

ELEVENTH REPORT
STANDING COMMITTEE ON
AGRICULTURE
(1994-95)
(TENTH LOK SABHA)
MINISTRY OF FOOD PROCESSING
INDUSTRIES
DEMANDS FOR GRANTS
(1994-95)

Presented to Lok Sabha on 19th April, 1994
Laid in Rajya Sabha on 19th April, 1994

22



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CORRIGENDA

TO

ELEVENTH REPORT
STANDING COMMITTEE ON AGRICULTURE
(1994-95)

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11	3	3 from top	Rs. 4.70 lakhs	Rs. 4.76 lakhs
12	1	3 from below	R.F.M.F.J.B.P	R.F.M., F.J.B.P

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COMPOSITION OF THE STANDING COMMITTEE ON AGRICULTURE
(1994-95)

Shri Nitish Kumar — Chairman

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(iv)

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SECRETARIAT

1. Shri G.L. Batra - *Additional Secretary*
2. Shri R.V. Warjri - *Director*
3. Shri Haripal Singh - *Under Secretary*

PREFACE

1. the Chairman, Standing Committee on Agriculture having been authorised by the Committee to submit the Report on their behalf, present this Eleventh Report on Demands for Grants of the Ministry of Food Processing Industries for the year 1994-95.

2. The Standing Committee on Agriculture was re-constituted on 6th April, 1994. One of the functions of the Standing Committee as laid down in Rule 331E of the Rules of Procedure and Conduct of Business in Lok Sabha is to consider the Demands for Grants of the concerned Ministries/Departments and make a report on the same to the Houses. The report shall not suggest anything of the nature of cut motions.

3. The Committee took evidence of the representatives of the Ministry of Food Processing Industries on 6th April, 1994. The Committee wish to express their thanks to the officers of the Ministry of Food Processing Industries for placing before them, the material and information which they desired in connection with the examination of Demands for Grants of the Ministry for 1994-95 and for giving evidence before the Committee.

4. The Committee considered and adopted the Report at their sitting held on 8th April, 1994.

NEW DELHI;
19 April, 1994

29 Chaitra, 1916 (Saka)

NITISH KUMAR,
Chairman,
Standing Committee on Agriculture

CHAPTER I

INTRODUCTORY

The latest survey of Industries 1988-89 reveals that the total share of the Food Processing Industries in the total gross value of output and net value added of the manufacturing sector was 14.7% and 9.7% respectively. Keeping in view the potential for export of processed food as also to generate substantial direct and indirect employment opportunities by this sector, Ministry of Food Processing Industries was set up in July, 1988 to act as a catalyst and facilitator for getting larger investments in food processing sector increasing exports and creating a general atmosphere for healthy growth of the Food Processing Industries.

1.2. Accordingly, the Eighth Plan document envisages a moderate increase in food prices consistent with remunerative return to the farmers, a combination of processing and business activity with the farming activity, efforts to building the infrastructure and creating conditions for the growth of Food Processing Industries innovative organisational methods and farms which are important for Food Processing Industries and expanding employment, particularly in the processing and manufacturing activities.

1.3 Therefore, the thrust of the Eighth Plan for Food Processing Industries is to boost exports of agro-products covering processed fruits and juices including other processed food, fish and fish products and meat and meat products by focussing greater attention on strengthening of competitiveness of Indian products in the mega markets as well as to identify new export potential markets. In order to move towards the achievement of thrust, setting up of Food Processing Training Centres in the rural areas, improvement in packaging system and extension and training for rural artisans and other workers of the Food Processing Industries, development of infrastructure facilities, establishment of large private sector units in rural areas for production of processed food items, financial assistance to food processing units for strengthening backward linkages between processors and growers, and diversification/modernisation restructuring plans for M.F.I.L. and N.E.R.A.M.A.C. would be paid greater attention in each of the successive annual plans during Eighth Five Year Plan.

