

Chapter-V

Animal Husbandry Department

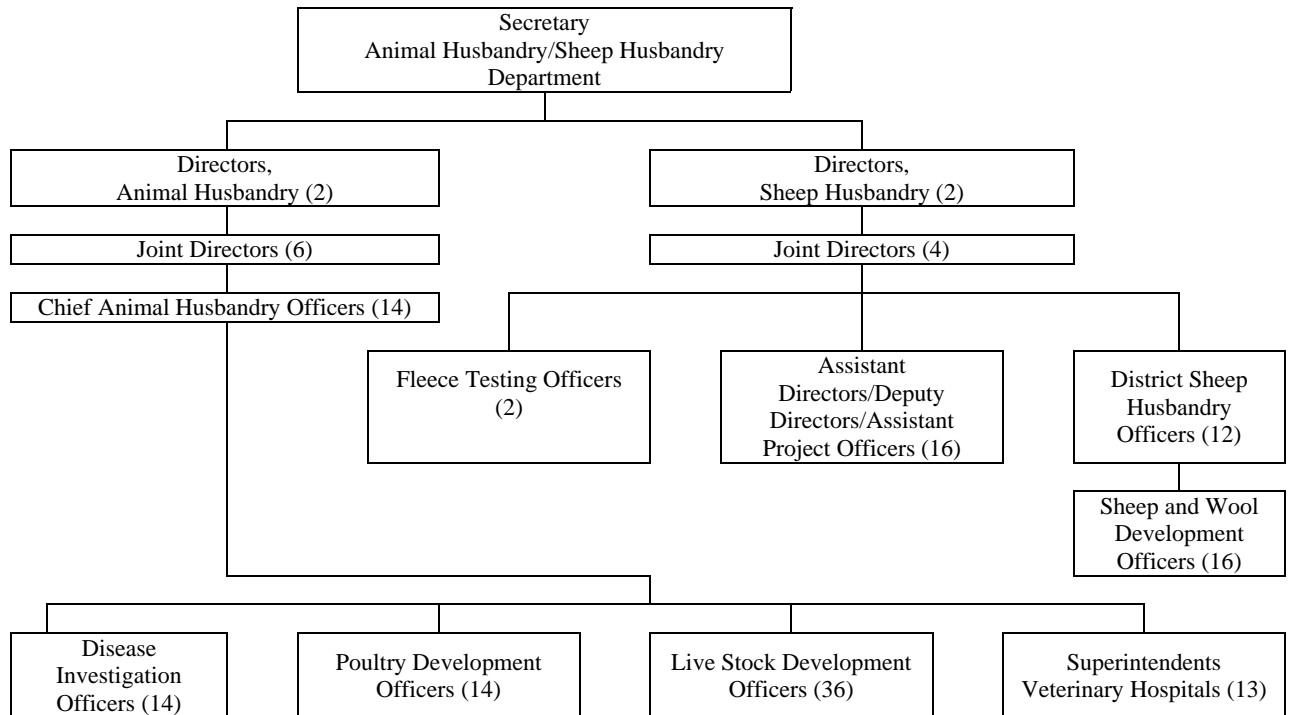
5.1 Introduction

Livestock rearing is a major supplementary activity of the rural population and plays a vital role in socio-economic upliftment of weaker sections of the society. For breeding, health cover, feeding and management facilities, the State Government established two main developmental agencies viz. (a) Animal Husbandry Department-responsible for increasing the production of milk, eggs and poultry meat and for improvement in the stock of pack animals, and, (b) Sheep Husbandry Department for increasing mutton and wool production. Two organisations viz. Milk Federation (Jammu; Srinagar) and Sheep Products Development Board have also been set up for procurement, processing and marketing of milk and wool products.

The broad objectives of the department include upgradation of local low yielding livestock through introduction of superior germplasm for improvement of their genetic potential, coverage of all villages through a network of artificial insemination frozen semen centres and giving impetus to poultry production in the private sector by encouraging poultry farming in rural areas. Besides, providing health care facilities to livestock population and marketing facilities for the produce, the department is also responsible for conversion of local sheep into crossbreed of *75 per cent* blood level for qualitative and quantitative improvement in production of mutton and wool.

