for wholesome awareness of the livestock farmers and stakeholders. The Committee would like to be apprised of specific steps taken in this regard.

CHAPTER - II
OBSERVATIONS / RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE
GOVERNMENT

QUARTERLY EXPENDITURE PLANNING

Recommendation No. 1

The Committee observe that the Department was allocated Rs. 4014 cr at Revised Estimate (RE) Stage for the financial year 2024-25. According to the Quarterly Expenditure Plan (QEP), Rs. 1232.81 crores (25% of the Budget Estimates for 2024-25) is to be spent in each quarter. However, the Department was able to spend only Rs. 2116.79 crores (52.73%) up until third quarter. Thus, the Department needs to spend Rs.1898 Crore (47.28%) in the last quarter to completely utilise its RE stage budget allocations. As per the guidelines issued by the Ministry of Finance (MoF), expenditure in the last quarter should not exceed 33% of the total budget grant. The Department has informed that it sought relaxation from MoF to utilize the remaining amount exceeding 33% in the fourth quarter of FY 2024-25. The MoF, however, has advised prioritizing the expenditure of the allocated amount for last quarter before considering any relaxation. Thus, it appears that the Department may not be able to utilise its RE stage allocations of Rs. 4014 crores, completely, due to not following quarterly expenditure plans and left too much to be spent in the last quarter. The non-adherence to the expenditure stipulations by the Ministry is likely to result in surrender of substantial amount of allocated funds. The non-adherence to the expenditure stipulations by the Ministry is likely to result in surrender of huge amount of funds allocated even at Revised Estimates (RE) stage, at end of this financial year.

The Committee believe that such non adherence to the spending limits and the consequent surrendering of the funds may likely to hamper Department's ability to bargain for higher budget allocation in the subsequent Budgets. The Committee are also of the view that when it is not able to fully utilise even the reduced amounts allocated at RE stage fully, it will have adverse impact on outcomes of the programmes, schemes and projects. The Committee invite the attention of the Ministry to their recommendations made time and again for impressing upon Ministry of Finance to increase allocation to the Animal Husbandry and Dairying Sector. The Department's, inability to properly distribute its expenditure throughout the year and falling short on quarterly expenditure plans defeat the purpose of

recommendations of Committee and proposals of the Department for increased budgetary allocations. The Committee, therefore, suggest that proper planning, after taking into consideration all possible scenarios may be made to ensure maximum use of funds allocated at RE stage.

REPLY OF THE GOVERNMENT:

- I. The Department respectfully acknowledges the observations and recommendations of the Hon'ble Committee regarding the expenditure pattern for the financial year 2024–25.
- II. As per the approved Quarterly Expenditure Plan (QEP), Rs. 1232.81 crore, amounting to 25% of the Budget Estimates of Rs. 4931.21 crore which is 30.71% of Revised Estimate (RE) Rs. 4014.25 crore, was to be utilised in each quarter. However, due to certain operational and administrative constraints, only Rs. 3649.25 crore (90.91% of RE) could be expended up to the end of the fourth quarter.
- III. It is submitted that under the RGM and NPDD scheme the fund utilization pattern adheres to the SoP/Ceiling for last quarter. However, under all other major schemes the pattern shows that the expenditure during last quarter is Rs. 1532.46 crore (38.18% of RE) of the allocated funds. The less expenditure under LHDCP scheme is mainly due to changes of procedure to release funds under CSS Scheme through SNA model, which later moved to SNA SPARSH model.
- IV. The Department made all efforts to ensure maximum permissible utilisation of the allocated funds in the fourth quarter in compliance with MoF guidelines. The department had assigned limits in CNA and SNA of implementing agencies (IA) for implementing the schemes. As per the current procedure of fund flow, the implementing agencies (CNA/SNA) are required to submit the bills against the limits assigned, then only the actual utilization of the allocated funds will be considered. However, in many of the IAs the bills were not submitted on time which led to lower utilization of the allocated funds.
- V. The Department assures the Hon'ble Committee that lessons learned from the current year will inform better planning and forecasting in the subsequent financial years. Emphasis will be laid on quarterly target-based fund utilisation, with close monitoring

through the SNA-SPARSH platform and regular reviews at the senior management level to prevent bunching of expenditure.

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Delhi Milk Scheme

Recommendation No. 2

The Committee understood that the Delhi Milk Scheme (DMS), set up in 1959, is a subordinate office of the Department of Animal Husbandry & Dairying. Its mandate is to provide pure and safe milk and milk-based products. Expenditure on all head of accounts including the expenditure on inputs like raw milk, SMP, white Butter etc. and capital items met from consolidated fund of Government of India through annual budgetary allocation made by the Department of Animal Husbandry & Dairying. Sale proceeds of milk and milk products are credited into the revenue account of the Government of India. DMS has been source of constant revenue to the Department with net Revenue receipts of Rs. 195 crores in 2023-24 and Rs. 175 crore in 2024-25 (upto 20.01.2025). The Department, however, has informed that License of DMS has been suspended by the Food safety and Standards Authority of India (FSSAI) and no infrastructure upgradation is being taken up as a result.

The Department did not provide any reply on plans of Department to strengthen DMS as source of robust revenue generation and fully exploiting its potential in retail segment neither it elaborated on the reasons, whether policy, structural, administrative and/or others, plaguing the revenue generation and realization capacity of DMS or what led to suspension of licence and remedial steps taken by the Department for its restoration. The Committee are not clear as to why such an outfit which is contributing to the Government revenues rather than depending on the Government for survival, is being made to suffer. The Committee, therefore, want the Department to furnish them a detailed note including *inter alia* (i) the reasons for suspension of license of DMS by FSSAI; (ii) the steps taken to ensure its adherence to FSSAI stipulations; (iii) revival steps taken / proposed to be taken especially in view of the fact that it is not dependent on Government for its operations and instead contributing huge amounts to Government revenues year after year; and (iv) huge brand value / recall value it enjoys in the retail markets of NCT, Delhi.