1.4 Plan outlay during Eighth Plan for Food Processing Industries is as follows:-

(Rs. in crores)

I. Food, Storage and Warehousing	
(A) Grain processing Sector	11.00
(B) Fruits and Vegetable processing	35.00
(C) Meat and Poultry Processing	23.00
Total	69.00
II. Fisheries	
63.00	
III. Consumer Industry	
8.00	
IV. Secretariat Economic Services	
6.00	
Grand Total	146.00

1.5. Ministry of Food Processing Industries have placed a demand of Rs. 46 crores (Plan) and Rs. 5.63 crores (Non-Plan) totalling to Rs. 51.63 crores during 1994.-95 against the Budget Estimate of Rs. 47.00 crores (Plan) and Rs. 4.05 crores (Non-Plan) totalling to Rs. 51.05 crores during 1993-94.

1.6 The Budget Estimates, Revised Estimates and Actuals are as follows:-

(Rs. in crores)

Year	Budget Estimate		Revised Estimate		Actuals	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
1992-93	40.00	4.39	41.84	3.58	32.89	-
1993-94	47.00	4.05	48.57	8.04	42.00	-
1994-95	46.00	5.63	-	-	-	-

1.7 The Revenue & Capital Estimates and Revised Estimates are as follows:-

(Rs. in crores)

Year	Budget Estimate		Revised Estimate	
	Revenue	Capital	Revenue	Capital
1992-93	37.72	6.67	40.20	5.22
1993-94	40.79	10.26	47.45	9.16
1994-95	44.33	7.29	-	-

1.8 The Committee have been informed that the estimated expenditure in respect of plan schemes during 1993-94 would be about Rs. 42 crores of against the Budget Estimate Rs. 47 crores. The non-plan expenditure is estimated to be Rs. 4.00 crores as against the Budget Estimate of Rs. 4.05 crores. The under-utilisation of funds was caused by submission of incomplete proposal.

CHAPTER II

DEMAND-WISE ANALYSIS

Demand No. 39

Sub-Head C1 (1) (1) (7) - subsidy for setting up of Modernised Huller Mills.

Rs. 1 crore has been provided for 1994-95 and there is no increase under this head as Rs. 1 crore compared to 1993-94. Ministry of Food Processing Industries in their written reply have stated that Rs. 2.85 crores has been released against the allocation of Rs. 3.85 crores for the scheme from 1989-90 to 1993-94 with a target of 2.600 small capacity huller rice mills. Funds are released to the State Governments who are responsible for identification and disbursement of subsidy to the beneficiaries. It has been stated that the Ministry was not following the pattern of Plan assistance adopted in other Ministries, by placing the money at the disposal of State Governments. Instead, it has adopted a Project approach. Projects are given assistance in order to attract investment in the Food Processing Industries sector. As such assistance is provided to the States in the case of rice mills only and on other matters a project approach is followed.

Fishery Survey of India (2045)

Sub- Head B1 (1)

2.2 The Budget Estimate and Revised Estimate for Fishery Survey of India during the year 1993-94 is Rs. 13.75 crores and Rs. 15.78 crores respectively. During 1994-95 Rs. 13.70 crores has been allocated which is less than the budget allocation in the previous years.

2.3 A scrutiny by the Committee of the Performance Budget, shows that the achievements in respect of Resources Survey are far from satisfactory during 1992-93 and 1993-94. To a query for the non-achievement of targets, Ministry of Food Processing Industries stated that some of the vessels acquired by Fishery Survey of India have become not only very old and require frequent repairs but are also not suitable for extended survey in deeper water of E.E.Z. in respect of different varieties of resources.

Publication

Sub-Head B1 (1) (2) (6)

2.4 Dissemination of information in respect of resources data plays an important role in the activity of concerned parties. The performance Budget reveals that resources data are collected by the scientist participating in the survey cruises of the vessels are being disseminated in the form of bulletins, charts atlas special publications scientific papers, etc. Performance Budget shows that during 1992-93 22 publications were released and 17 are projected during 1993-94. As regards the Budget allocation under this Head, Rs. 1.26 lakhs was spent during 1992-93 and Rs. 3.90 lakhs, Rs. 4.76 lakhs and Rs. 5.70 lakhs have been provided during 1993-94 (Budget Estimate), 1993-94 (Revised Estimate) and 1994-95 (Budget Estimate), which shows that the Budget allocation has been steadily increasing.