5.2 Organisational set up

The organisational structure of the department is indicated in the following chart:



5.3 Targets and achievements

Targets fixed for overall milk and egg production in the State were not monitored and as such the progress made in fulfilment of the main objective of the department for achieving self sufficiency in production of these products could not be ensured. Although the targets fixed for Animal Husbandry Department for upgradation of germplasm, healthcare etc. were fully achieved, the achievements of departmental farms, semen processing laboratories etc. in production and distribution of quality germplasm had not been monitored by the administrative department. The heavy shortfall in production of eggs (35 per cent) and day old chicks (28 per cent) in Government farms during 2003-04 resulted in non-availability of improved birds with the breeders which had adversely affected production of poultry products in the State.

Further the target for establishment of 23* sheep extension centres and opening of 34 Sheep and Wool Development Offices (SDOs) was not achieved during 2004-05. There was also shortfall (36 per cent) in providing vaccination to the targeted sheep/goat population during 2004-05.

* Figure in respect of Jammu Division only

5.4 Manpower

The department had a sanctioned strength of 8,350 posts in various Gazetted (978) and Non-Gazetted (7,372) cadres. The effective strength was 7,863 (Gazetted: 823, Non-Gazetted: 7,040) and 487 posts were lying vacant, which comprised about six *per cent* of the sanctioned posts.

Despite shortage of Veterinary Assistant Surgeons (107[⇒]) Director, Animal Husbandry, Jammu attached one Livestock Development Officer and five Veterinary Assistant Surgeons to the Office of Liver Fluke-cum-Rinderpest Control Officer, Jammu during November 2002 to February 2004 in excess of its sanctioned strength. An expenditure of Rs. 9.26 lakh was incurred on payment of their salaries during the period of their attachment.

5.5 Allocation and expenditure

The position of funds received and expenditure incurred thereagainst by the department during 2003-04 and 2004-05 was as follows:

Table 5.1

(Rupees in lakh)

Year	Department	Allocation			Expenditure			Savings
		Plan	Non-plan	Total	Plan	Non-plan	Total	
2003-04	Animal Husbandry	1758.57	5132.82	6891.39	1703.15	5001.60	6704.75	186.64
	Sheep Husbandry	907.00	3745.50	4652.50	867.16	3525.82	4392.98	259.52
	Total	2665.57	8878.32	11543.89	2570.31	8527.42	11097.73	446.16
2004-05	Animal Husbandry	1942.69	5573.18	7515.87	1890.63	5477.69	7368.32	147.55
	Sheep Husbandry	1064.42	3960.92	5025.34	998.50	3780.62	4779.12	246.22
	Total	3007.11	9534.10	12541.21	2889.13	9258.31	12147.44	393.77

(Source: - Departmental records)

Overall utilisation of funds during 2003-04 and 2004-05 was 96 *per cent* and 97 *per cent* respectively. The break-up of expenditure under various activities was as under:

Table 5.2

(Rupees in lakh)

S. No.	Item	2003-04			2004-05		
		(AH) ^β	(SH) ^β	Total	(AH)	(SH)	Total
1.	Salaries	5420.58	3424.36	8844.94	5826.89	3554.60	9381.49
2.	Materials and Supplies	743.39	350.23	1093.62	803.38	352.06	1155.44
3.	Machinery and Equipment	49.47	8.29	57.76	123.67	32.60	156.27
4.	Other Activities	491.31	610.10	1101.41	614.38	839.86	1454.24
	Total	6704.75	4392.98	11097.73	7368.32	4779.12	12147.44

The expenditure on salaries accounted for 80 *per cent* and 77 *per cent* of the total expenditure, while as the expenditure on material/supplies and machinery/equipment accounted for only 10 *per cent* and 11 *per cent* during 2003-04 and 2004-05 respectively.