REPLY OF THE GOVERNMENT

I. The reasons for suspension of license of DMS by FSSAI are briefly summarized as below:

- (i) As per observations of improvement notices and suspension order of FSSAI surprise inspection team, the conditions in which the food products were being manufactured at DMS's premise was alarming and was likely to pose health hazard. The sanitary and hygiene condition of the factory premise was found poor, thus failed to comply to the requirements of Schedule 4 of FSSS (Licensing and Registration of Food Businesses) Regulation, 2011. This was mainly due to lack of renovation/upgradation of DMS's Central Dairy, its plant & machinery and building infrastructure was found to be poor.
- (ii) DMS's Food Business Nominee as per FSSAI regulations did not sign requisite Form IX of FSSAI Regulations., which was a non-compliance.
- (iii) As per observations of FSSAI's Surprise Inspection, DMS was engaged in unauthorized manufacturing of Sweet Dahi i.e. without a valid license which is again a contravention to Section 31(1) of the FSS Act, 2006. However, as per DMS's clarification dated 13.10.2023 submitted to CEO, FSSAI, DMS was manufacturing "DMS Meethi Dahi/DMS Sweet Dahi" in place of Sweetened Dahi in compliance to Para 6 Sub Para (a) (ii) regarding "Labelling requirements" as per FSSAI Food Safety & Standards (Food Products Standards and food additives) Regulations 2011, version XII (8.9.2020).
- (iv) As per the Suspension Order dated 13.10.2023, DMS does not have any evidence to substantiate destruction of products recalled. However, DMS has furnished requisite information as per pertinent Schedules I to III during the period from 21.7.2023 to 3.8.2023 providing necessary details of Product Recall Process in compliance to FSSAI Regulation.
- (v) Two regulatory samples of Pasteurized Full Cream Milk and Pasteurized Toned Milk were drawn from DMS's factory premise on 23.8.2023 which have been reported as Unsafe and Substandard by the Primary Food Laboratory due to presence of Neutralizer and solids not fat below the minimum prescribed

limit. However as per subsequent Quality Re-Test Analysis Report, the sample of Pasteurized Full Cream Milk was found to comply to Quality Standards of FCM. As regards Re-Test Analysis Report of Pasteurized Toned Milk, the results differ from it corresponding first test report, which is now sub-judice.

- (vi) DMS failed to submit compliances to FSSAI within the prescribed time limit of 30 days to the Improvement Notice dated 5.9.2023. However, on receipt of above Improvement Notice on 16.9.2023, DMS has furnished compliance report vide letter dated 13.10.2023 which was within stipulated time period of 30 days.
- (vii) The FSSAI's Suspension Order No. E-34/Improvement Notice Delhi/FSSAI/NR/2023/1030 dated 13.10.2023 is attached herewith.

II. Steps taken by DMS to adhere to FSSAI stipulations are briefly given below: -

- (i) The DMS vide its letter no. 7-6/99-PDCC dated 13.10.23 (attached herewith) submitted its 42-points Compliance Report in response to FSSAI's Improvement Notice dated 5.9.2023 (which was received in DMS on 16.9.2023).
- (ii) The DMS vide its letter no. 7-6/99-PDCC dated 13.10.23 (attached herewith) submitted pointwise Compliance to the grounds on the basis of which its License was suspended vide FSSAI's order dated 13.10.2023, with the request to revoke the License of DMS so as to continue to serve the consumers of Delhi.
- (iii) The DMS vide its letter no. 11002-2/2023-PDCC dated 25.10.2023 (attached herewith) requested the Competent Authority of the DAHD to grant a temporary Dairy Plant break down period/Plant improvement period of atleast one year and allow DMS to upgrade the Building, Plant and Machinery during this period through an expert agency like National Dairy Development Board (NDDB)/IDMC etc. as per recommendation of the DMS's Task Force which was constituted on 17.10.2023 to examine and ascertain the likely operational and financial implications of the observations of FSSAI Inspection team.
- (iv) The Delhi Milk Scheme submitted a/an request/appeal dated 26.10.2023 (attached herewith) under Section 32(4) of FSSAI for revoking license of DMS suspended vide Suspension Order No. E-34/Improvement Notice/Delhi/FSSAI/NR/2023/ 1028 to 1032 dated 13.10.2023. The details were also provided to them w.r.t. FSSAI Spot

Memo points and observations points which had been implemented by DMS and which were to be implemented further within a period of 6, 12 and 18 months, as applicable, subject to timely financial approval from the Competent Authority and implementation through CPP Portal.

- (v) In response to the above, FSSAI vide its letter dated 21.11.2023 (attached herewith) stated that: -
- a. upon reviewing the appeal filed by DMS, it has been observed that the specific actions/improvement measures taken by the DMS regarding the non-compliance points highlighted in the Spot Memo dated 16.10.2023 have not been provided.
 - b. it was advised to furnish a comprehensive, point by point compliance report addressing all the concerns outlined in the Improvement Notice/Spot Memo issued by CLA/DO so that the matter may be examined further.
 - c. all fundamental measures which are essential for the food safety and hygiene are required to be established by the DMS which will facilitate a comprehensive follow-up inspection by the CLA/DO and a decision regarding the revocation of the License suspension will be taken accordingly.
- (vi) A meeting was held on 27.10.2023 under the chairpersonship of Secretary, AHD wherein it was decided that an assessment will need to be done for revamping/renovation covering all points of observation made by FSSAI. A short term rectification plan also to be drawn out. NDDDB was assigned this task. Following this, a team of officers of NDDDB visited DMS and carried out inspection of DMS Central Dairy building and plant. Report from NDDDB has reportedly been submitted to DAHD directly. However, DMS is not in receipt of any copy of that report.
- (vii) Covering the above points, the DMS vide its letter no. 11002-2/2023-PDCC dated 24.11.2023 (attached herewith) requested the DAHD for issuing suitable direction to DMS regarding compliance of related observations like, renovation/modernization of DMS building, plants & machinery etc. so that DMS may take necessary action for compliance of observation made by FSSAI in Spot Memo and also inform to FSSAI accordingly. The response of DAHD in this regard is still awaited.