2.5 To a query about the certainty of dissemination of information reach to the fishermen, Ministry of Food Processing Industries stated that Fishery Survey of India publishes as many as 8 different types of publications including Bulletins, Resources Information Series, Meena News, Charted Fishing Vessels Data, Annual Report, Special publications, Proceedings of Workshop etc. These publications are regularly being mailed free of charge to as many as 133 parties including fishermen, fishermen's cooperatives, fisheries corporations, fisheries departments, fishing companies, Universities, Central and State Fisheries organisations, Ministries, Indian Embassies abroad and international agencies including FAO, IPTP, etc.

Fruit and Vegetable Processing

Sub-Head C1(2) (1)

2.6 Against the Revised Estimate of Rs. 11.00 crores during 1993-94, a Budget Estimate of Rs. 11.01 crores has been allocated for Fruit and vegetable processing. However, Performance Budget does not reflect anything about the schemes mentioned therein viz. objectives of various schemes operated under this head and explanation for financial requirement of Rs. 11.01 crores during 1994-95

2.7 The Budget Estimates and Actuals in respect of various schemes under this head are as under:-

(Rs. in crores)		
Year	Budget Estimate	Actual
1992-93	8.25	6.92
1993-94	11.00	11.00
1994-95	11.01	-

2.8 The Committee have learnt that 50 Food Processing and Training Centres in rural areas to be set up each year was proposed during the Eighth Five Year Plan. However, only 38 such centres were assisted during 1992-93 and 70 centres were assisted during 1993-94.

2.9. The Committee, further, noted that another scheme *i.e.* Mushroom promotion cultivation processing and other infrastructure is in operation in which assistance is provided for setting up compost pasteurisation facilities spawn laboratories and setting up of processing facilities for mushrooms to implementing agencies such as public sector undertaking, a cooperative or a joint sector undertaking or assistance to a sector project or autonomous/voluntary organisation. However, all proposals for financial assistance are to be routed through recommended by the concerned State Government. The Committee further noted the types of schemes being operated by the Ministry.

2.10 The Committee have also been informed that a grant is also provided to any scientific/other organisations for Research and Development in the Fruit & Vegetable Processing Sector.

Meat and Meat Processing

Sub-Head C1 (2) (2)

2.11 A target of Rs. 500 crores for export of meat and meat products has been fixed by the end of Eighth Five year Plan. The Committee have been informed that it is estimated that the export of meat and meat product will be more than Rs. 500 crores by the end of Eighth Five Year Plan. During 1992-93 the exports were of the order of Rs. 295 crores against the target of Rs. 300 crores and during the year 1993-94 the target is Rs. 350 crores, the value of export was Rs. 305 crores against the target of Rs. 350 crores from April, 1993 to February, 1994.

2.12 The Budget Estimate has been decreased from Rs. 8.00 crores in 1993-94 to Rs. 7.13 crores in 1994-95. Performance Budget of the Ministry has given priority to buffalo meat as there is demand for buffalo meat particularly in West Asia and African countries. But our export is very low owing to lack of modern processing facilities, inadequate infrastructure facilities of production level and lack of quality meat production, etc.

Consumer Industries

Sub-Heads D1(1) (1), CCI (1) (1) (1), EEI (1) (1)

2.13 The total Budget Estimates for Consumer Industries during 1993-94 and 1994-95 is of the order of Rs. 4 crores and Rs. 3.90 crores respectively. In Budget Estimates 1993-94 there was no provision for subsidy to N.E.R.A.M.A.C. However Rs. 60 lakhs were provided in the Revised Estimate for N.E.R.A.M.A.C. by reducing loan to Modern Food Industries. NERAMAC from Rs. 90 lakhs to Rs. 30 lakhs. During 1994-95 the Budget Estimate of Rs. 3.90 crores also includes subsidy of Rs. 60 lakhs to N.E.R.A.M.A.C.

2.14 The Committee have noted that Budget Estimate of Rs. 3.90 crores has been less than the previous year's Budget Estimate of Rs 4 crores. However, the loan to Modern Food Industries/NERAMAC has been increased from Rs. 90 lakhs during 1993-94 to R. 150 crores during 1994-95.

2.15 As regards the performance of Modern Food Industries the Ministry of Food Processing Industries in their written reply stated that the Company had incurred losses from 1988-89 to 1991-92 but during 1992-93 the Company made a profit of Rs. 1.42 crores. During 1992-93 the Company could improve its profitability since various steps were taken to consolidate and strengthen the main activity of bakery operation of the company and also by suitable restructuring and diversification in the non-bakery units of the Company.