⇒ In respect of Directors Animal Husbandry only
 β AH: Animal Husbandry; SH: Sheep Husbandry

5.6 Audit coverage

Audit of 107 Drawing and Disbursing Officers (DDOs) out of 178 DDOs, was conducted during the year 2004-05. The total expenditure involved in respect of audited DDOs was Rs.144.54 crore out of which expenditure of Rs. 24.09 crore (17 per cent) was test checked as detailed below:

Table 5.3

(Rupees in crore)

Name of Department	Total number of DDOs	Number of DDOs covered in audit	Period of audit ranging between	Volume of expenditure involved	Expenditure test checked
Animal Husbandry	118	71	April 1999 to March 2005	86.25	14.09
Sheep Husbandry	60	36	August 1992 to February 2005	58.29	10.00
Total	178	107		144.54	24.09

Audit of Transactions

Audit findings of some important cases noticed during the current exercise of test check of records of various units are discussed in the succeeding paragraphs:

5.7 Idle investment on milk chilling plant

Director, Animal Husbandry Department, Jammu accorded (February 2001) administrative approval for construction of milk chilling plant building at Sodhra (Rajouri) at an estimated cost of Rs. 15 lakh. The works were got executed through Executive Engineer, Roads and Buildings (R&B) Division, Nowshera. After spending Rs.15[^] lakh on construction of main building, generator room and compound wall etc. during 2000-01 to 2002-03, it came to notice (December 2002) that some prerequisites like toilet block, septic tank, soakage pit, water tanks etc. had not been provided for in the original estimate. Accordingly, a revised estimate for Rs. 23.09 lakh submitted (December 2003) by PWD authorities, was sent (December 2003) to the Principal Secretary of the department for administrative approval and for release of additional funds of Rs. 8.09 lakh.

Test check of records (January 2005) of Director, Animal Husbandry Department, Jammu revealed that works relating to construction of building for housing the milk chilling plant was completed (July 2004), but possession was not handed over by Public Works Department to Animal Husbandry Department for want of Rs. 8.09 lakh towards discharge of liability. Audit scrutiny further revealed that neither the administrative approval nor the additional funds were granted (January 2005) and the investment of Rs 15 lakh continued to be idle.

The action of Director, Animal Husbandry Department, Jammu in taking up the works for construction of milk chilling plant building without first

[^] 2000-01: Rs. 3 lakh; 2001-02: Rs. 5 lakh; 2002-03: Rs. 7 lakh

ascertaining the actual requirement, resulted in idle investment of Rs. 15 lakh for about four years. Cost of idle funds worked out to Rs.4.55^Y lakh.

The matter was referred to Government/department in April 2005; reply had not been received (September 2005).

5.8 Unfruitful expenditure on construction

Director, Animal Husbandry Department Jammu allotted (29 March 2000) Rs 17.99* lakh for placement with Jammu and Kashmir Project Construction Corporation Limited (a Government company) for construction of Polyclinic, Feed Godown and Administrative Block at Kallar in Udhampur under Centrally Sponsored Scheme, Integrated Dairy Development Project (IDDP). Out of this Rs 14 lakh only were released (February 2001) to the Company through Chief Animal Husbandry Officer, Udhampur and Rs. 3.99 lakh out of funds earmarked for construction of administrative block were diverted for purchase of quality semen and equipment connected with artificial insemination. The Company took up the construction works from November 2001 and after completing 70 *per cent* of works at a cost of Rs 14 lakh, these were abandoned (September 2002) for want of balance amount of Rs 3.99 lakh.

On this being pointed out in Audit, the Director, Animal Husbandry, Department Jammu stated (March 2005) that demand had been projected to the Central Government in the Action Plan 2004-05 for release of funds under IDDP for completion of these works.

Thus, diversion of funds resulted in unfruitful expenditure of Rs 14 lakh, besides, non-achievement of intended objectives. Apart from this, construction cost was likely to increase as the Company had expressed its desire (July 2004) to revise the cost offer in view of the escalation in prices of key construction material.