- (viii) A letter no. 11002-2/2023-PDCC dated 4.4.2024 (attached herewith) was also sent to the CEO, FSSAI for considering and allowing DMS some more time to complete structural works of the Central Dairy plant to comply to the observations of FSSAI against DMS's License No. 10012011000266, along with copy to the DAHD.
- (ix) The proposal for renovation of DMS's Central Dairy Plant, Machinery and Building is also under consideration of DAHD w.r.t. DMS's letter dated 19.2.2024 on the "current status on the observations of FSSAI" and observations made by FSSAI in its Spot Memo dated 17.5.2024. The DMS has also submitted further clarifications vide its Letters dated 4.6.2024, 17.1.2025, 31.1.2025, 3.2.2025, 9.4.2025 and 13.5.2025 in the matter (attached herewith).

Accordingly, unless all fundamental measures which are essential for the food safety and hygiene are established by the DMS for which the proposal is already under consideration of the DAHD as stated in Point No. (ix) above, no follow up action can be taken up with the FSSAI for facilitating a comprehensive follow-up inspection by the CLA/DO and taking a decision regarding the revocation of the License suspension.

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Rashtriya Gokul Mission

Recommendation No. 3

The Committee note that the Department has utilized an amount of Rs.2132 Cr out of the approved outlay of Rs.2400 Crore for the period of 5 years w.e.f. 2021-22 to 2025-26 leaving only Rs.268 Cr balance outlay for FY 2024-25 and 2025-26. The Committee further understood that the Rashtriya Gokul Mission envisages to enhance average productivity of bovines from 1800kg/ animal /Year in 2021-22 to 2300 kg/ animal per year in 2025-26. The Committee note that as per Basic Animal Husbandry Statistics average productivity of bovines in 2023-24 is 2079 kg/ animal/ year.

However, the Department, during examination of the subject "Role of NDDB in Protection and Development Indigenous Cattle Breeds" at the Committee sitting dated

19.12.2023, stated that the scheme envisages to enhance average productivity of bovines from 1924 kg per animal per year to 3000 kg per animal per year by 2025- 26.

The Committee are of the view that this downward revision in the target for productivity needs to be explained given there is before time complete utilization of funds of the Scheme and more so as the country is lagging behind in terms of average bovine productivity in world despite being highest milk producer indicating huge potential for increasing productivity of our bovine breeds. The Committee would like to be apprised of the reason for downward revision of the targets of bovine productivity under the Scheme and also provided the policy documents supporting productivity targets stipulated at time of formulation and rolling out the scheme.

REPLY OF THE GOVERNMENT:

- I. The Rashtriya Gokul Mission (RGM) is implemented since December 2014 for development and conservation of indigenous bovine breeds, genetic upgradation of bovine population, and enhancement of milk productivity and production. Scheme is crucial for upliftment of rural poor as more than 80% low producing indigenous animals are with small and marginal farmers and landless labourers. The scheme is important in enhancing milk production and productivity of bovines to meet growing demand of milk and making dairying more remunerative to the rural farmers of the country. The scheme is leading to multiplication of elite animals of indigenous breeds and increased availability of indigenous stock.

- II. The Rashtriya Gokul Mission was restructured/ realigned in July 2021 under Development Programmes with the approval of Cabinet Committee on Economic Affairs (CCEA) for implementation from 2021-22 to 2025-26 with allocated sum of ₹2400 crores. At the time of the scheme's restructuring in 2021-22, the average productivity of bovines was estimated at 1800 kg/animal/year, and a target of 2300 kg/animal/year by 2025-26 was proposed. However, due to field realities and challenges, including supply chain disruption in germplasm availability and the outbreak of Lumpy Skin Disease (LSD) globally, it was not possible to import exotic germplasm for semen production. As a result, the growth in productivity has **slowed down for a while**. In addition, under COVID situation there was a **shortage of liquid nitrogen** which is essential for storing and

transporting semen doses used in artificial insemination (AI). This shortage affected the AI services and also contributed to the **slower growth in productivity**.

- III. It is mentioned that there is no downward revision in the target for productivity and the implementation of the Rashtriya Gokul Mission and other initiatives by the Government of India have resulted in a significant 63.5% increase in milk production over the past decade, rising from 146.31 million tonnes in 2014-15 to 239.3 million tonnes in 2023-24. During this period, productivity across all animal categories, including descript, non-descript cattle, buffaloes, and crossbred cattle, improved by 26.35%, which is highest growth in productivity of animals in the world. While indigenous and non-descript cattle saw a 39.37% increase, with productivity rising from 927 kg per animal per year in 2014-15 to 1292 kg in 2023-24. Productivity of buffaloes has increased by 14.89% between 2014-15 and 2022-23 from 1880 kg per animal per year in 2014-15 to 2160 kg per animal per year in 2023-24. During the same period, Milk production from indigenous cattle surged by 69.27%, growing from 29.48 million tonnes to 49.90 million tonnes, and buffalo milk production increased by 39.73%, from 74.70 million tonnes to 104.38 million tonnes. Additionally, the number of milking animals rose by 30.46%, from 85.66 million in 2014-15 to 111.76 million in 2023-24.
- IV. The Cabinet has approved the revised Rashtriya Gokul Mission in March 2025 with an additional outlay of ₹1000 crores that is total outlay of ₹3400 crores during 15th Finance Commission cycle that is from 2021-22 to 2025-26. The revised RGM will result in enhanced productivity and benefit of the programme, percolating to all cattle and buffaloes of India especially with small and marginal farmers and the revised RGM envisages to enhance average productivity of bovines from 2079 kg/ animal /Year in 2022-23 to 3000 kg/ animal per year by 2028-29.

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Infrastructure Strengthening Under NPDD

Recommendation No. 4

The Committee understood that the National Programme for Dairy Development (NPDD) is being implemented with an objective of increasing sale of milk and dairy products

by increasing farmers' access to organised market, upgrading dairy processing facilities and marketing infrastructure and by enhancing the capacity of producer-owned institutions. Component 'A' under the scheme focuses on creation and strengthening of infrastructure linking the farmer to the consumer such as cold chain infrastructure among others. As per figures provided by the Department for State wise targets and achievement on various parameters under Component A of the Scheme viz. Bulk Milk Cooler (BMC), Functional Dairy Cooperative Societies (No.), Enrollment of Farmer Member (No.s), Average Daily Milk Procurement, Automatic Milk Collection Unit (AMCU) & Data Processing & Milk Collection Unit and Electronic Adulteration Testing unit, there is more than 50% shortfall under parameters of Electronic Adulteration Testing Units, Average Daily Milk Procurements, Functional Dairy Cooperative Societies while other parameters are also lagging behind. The Committee expresses concern on such shortfall in the targets on various scheme parameters, more so when funds utilisation under scheme is almost 100% over years. The Committee would like to be apprised of the specific reasons for not achieving the set targets and the steps taken or proposed to be taken to address shortfalls in achievement of targets under all the parameters across various States of the Country and progress made in this regard.