2.16 A statement showing the profit and loss of the Company during the last 5 years is as per Annexure-I.

2.17 The Committee have been informed that the performance of the Company is reviewed on a quarterly basis by the Administrative Ministry and an MOU is signed with the Company every year.

2.18 Performance Budget states that the 'present name of the Company was adopted in November, 1982 in order to reflect its diversified activities'

2.19 The Committee find that the performance of units other than Bread Unit as reflected in Annexure-I has not been satisfactory as these units are incurring losses from 1988-89 to 1992-93.

2.20 The other public undertaking set up in March, 1982 under the administrative control of the Ministry of Food processing Industries is the North Eastern Regional Agricultural Marketing Corporation (NERAMAC). The basic objective of the Company is to foster horticulture development in the North Eastern region. The Company has been incurring losses since 1985-86. The Committee has been informed that inspite of the Company incurring losses yet keeping in view the developmental consideration in this sensitive region, N.E.R.A.M.A.C. was granted subsidy for the first time during 1993-94. The Committee find that subsidy has also been provided in the Budget Estimate of 1994-95.

2.21 Ministry of Food Processing Industries in their written reply stated that a high level Committee was set up to make a study of functioning of N.E.R.A.M.A.C. which *inter-alia* recommended relief measures for N.E.R.A.M.A.C, diversification of its activities, resting responsibility for determining the purchase price on N.E.R.A.M.A.C., fixing of responsibility by Ministry of Food Processing Industries for the irregularities committed in the conduct of the affairs of N.E.R.A.M.A.C.

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS

3.1 The Committee note that the actual expenditure during 1992-93 is Rs. 32.89 crores against the Budget Estimate of Rs. 40 crores on plan and during 1993-94 actual expenditure has been estimated to the tune of Rs. 42 crores against the Budget Estimate of Rs. 47 crores.

There is under-utilisation of funds on plan side, which was due to receiving of incomplete proposals. The Committee also find that there has been increased Budget allocation for Non-Plan during 1994-95 whereas plan allocation has been decreased.

The Committee recommend that the trend of under-utilisation of plan budget allocation should be contained so that processing sector may not be affected adversely and efforts should be made to clear proposals expeditiously. The Committee would like to stress that the Budget allocation should be tilted towards plan side instead of non-plan side.

Going through the main objectives of the Ministry, the Committee are constraint to observe that the Ministry have failed to evaluate the total potential and formulate a national perspective plan for food processing and exports.

The Ministry also has not been able to spell out how it wishes to ensure increased incomes accruing direct not to the producers for concentrating in the rural areas. Nothing has been brought to the notice of the Committee which can be termed as a move in that direction. There is not even a scheme for giving incentives to the units to be settled in rural areas.

One of the objective says that the Ministry has to take initiative in mobilising cost effective technologies for storage, processing and marketing of agriculture produce. No modality of such a scheme have been spell out.

Another objective says that the Ministry is to stimulate generic demand for processed food through organizational restructuring of the domestic market, thereby leading to the growth of the sector. Nothing has been said by the Ministry of assure the Committee on an organizational restructuring of the domestic market.

On the matter of priorities enumerated by the Ministry, no concrete schemes have been brought to the notice of the Committee for establishment of infrastructural facilities for storage, preservation, processing and marketing of food products. neither there has been any evidence of creating employment opportunities in this sector especially for women and unemployed youth close to the area of production.

3.2 The Committee find that against the Budget allocation of /Rs. 3.85 crores, Rs. 2.85 crores has been released from 1989-90 to 1993-94 for modernised Huller Mills with a target of 2,600 small capacity huller rice mills.

The Committee are in the dark about the achievements against the target of 2,600 small capacity huller mills. The Committee would like to emphasis, that these facts should have been reflected in the Performance Budget or Annul Report showing year-wise performance, so that the assessment of the scheme could be done properly.