5.9 Management and disposal of Biomedical waste

Under the provisions of Environment (Protection) Act, 1986 and Biomedical Waste Management and Handling Rules, 1998, every institution including veterinary institutions which generate biomedical waste, is required to take necessary steps to ensure that such waste is handled without any adverse effect on the environment. Every such institution has to maintain records relating to generation, collection and disposal/treatment of biomedical waste and submit an annual report to higher authorities by 31st of January every year indicating the category and quantity of waste handled and disposed off during the preceding year.

^Y Worked out at the borrowing rate of State Government.

* Polyclinic (Rs. 9.99 lakh), Feed Godown (Rs. 4 lakh) and Administrative Block (Rs. 4 lakh)

Test check of records of four^π Veterinary Hospitals revealed that these Hospitals had neither maintained the records of the waste generated/disposed off nor any annual report was submitted to higher authorities. In the absence of the same audit could not ascertain the adverse effect on the environment through such disposals. On this being pointed out in audit, Superintendents of three^{*} Veterinary Hospitals stated that the matter would be taken up with higher authorities for providing necessary facilities.

5.10 Unfruitful investment on Toggenburg Goat

Director Sheep Husbandry, Jammu imported 172[▲] Goat of Toggenburg breed in April 1998 at a cost of Rs. 40.86 lakh from Holland for their breeding in the State. The bulk purchase of goats was made without ascertaining their breeding/feeding habits, their performance and adaptability to local conditions. A large number of these goats, stationed at Goat Breeding Farm Rajbagh, Kathua died and their number was reduced to 13 by December 2004. No reasons for mortality were on record. However, Joint Director Farms Jammu intimated higher authorities (August 1998) that despite extraordinary care the goats suffered from several infectious diseases. Obviously the animals did not adapt well to the local conditions. Thus the improper planning of the department not only resulted in unfruitful expenditure of Rs. 37.77 lakh but also in avoidable expenditure on their maintenance.

5.11 Improper Storage of Vaccines

The Foot and Mouth Disease (FMD) and Multi Component Clostridial (MCC) vaccines are to be administered to cattle during the months of April/May and November/December respectively. These vaccines are to be stored within a temperature range of 0-8°C. However, District Sheep Husbandry Officers Rajouri and Doda issued these vaccines (value: Rs. 3.02 lakh) in off-season during 2004-05 to various subordinate offices having no proper storage facilities. The efficacy of these vaccines was doubtful in view of absence of proper storage facilities.

5.12 Excess and inadmissible payment

Test check of service records and allied documents maintained by 28[#] DDOs of the department revealed that inadmissible payments to the extent of Rs. 15.36 lakh were made on account of wrong fixation of pay (Rs. 2.19 lakh), drawal of inadmissible allowances (Rs. 10.98 lakh), grant of irregular promotion (Rs. 0.96 lakh) and irregular stepping up of pay (Rs. 1.23 lakh) between January

^π Jammu, R.S.Pura, Udhampur and Kathua

^{*} R.S.Pura, Kathua and Udhampur

[▲] Adult goats: 134; Kids: 38

[#] Animal Husbandry: 22 DDOs (Rs. 7.45 lakh), Sheep Husbandry: 6 DDOs (Rs. 7.91 lakh)

1982 and February 2005. These excess drawals were made due to wrong application of rules and other administrative orders.

5.13 Payment of idle wages

The services of one Junior Nutritionist and one Laboratory Assistant trained in nutrition analysis posted in the office of Research Officer Disease Investigation Laboratory Kartholi were not utilised due to lack of infrastructure facilities in the laboratory. They were paid idle wages to the tune of Rs. 7.31 lakh during May 2001 to May 2004.

Audit scrutiny of six* offices also revealed that despite non-availability of vehicles in these offices, drivers continued to remain posted there during February 1999 to June 2004 without any work. An expenditure of Rs. 15.36 lakh was incurred on payment of idle wages.