REPLY OF THE GOVERNMENT:

I. Shortfall in the achievements of outcome parameters:

Under Component A of NPDD scheme, no financial assistance is provided to States for organisation of new dairy cooperative societies (DCS) with enrolment of milk producers and milk procurement. The target for these outcome parameters is decided based on the target of output parameters of the project viz. installation of Bulk Milk Coolers, Electronic Milk Adulteration Testing Machines and Automatic Milk Collection Units (AMCU) at the existing DCS. However, achievements on these parameters also depends on various other factors like milk surplus availability, milk price and regular payments, animal health & disease condition, input services provided etc. DAHD pursues and encourages States to continuously increase organised dairy coverage through formation of new DCS or revival of old DCS and increase Farmer Members and Milk Procurement from their own sources.

In this regard, it is also to inform that recently the Cabinet has approved the revision of NPDD scheme on 19.03.2025 with enhanced financial allocation. The scheme will now have

the activity of DCS organisation for which financial assistance will be provided to States to set up new DCS, thereby increasing farmer enrolment and milk procurement.

II. Shortfall in the achievements of output parameters:

The current status of the physical targets fixed and achievements made is as follows: -

S.No.	Parameter		Target (EOP)*	Achievement	% Achievement
1.	Bulk Milk Cooler	Number	7220	5456	75.57
		Capacity	17476.10	13319.66	76.22
2.	Automatic Milk Collection Units/Data Processing Units		50922	38556	75.72
3.	Electronic Milk Adulteration Testing Units (EMAT)		12715	7221	56.79

*EOP-End of Project i.e. 31.03.2026

- i. Under NPDD scheme, since inception in 2014, about 79% of the funds allocated/approved has been released to States against which about 80% has been utilised which accounts to 63% of the funds allocated/approved as utilised. Therefore, the progress of above output parameters is in commensurate to the EOP (End of project targets-31.03.2026) under the scheme.
- ii. As regards low progress in EMAT installation, it is to inform that about 35% of the EOP target for EMAT installation is in Gujarat (4389 nos.) and the delay in its procurement/installation has resulted in the overall low achievement under this parameter of the scheme. The issue has now been resolved and Gujarat has started procuring and installing EMATs, achievement of the same will be reflected in the first quarter of FY 2025-26.
- iii. In addition, it is to inform that Department has conducted Regional Review Meetings with the States under the Chairpersonship of Secretary (AHD) in March and April 2025. Status of fund utilisation and physical progress under the scheme has also been reviewed. The lag in the achievement is likely to be achieved by the end of FY 2025-26.

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Milk Prices

Recommendation No. 5

The Department has stated that the average milk price has increased from Rs. 30 in 2014 to Rs. 45.98 in December, 2024. Further, the Department has acknowledged that the milk inflation has remained much below the average food inflation during last one year while the WPI inflation in food was recorded around 6 per cent, it was just 1.6 per cent in milk and milk products.

Price of milk to farmers is being determined by the cooperatives and private dairies based on market conditions. The retail price of milk and the price provided to procure milk from milk farmers are different as other costs like transportation, processing, packaging, marketing, sales & distribution, infrastructure costs etc. are also incurred. As per the Department, about 70-80% of the consumer / retail rupee is paid back to milk producer farmers in the Dairy Cooperative sector.

The Committee are of view that there is widespread adulteration of milk and milk products which is resulting in the farmers not getting remunerative price for their milk sold in the market and also affecting the health of consumers. The Committee also note that increase in milk prices is less than the average rate of food inflation in the country. This, the Committee believe, is not benefitting the millions of dairy farmers who depend solely/ predominantly on sale of milk for their livelihood, as the dairy Farmers' income from sale of milk, is not keeping pace with food inflation. The Committee, therefore, is apprehensive of the fairness of price being determined by the procurement agencies be it cooperatives or private dairies. They accordingly recommend the Department to examine thoroughly into mechanism of price determination by milk procurement agencies to ensure just and reasonable price. Further, the committee feels there is lack of proper implementation of laws relating to adulteration checks and prevention of milk and their products, accordingly the Committee recommend the Department to take appropriate action and efforts may be made to devise an instrument to test purity of milk at household level.

REPLY OF THE GOVERNMENT:

I. Mechanism of Price Determination by Milk Procurement Agencies:

- i. The Government of India recognizes the concern raised by the Committee regarding the need for a fair and transparent milk price determination mechanism to ensure that dairy farmers receive a just and remunerative price for their produce.
- ii. It is important to note that Animal Husbandry, including dairy development, is a State subject under Entry 15 of List II of the Seventh Schedule of the Constitution. Therefore, pricing of milk and procurement arrangements fall within the purview of respective State Governments.
- iii. That said, milk is a highly perishable commodity requiring prompt collection, chilling, processing, and distribution. Hence, price determination by cooperatives and private dairies is driven by market dynamics, including the cost of production, handling, transport, processing, packaging, and distribution. The Government does not regulate procurement or retail prices of milk, in line with the liberalized pricing framework of agricultural produce.
- iv. However, to support fair returns to farmers, especially those associated with the cooperative sector, it is noteworthy that 70-80% of the consumer price is paid back to producers. This share is among the highest globally in the dairy sector. The Government, through the Department of Animal Husbandry & Dairying (DAHD), is also supporting initiatives that reduce production costs and enhance farmers' profitability.
- v. DAHD monitors the milk situation in the country at regular intervals in consultation with State Milk federations and concerned stakeholders to review the situation and take policy interventions in the interest of farmers.