3.3 On the matter of setting up of training centres a target of 250 centres to be established by the end of VIII Plan seems to be thoroughly inadequate. It is not known to the Ministry whether the 38 centres which had been extended assistance in the year 1992-93 and 70 centres which are reported to have been set up during 1993-94 are functioning or not. The Committee have been informed that the Ministry even do not have any idea of the total need of such training facilities in the country. The Committee are of the view that such needs and the objectives and the curriculum to be adopted by such centres must be evolved by the Ministry and implementation thereof should be left to technical education Deptt. of the Centre and States.

3.4 The Committee note that the Budget Estimate for Fishery survey of India during 1994-95 has been of the order of Rs. 13.70 crores against the Budget Estimate of Rs. 13.75 crores during 1993-94 which is less than the previous years. The Committee find that the achievements in respect of resources survey are not satisfactory. The reasons cited by the Deptt. on that the vessels require frequent repairs.

In the matter of dissemination of information relating to the sector only some publications have been brought out by the Ministry. These too are not available in regional languages and are reported to have been mailed only to 133 parties which include universities, embassies abroad, corporations and cooperatives. The critical sector of reaching this information to the fishermen has been left totally untouched. Mailing these publications to just 133 parties cannot be termed as a national effort commensurate with the status of the Ministry. Nothing at all has been brought to the notice of the Committee about organizing seminars, workshops, exhibitions, etc. A very important priority identified by the Ministry is the survey and R & D activities in the sector. The Committee has failed to lay hands on any R & D activity being done by the Ministry and the work of survey is also very superficial and peripheral.

The Committee feel that the Budget allocation under this head needs to be increased so that achievements for Resources Survey could be improved.

The Committee further note that during 1992-93, 22 publications were released and only 17 were projected during 1993-94. Rs. 1.26 lakhs were spent during 1992-93 and Rs. 3.90 lakhs, Rs. 4.70 lakhs and Rs. 5.70 lakhs have been provided in Budget Estimates (1993-94) Revised Estimates (1993-94) and Budget Estimates (1994-95) respectively which shows that Budget allocation has been increasing steadily under this head. However publications projected during 1993-94 are less than the year 1992-93. Further, the Performance Budget also does not reveal as to how many publication has been released out of 17 during 1993-94. The Committee recommend the Performance Budget should be more transparent in showing Ministry's activities during the year. The Committee do not find any justification for increased financial allocation with less publications. The Committee would like the Budget allocation to be re-considered under this head.

3.5 Against the Revised Estimate of Rs.11.00 crores during 1993-94, Budget Estimate of Rs. 11.01 crores has been provided for Fruit and Vegetable Processing. The Committee express their resentment that performance Budget do not reflect anything about the component of this schemes viz. objectives and explanation for financial requirement of Rs. 11.01 crores.

The Committee also note that assistance is provided for Mushroom promotion, cultivation processing. The Committee have been informed that all proposal for financial assistance are to be routed through the concerned State Government. The Committee recommend that more stress should be given on mushroom cultivation.

3.6 The Committee observe that Modern Food Industries as a whole, which was incurring losses, has made a profit of /Rs. 1.42 crores during 1992-93. However, the Committee note with concern that its units other than Bread Unit are still running into losses. The Committee recommend that if the units other than Bread units remain in losses, such units should be wound up in a phased manner. The Committee note that loan to Modern Food Industries/NERAMAC has been increased from Rs. 90 lakhs during 1993-94 to Rs 1.50 crores during 1994-95. The Committee are of the firm opinion that when Modern Food Industries has been showing profit since 1992-93, the increased allocation for loan purposes to Modern Food Industries seems not to be desirable. Further, the name of the Company was changed in order to reflect its diversified activities. But the Committee find that diversified activities such as Beverage, R.F.M. F.J.B.P. etc. are not showing profit whereas Bread Unit is in profit. The Committee recommend that the Concrete steps should be taken to make Modern Food Industries viable and competitive.

3.7 North Eastern Regional Agricultural Marketing Corporation (NERAMAC) has been incurring losses since 1985-86. Keeping in view the developmental consideration in its sensitive region, NERAMAC was granted subsidy of Rs. 60 lakhs in 1993-94 and in the Budget Estimate of 1994-95 subsidy of Rs. 60 lakhs has also been provided. A high level Committee was also set up to make a study of functioning of N.E.R.A.M.A.C.