II. Adulteration of Milk and Quality Assurance:

- i. The Committee's concern regarding adulteration of milk and its impact on both farmers' incomes and consumer health is well acknowledged.
- ii. The Government of India enacted Food Safety and Standards (FSS) Act- 2006 to unify food related laws and establish the Food Safety and Standards Authority of India (FSSAI) under administrative control of Ministry of Health and Family Welfare. The responsibility for monitoring milk quality lies with the Food Safety and Standards

Authority of India (FSSAI). The FSSAI sets science-based standards for food articles and regulates their manufacture, storage, distribution, sale and import to ensure availability of safe and wholesome food for human consumption. The implementation and enforcement of FSS Act are carried out by FSSAI through Food Safety Commissioners of State Governments and Union Territory Administrations.

- iii. In order to empower consumers and enhance grassroots-level purity testing, the Government is exploring the feasibility of developing and promoting affordable household milk testing kits in collaboration with FSSAI and relevant scientific institutions.
- iv. Following steps have been taken by FSSAI for proper implementation of laws relating to Food safety specially to check adulteration in milk and milk products:
- v. FSSAI conducts periodic Pan-India Surveillance of Food products especially on staple foods and commodities that are prone to adulteration to ascertain the quality and safety of the food products produced and consumed in India. As part of such plan, a total of 6 Surveillances have been conducted on Milk & Milk Products since 2011, the list is as follows:
 - National Survey on Milk Adulteration, 2011
 - National Milk Survey, 2016
 - National Milk Safety and Quality Survey, 2018
 - Milk Surveillance, 2022.
 - PAN India Milk Products Survey, 2020
 - PAN India Milk and Milk Products Surveillance, 2023.
- vi. For testing of various food commodities including dairy products, FSSAI has notified 243 primary laboratories and 22 Referral Laboratories across the country.
- vii. FSSAI has provided Mobile Food Testing Laboratory (MFTL) referred to as “Food Safety on wheels” (FSW) to State/Uts. MFTLs are equipped with basic infrastructure for on spot testing of adulteration in various food commodities including milk and milk products. The MFTLs are equipped with “Milk-o-Screen” equipment for testing quality parameters viz., Fat, Solids not fat (SNF), protein, adulterants such as added

water, urea, sucrose, maltodextrin, ammonium sulphate etc. Currently, 286 FSWs are deployed across 35 States/Uts.

- viii. FSSAI has developed 125 testing methodologies which includes chemical tests and advanced analytical techniques for testing of adulterants like detergents, urea, starch, formaldehyde, and synthetic substances along with other quality parameters as per FSSR. Furthermore, for detection of food adulterants at household by the citizens themselves FSSAI has developed Detect Adulteration with Rapid Test (DART) booklet. DART covers more than 50 tests that can be performed easily at household including test methods for milk and milk products.
- ix. Food Safety Magic Boxes, consists of reliable “quick screening tests “for detection of adulterants like starch, urea, detergent, cellulose, maltodextrin salicylic acid, glucose in Milk along with detection of artificial dyes in butter, khoa, cheese; and vanaspati/ hydrogenated edible fat in ghee etc. It consists of a total of 107 tests across 06 food categories, with 27 tests for detection of adulterants in Dairy and Dairy Products.
- x. National Dairy Development Board, under the guidance of Department of Animal Husbandry and Dairying has developed a kit for the easy detection of adulterants in milk. This kit can also be used at household level for testing of milk adulterants. The Department is working towards popularizing the kits among different stakeholders in consultation with NDDDB and FSSAI. The details of the kits are as follows:

Kit type	Suitable for following Adulterants	Raw milk samples can be tested
Large	Urea, Ammonia Fertilizers, Nitrate Fertilizers, Starch and cereal flours, Sugar/Sucrose, Glucose, Salt, Neutralizers, Hydrogen Peroxide	100 tests each
Medium	Salt, Urea, Sugar/Sucrose, Neutralizers, Neutralizers, Starch and cereal flours	100 tests each
Small	Urea, Starch and cereal flours, Neutralizers, Hydrogen Peroxide	5 tests each”

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Comments of the Committee

For comments of the Committee please *refer to Para No. 1.7* of this Report.

Addressing Menace of Stray Bovine Animals and Guashalas

Recommendation No. 7

In view of the existing livestock population of 193.46 Million Cattle and 109.85 Million Buffaloes and continuous efforts of the Department to produce genetically efficient cattle and buffaloes, there appears a need for provision of more funds for sheltering of non-productive bovine animals past their age of productivity to prevent and control the menace of stray bovine animals in the country. In order to address this issue the role of Animal Welfare Organizations/Gaushalas become important for providing shelter to rescued cattle and preventing their illegal transportation/ slaughter and prevent menace of stray animals. Although the Department is not directly funding the Gaushalas across various States in the Country, the Committee note that through Animal Welfare Board of India (AWBI), the financial assistance is being provided to the Animal Welfare Organizations including Gaushalas under three schemes namely; (i) Regular & Rescue Cattle Grant (ii) Provision of Shelter House for looking after the Animals, (iii) Provision of Ambulance for the animals in distress and (iv) Relief for Animals during Natural Calamities & unforeseen Circumstance implemented by the AWBI. The allocations of funds have been more or less constant at Rs. 10 crores over past few years to Animal Welfare Board of India.

In view of the above, the Committee recommend the following:

- I. A process may be initiated for registration of indigenous cow at the time of their birth itself. All the indigenous cows may be Geo-tagged.
- II. During the process of Artificial Insemination, farmers may be given freedom of choice to select Livestock gender through Sex Sorted Semen Technology which may be expended to include male progeny as well.
- III. A scheme may be formulated for providing incentives to the public/farmers for voluntary adoption of Stray Indigenous Bovine Animals.

- IV. The Department may formulate programmes for spreading awareness among farmers for lifetime uses for male bovine animals and incentivise their use in farming sector and control the menace caused by Neel Gai, in particular, in urban and rural areas.
- V. The Department, in order to popularise rearing of indigenous cows, may explore the possibility of offering financial incentive in form of 50% subsidy of cost of such cows and remaining amount as interest free loans to farmers who are willing to buy indigenous cows.
- VI. The Department may issue guidelines and formulate policies for setting up and operations of Gaushalas which may include the standards such as number of cattles sheltered per square meter in Gaushalas, provision of facilities such as food, water, health care, caretaker availability etc.
- VII. A survey may be conducted to assess the cost involved in taking care of non-productive bovine animals on per day basis to enable government bodies to fix amount of daily assistance to the Gaushalas and those people who are willing to take care of Bovine Animal past their productive age.
- VIII. The Department may revise upwards its allocation of funds to Animal Welfare Board of India and direct Animal Welfare Board of India to come up with a long-term plan, to increase both number of gaushalas across country and bring more efficiency in their operation through increased monetary assistance, in consultation with the States.

REPLY OF THE GOVERNMENT:

- I. Department of Animal Husbandry and Dairying (DAHD) along with NDDB has developed data base named as "Bharat Pashudhan". This database has been developed utilizing a unique 12-digit Tag ID allocated to each livestock animal registered in the system. All registrations are linked location information of animal owners as per Local Government Directory. So far, 34.12 crore animals have been registered on the database.
- II. Under Rashtriya Gokul Mission assistance is given to the States for providing Bovine Breeding services at farmers doorstep using conventional semen as well as sex sorted semen. The farmers are given freedom of choice to use sex sorted semen with certain

accuracy of obtaining calves of desired gender or conventional semen with 50% chance of obtaining male or female calf.

III. The management of stray bovine animals comes under the purview of the State Government and the local bodies need to evolve the mechanism to control stray animals in order to protect the citizens.

As per the Article 246(3) of the Constitution of India in List II of Seventh Schedule, the Preservation, protection and improvement of stock and prevention of animal diseases; veterinary training and practice is under State list on which the State has exclusive power to make laws for such State or any part thereof with respect to any of the matters enumerated in List II in the Seventh Schedule. Further, as per the Article 48 of the Constitution of India, State shall endeavor to organize agriculture and animal husbandry on modern and scientific lines and shall, in particular, take steps for preserving and improving the breeds, and prohibiting the slaughter, of cows and calves and other milch and draught cattle.

This kind of Scheme is not feasible to implement. However, a committee may be constituted to study the feasibility of the Scheme.

IV. The recommendation of the Hon'ble Committee has been duly noted. The Department agrees with the importance of promoting awareness among farmers regarding the lifetime utility of male bovine animals. Necessary steps will be taken to formulate suitable programmes aimed at sensitizing stakeholders and encouraging the use of male bovines in the agricultural sector, thereby enhancing their economic value and utility.

Further, with regard to the menace caused by *Neelgai* in both urban and rural areas, the Department is examining feasible strategies in consultation with concerned State Governments and relevant agencies to implement effective and sustainable measures for population control and mitigation of associated risks. The Department remains committed to addressing the issue in a holistic and scientific manner.

V. In order to support and incentivize farmers to purchase High Genetic Merit (HGM) IVF heifers, 3% interest subvention is provided under Rashtriya Gokul Mission, on loans taken by farmers from milk unions, financial institutions, or banks for this purpose. This initiative aims to promote the adoption of superior genetics at the grassroots level, leading to the systemic

induction of high-yielding breeds, enhanced milk productivity, and increased income for dairy farmers.

VI. The Indian Council of Agricultural Research has released “Manual on Management of Gaushalas” which include the standards such as number of cattles sheltered per acre in Gaushalas, provision of facilities such as food, water, health care, caretaker availability etc. The same may be considered for all Gaushalas.

VII. NITI Aayog in its Task Force Report (2023) in publication titled “Production and promotion of organic and bio fertilizers with special focus on improving economic viability of Gaushalas” has recommended total cost of running a gaushala without land which comes out to be Rs. 82.47 for each cattle. NITI Aayog got this study done from National Council of Applied Economic Research (NCAER). Therefore, cost involved in taking care of non-productive bovine animals on per day basis is available.

VIII. The Scheme guidelines to be implemented by AWBI is under revision. This revised scheme will require large quantum of funds.

A DO to Secretary, Department of Expenditure requesting increase of allocation of funds to AWBI to come up with a plan, to increase both number of gaushalas across country and bring more efficiency in their operation through increased monetary assistance, in consultation with the States.

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Less Expenditure under Scheme of Livestock: Health and Disease Control Programme:

Recommendation No. 8

The Committee understood that Livestock Health & Disease Control Programme (LHDCP) aims to prevent ingress and spread of animal diseases and aims to improve animal health by way of implementation of preventive vaccination

against diseases of animals, enhancing delivery of quality Veterinary services, disease surveillance and strengthening veterinary infrastructure. It covers important activities of

vaccination against Foot and Mouth Disease (FMD), Brucellosis, Peste des Petits Ruminants (PPR) and Classical Swine Fever (CSF), Establishments & Strengthening of Veterinary Hospitals - Mobile Veterinary Units (MVU). The Committee find that there is huge underutilization of funds under the scheme year after year with only 57% funds utilized in the year 2022-23, 69% of funds during the year 2023-24 and 49% funds utilized in the year 2024-25 vis-à-vis RE stage allocations. The Committee notes with concern that as part of addressing the issue of underutilization of funds, the Department is planning reduction in budget allocation to the scheme and its Expenditure Finance Committee also recommended reducing the outlay for the scheme. There have been under achievement of targets under operationalization MVUs in various States. The Committee, therefore, recommend that the Department focus on expansion of activities under the scheme instead of reducing allocation of funds to the Scheme. Under this, the Department needs to focus on further expansion and fortification of network of MVUs across all the States of the Country in a comprehensive manner and equipping them with all facilities related to veterinary services for the livestock farmers especially diagnostic facilities, which seem to be lacking, based on figures of diagnosis made by MVUs provided by the Department. Moreover, the Department needs to innovate the scheme to include other elements of veterinary services like veterinary practitioners, related medical supplies based on ground requirements in line with sufficient budget under the Scheme. The Committee may be apprised of the necessary action taken in this regard.

REPLY OF THE GOVERNMENT:

Observations of Committee	Response from LHDCP
57% funds utilized in 2022-23	<ul style="list-style-type: none"> • States/UTs had significant unspent balances from previous releases under NADCP and ESVHD-MVU, including funds earmarked for MVU procurement. • There was limited availability of quality FMD and PPR vaccines until November 2023 and August 2023, respectively. • The emergence and rapid spread of exotic diseases such as LSD and ASF shifted priority towards vaccination and control measures for these outbreaks.