The Committee recommend that horticultural potential should be tapped to the maximum level in North Eastern Region and N.E.R.A.M.A.C. should be strengthened to cope up with such situation., The Committee further urge that the recommendations of high level Committee should be implemented in toto expeditiously so that the functioning of N.E.R.A.M.A.C. is improved.

3.8 The Committee are constrained to note that the Ministry has failed to include a very vital sector of traditional Indian practices in food processing and preservation, This is a very serious lapse as India has a valuable heritage of processing and preserving food items without using chemical and inorganic substance. Their nutritional, environmental and health friendly value are well known. value addition through these traditional technologies needs no machinery and no big capital investments therefore. India can emerge a pioneer in this field and reap good dividends by exporting these in the world market, where there is a new way and craze for organic and processed food. Preparing an inventory of these practices and processes and identifying produce should have been the foremost thrust area for the Ministry.

3.9 The Committee are constrained to note that the Ministry has in its reply stated that physical targets for schemes formulated by the Ministry could not be fixed. The reasons stated are untenable. The Committee fail to understand how can a Ministry arrive at the figures of Demands for Grants in absence of targets. The Committee again emphasis that the Ministry has failed to come out with a national perspective plan covering different schemes of food processing industries namely fruit and vegetables processing, meat and poultry processing and consumer industries etc Further, it has been replied that the focus has been on acting as assistance to State cooperatives, poultry agencies, etc. for setting up/modernizing/extending food processing units. No concrete and targetted plans have been brought to the knowledge of the Committee. The Committee are of the view that the Ministry should confine itself to formulate a National Perspective Plan and evolve indicative norms of these aspects rather than involving itself in providing direct assistance and finance to such units, which would be better left to the financial institutions who posses a better professional expertise in the matter.

NEW DELHI;
19th April, 1994
29 Chaitra, 1916 (Saka)

NITISH KUMAR,
Chairman.
Standing Committee on Agriculture
(1994-95)

ANNEXURE I

MODERN FOOD INDUSTRIES (INDIA) LIMITED

Statement showing unit-wise Profit/loss during 1988-89 to 1992-93

(Rs. in lakhs)

S.No.	Name of the Unit	1988-89	1989-90	1990-91	1991-92	1992-93
0.1	Ahmedabad	-27.73	-35.06	-36.72	-31.87	-36.30
02.	Bangalore	-7.00	-13.79	-7.26	9.34	35.05
03.	Bombay	58.21	97.05	42.86	0.99	42.28
04.	Calcutta	-45.55	-39.67	-32.56	-22.66	-28.16
05.	Chandigarh	-6.52	-12.18	-24.90	1.84	12.81
06.	Cochin	33.97	39.88	52.96	65.43	111.07
07.	Delhi-I	91.85	151.76	46.13	11.70	252.52
08.	Delhi-II	—	—	—	—	-23.42
09.	Hyderabad	-19.50	-32.23	-25.75	-16.92	-28.64
10.	Indore	30.51	40.34	35.60	1.83	60.07
11.	Jaipur	-17.12	-17.50	-26.57	-8.50	-8.56
12.	Kanpur	-19.42	-25.88	-37.94	37.50	56.01
13.	Madras	37.72	37.56	37.07	66.43	84.03
14.	Ranchi	-32.74	-28.96	-28.72	-24.78	-20.22
Total (A)		76.68	161.32	-5.80	15.33	402.52

OTHER BREAD UNIT

15. Beverage	-5.89	-1.08	-9.06	-10.28	-4.94
16. R.F.M.	-8.21	-25.32	-31.62	-26.83	5.67
17. F.J.B.P.	-75.50	-63.24	-86.59	-116.33	-100.78
18. Ujjain	-32.31	-88.12	-76.81	-100.92	-125.81
19. Extruder	12.93	0.26	-7.42	-3.49	10.31
20. Bhagalpur	-35.86	-34.43	-39.34	-45.28	-45.29
Total (B)	-144.84	-211.93	-250.84	-303.13	-260.84
<u>Company As</u> <u>A Whole (A+B)</u>	-68.16	-50.61	-256.64	-287.80	141.68
H.Q . Overheads Unallcated	0.00	0.00	0.00	-14.54	0.00
Net Profit/Loss	-68.16	-50.61	-256.64	-302.34	141.68