	<ul style="list-style-type: none"> • The introduction of the new fund flow mechanism (SNA/CNA), coupled with delays in compliance by States/UTs, further hindered timely fund release in instalments. • Additionally, considerable time taken by States in procurement processes led to delays in raising demands for recurring expenses.
69% funds utilized in 2023-24	<p>There was notable improvement in expenditure in 2023-24 compared previous years due to the following reasons:</p> <ul style="list-style-type: none"> • Unspent balances of ₹700 crore from FY 2022–23 were effectively utilized. • Supply of quality vaccines increased significantly from 20.24 crore doses in 2022–23 to 36.05 crore in 2023–24. • Vaccine application also rose from 16.18 crore doses in 2022–23 to 30.64 crore in 2023–24. • However, issues related to the 4123 budget code and existing unspent balances with States/UTs led to limited fund releases for MVUs. • Moreover, not all MVUs were fully operational during the year.
49% funds utilized in 2024-25	<p>During the later part of the financial year 2024-25, utilisation of funds under the LHDCP scheme was around 49% of the Revised Estimates (RE). By the end of the year, the Department had utilised ₹1,825 crore against the RE of ₹1,980 crore, achieving an overall utilisation of 92.17% of RE under the scheme.</p> <p>Despite the shift to bill-based payments for vaccine procurement—requiring expenditure booking under <i>Material & Supplies</i> instead of <i>Grant-in-Aid</i>—FY 2024–25 witnessed a marked improvement in fund utilization due to the following factors:</p> <ul style="list-style-type: none"> • Unspent CNA balances of approximately ₹622 crore from FY 2023–24 were effectively utilized. • Supply of quality Foot & Mouth Disease (FMD) vaccines increased from 36 crore doses in 2023–24 to over 45 crore in 2024–25.

	<ul style="list-style-type: none"> • Application of FMD vaccines rose from around 30.44 crore doses in 2023–24 to 40.54 crore in 2024–25. <p>However, the following challenges delayed the fund utilisation:</p> <ul style="list-style-type: none"> • High unspent balances in SNA accounts reflected on PFMS. • Delays in submission of Utilization Certificates for funds released in FY 2023–24. • Transition to the new SNA-SPARSH fund flow mechanism created temporary procedural hurdles.
<p>Under achievement of targets under operationalization of MVUs</p>	<ul style="list-style-type: none"> • Under the ESVHD-MVU subcomponent, funds were provided to States/UTs for procurement of customized mobile veterinary units (MVUs) aimed at delivering doorstep veterinary services in remote areas. • Operational guidelines have been issued to ensure effective implementation, including an indicative list of onboard facilities such as diagnostic tools, treatment provisions, vaccination equipment, and minor surgical capabilities.

To address the issue of underutilization of funds under the Livestock Health and Disease Control Scheme, the Department has taken the following steps:

- Ensuring accurate budget allocations based on realistic needs assessments.
- Streamlining the process for quicker disbursal to prevent delays.
- Enhancing monitoring and evaluation mechanisms to track fund usage.

Training staff and stakeholders (especially in SNA SPARSH) to manage and utilize funds effectively.”

Ministry of Fisheries, Animal Husbandry & Dairying, Dept. of Animal Husbandry & Dairying
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CHAPTER - III

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

-NIL-

CHAPTER - IV

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

Popularization of Scheme and Budget Head

Recommendation No. 9

The Committee note that the Credit, Extension and Publicity (CE&P) Division of the Department helps farmers to get information regarding financial and technical assistance, scientific research, and new knowledge in livestock production and Animal Husbandry practices. It assists and encourages the State Governments in organizing, maintaining, and operating professional Extension Services, through its various programs, schemes and activities. Funds for the awareness programs are utilized as per the budget allocation under various schemes of the Department for advertisement and publicity. Thus, there is no separate budget allocation to the Credit, Extension and Publicity (CE&P) Division of the Department to carry out its awareness programme independently of fund availability under specific schemes. This seems to make efforts of the Division contingent upon allocation of funds under specific scheme for the popularisation purpose and hamper efforts of undertaking consolidated awareness programmes about all schemes/programmes for wholesome awareness of the livestock farmers and stakeholders. The Committee, therefore, recommend that the Department explore possibility of allocating separate budget under awareness and outreach head for work of the Department being carried out through its Credit, Extension and Publicity (CE&P) Division. This shall also entail a compulsory obligation on the Department to undertake expenditure on awareness programmes year after year in line with budgetary fund allocations and ensure more autonomy to the (CE&P) Division in carrying out its activities independently of fund availability under specific schemes. The Committee would like to be apprised of necessary provisions/modifications in budget planning heads of the Department to be made in this regard.

REPLY OF THE GOVERNMENT

The Department respectfully acknowledges the observations and recommendations of the Hon'ble Committee.

With reference to the Office Memorandum dated 30.04.2025 issued by the Department of Economic Affairs, it is submitted that, as per the extant instructions, 40% of the budget allocation under Object Head '**26 – Advertisement and Publicity**' of all Ministries/Departments is to be placed at the disposal of the Ministry of Information & Broadcasting (M/o I&B).

The Ministry of Information & Broadcasting undertakes publicity and awareness campaigns through various Government-owned media platforms, including Doordarshan, All India Radio, and other associated channels, to ensure wider outreach and effective dissemination of information regarding Government schemes to the target beneficiaries and the general public.

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Comments of the Committee

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

CHAPTER - V
OBSERVATIONS / RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF
GOVERNMENT ARE STILL AWAITED

Livestock Insurance

Recommendation No. 6

The Committee observe during examination of Demand for Grant for 2024-25 that shortage of fund, non-participation of insurance companies as reasons for non-achievement of targets under Livestock Insurance under National Livestock Mission. The Committee was again informed during examination of Demands for Grants (2025-26) that huge amount of funds will be required for covering large number of animals under the insurance and the Budgetary allocations for the entire department will not be sufficient for covering large number of animals. The Committee in this context note that the Department has huge amount of unspent balances under its scheme of Livestock Health & Disease Control Program where after reviewing the progress of expenditure under the scheme, Expenditure Finance Committee (EFC) of the Department in its meeting dated 12.08.2024 recommended to reduce the outlay for the scheme. The Committee recommend that the Department in the first instance make an assessment of amount of funds required to implement livestock insurance across country to support its claim of insufficiency of funds, based on objective figures. Further, the Committee would like the Department to assess the feasibility of utilising funds unspent under Livestock Health & Disease Control Program for purpose of Livestock insurance in the country in view of ensuring financial security of livestock owners.

REPLY OF THE GOVERNMENT

- i. The Committee observed during examination of Demand for Grant for 2024-25 that shortage of fund, non-participation of insurance companies as reasons for non- achievement of targets under Livestock insurance under National Livestock Mission. The Committee was again informed during examination of Demands for Grants (2025-26) that huge amount of funds will be required for covering large number of animals under the insurance and the Budgetary allocations for the entire department will not be sufficient for covering large n umber of animals. The Committee in this context note that the Department has huge amount of unspent balances under its scheme of Livestock Health & Disease Control Program where after reviewing progress of expenditure under the scheme, Expenditure Finance Committee (EFC) of the Department in its meeting dated 12.08.2024 recommended to reduce the outlay for the

scheme. The Committee recommended that the Department in the first instance make an assessment of amount of funds required to implement livestock insurance across country to support its claim of insufficiency of funds, based on objective figures. Further, the Committee would like the Department to assess the feasibility of utilising funds unspent under Livestock Health & Disease Control Program for purpose of Livestock insurance in the country in view of ensuring financial security of livestock owners.

- ii. In this context, it may be stated that the total Milch cattle and buffalo is 1256.78 lakh and 5% is 62.84 lakh. The fund requirement for Insuring 5% of Milch Population under different valuation starting from Rs.30,000 till Rs.60,000 considering duration of 1 year and Premium % as 4.5 is as under:

Sl. No	Value of animal	Fund required for insuring 5% of Milch population (Rs. in Cr.)
1	Rs.30,000	477.64
2	Rs.35,000	551.61
3	Rs.40,000	625.59
4	Rs.45,000	699.57
5	Rs.50,000	847.52
6	Rs.55,000	773.54
7	Rs.60,000	921.50

The average requirement of funds to insure 5% of milch population in each category of value of animal is Rs. 700.00 cr per year.

Ministry of Fisheries, Animal Husbandry & Dairying, Dept. of Animal Husbandry & Dairying

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Comments of the Committee

For comments of the Committee please *refer to Para No. 1.10* of this Report.

NEW DELHI;

24th March, 2026

03 Chaitra, 1948 (Saka)

CHARANJIT SINGH CHANNI

Chairperson

Standing Committee on Agriculture

Animal Husbandry and Food Processing

MINUTES OF THE TWELFTH SITTING OF THE COMMITTEE ON AGRICULTURE, ANIMAL HUSBANDRY AND FOOD PROCESSING (2025-26)

The Committee sat on Monday, the 23rd March, 2026 from 1035 hrs. to 1118 hrs. in Committee Room No. 2, First Floor, Block-A, Extension to Parliament House Annexe (EPHA), New Delhi.

Present

Shri Charanjit Singh Channi – Chairperson

Members

Lok Sabha

2. Shri Rajkumar Chahar
3. Shri Kuldeep Indora
4. Shri Sukanta Kumar Panigrahi
5. Shri Dushyant Singh
6. Shri Sudhakar Singh

Rajya Sabha

7. Smt. Ramilaben Becharbhai Bara
8. Dr. Anil Sukhdeorao Bonde
9. Shri H. D. Devegowda
10. Shri Madan Rathore

Secretariat

- | | | | |
|----|-------------------|---|------------------|
| 1. | Shri Dhiraj Kumar | – | Joint Secretary |
| 2. | Shri Maheshwar | – | Director |
| 3. | Shri Prem Ranjan | - | Deputy Secretary |
| 4. | Fauzi Badruddin | - | Deputy Secretary |

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee. Thereafter, the Committee took up for consideration and adoption of the following Draft Subject Reports and Draft Action Taken Reports:

*(i) xxxx xxxx xxxx xxxx xxxx xxxx

*(ii) xxxx xxxx xxxx xxxx xxxx xxxx

*(iii) xxxx xxxx xxxx xxxx xxxx xxxx

*(iv) xxxx xxxx xxxx xxxx xxxx xxxx

(v) Action-taken Report on the Action taken by the Government on the Observations/ Recommendations contained in the 11th Report of the Committee on the Demands for Grants (2025-26) of the Ministry of Fisheries, Animal Husbandry and Dairying (Department of Animal Husbandry and Dairying) presented during 18th Lok Sabha, and

*(vi) xxxx xxxx xxxx xxxx xxxx xxxx

*3. xxxxx xxxxx xxxxx xxxxx xxxxx.

4. The Committee adopted the Draft Action-taken Reports mentioned at para 2 (iii) to (vi) without any modifications.

*5. xxxxx xxxxx xxxxx xxxxx xxxxx.

6. The Committee also authorized the Chairperson to finalize the Reports in the light of modifications suggested and present the Reports to Parliament.

The Committee then adjourned.

**Matter not related to this report.*

ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE OBSERVATIONS/
RECOMMENDATIONS CONTAINED IN THE ELEVENTH REPORT (18th LOK SABHA) OF
THE STANDING COMMITTEE ON AGRICULTURE, ANIMAL HUSBANDRY AND FOOD
PROCESSING (2024-25) ON DEMANDS FOR GRANTS (2025-26)

(Vide Para 4 of Introduction of the Report)

(i)	Total Number of Recommendations	9
(ii)	Observations/Recommendations which have been accepted By the Government Para Nos. 1,2,3,4,5,7 and 8	Total 07 77.78%
(iii)	Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies Para Nos. NIL	Total 00 00.00%
(iv)	Observations/Recommendations in respect of which Replies of the Government have not been accepted by the Committee Para No. 9	Total 1 11.11%
(v)	Observations/Recommendations in respect of which final replies of the Government are still awaited Para No. 6	Total 01 11.11%