PERFORMANCE REVIEW

5.14 Sheep and Wool Development Programme

The main objective of Sheep and Wool Development Programme was qualitative and quantitative improvement in the production of wool and mutton in the State. The programme was adversely affected by defective planning and poor management of sheep breeding farms which led to low lambing, high mortality and low/poor quality wool yield from the departmental livestock. Shortage of extension services together with inadequate health coverage and non-distribution of departmental rams despite their shortage in the field led to slow progress of crossbreeding programme and non-accrual of benefits of the programme to the intended beneficiaries.

Highlights:

- **Against the norm of 80 per cent lambing only 67 per cent breedable ewes lambed in six sheep breeding farms. Low lambing adversely affected the cross breeding programme as the department did not have adequate number of stud rams in field for covering the local ewes. Besides, 1,398 rams produced in six test-checked farms were not distributed in the field but were retained unnecessarily.**
(Paragraph: 5.14.7 and 5.14.8)
- **Despite regular culling of 2,908 animals in six sheep breeding farms the mortality of departmental sheep was 4,931 during 2000-01 to 2004-05, which constituted 14 per cent of the available stock.**
(Paragraph: 5.14.9)

* Poultry Marketing Officer Belicharana, Livestock Development Officer Akhnoor, Feed and Fodder Development Officer Belicharana, Poultry Geneticist Srinagar, DSHO Udhampur, DSHO Doda (Drivers posted: 4, vehicles available: 2)

- In six test-checked sheep breeding farms of the State the average wool yield per animal per annum during 2000-01 to 2004-05 was only 2.01 Kgs. Wool obtained from departmental livestock was of poor quality and did not conform to essential quality parameters.
(Paragraph: 5.14.10)
- A meagre livestock population of seven *per cent* was provided vaccination and only 19 *per cent* was given dosing and dipping at the sheep extension centres in five test-checked field offices.
(Paragraph: 5.14.12)
- Due to shortage of 787 sheep extension centres the benefits of developmental activities undertaken under Sheep and Wool Development Programme could not accrue to intended beneficiaries.
(Paragraph: 5.14.13)
- Unnecessary retention of 402 sheep beyond their active breeding age in three test checked farms and seven-field offices not only resulted in the loss of 261 quintals of mutton costing Rs. 10.94 lakh due to their death but also in wasteful expenditure of Rs. 29.75 lakh on their maintenance.
(Paragraph: 5.14.15)

5.14.1 Introduction

The State of Jammu and Kashmir is ideally suited for sheep and goat rearing owing to its favourable agro-climatic conditions, rich alpine pastures and a host of other natural endowments. Sheep and goat rearing being a major activity in rural areas of the State, it plays a vital role in socio-economic upliftment of weaker sections of the society. About 2.31 *per cent* of the working population is estimated to be engaged in livestock rearing and it contributes about 13 *per cent*, at current prices, to the State's Domestic Product. The significance of sheep and goat rearing assumes greater importance in Kashmir division where the consumption of mutton and wool items is much higher than rest of the country. To achieve the primary objective of increase in production of mutton and wool, a multi-pronged strategy under Sheep and Wool Development Programme including implementation of cross breeding programme, providing prophylactic and curative health care facilities to breeder's stock, achieving higher levels of fodder production, increasing productivity through adoption of various agronomic practices, promotion of scientific management of breeding practices and investigation and control of livestock diseases is being implemented by the Sheep Husbandry Department.

5.14.2 Scope of audit

The Sheep and Wool Development Programme was last reviewed during November 1985 to June 1986 and the comments included at paragraph 3.1 of the Report of Comptroller and Auditor General of India for the year ended

31 March 1986. The review was, however, not discussed in the Public Accounts Committee. The present review conducted from September 2004 to March 2005 is based on the test check of records of two Directors (Jammu, Kashmir) four* Joint Directors, six♦ (out of 14) Sheep Breeding Farms, four♥ (out of 12) District Sheep Husbandry Officers, four▲ (out of 16) Sheep and Wool Development Officers, one (out of two) Disease Investigation Laboratory and one (out of two) Fleece Testing Laboratory covering 31 *per cent* of total expenditure of Rs. 215.02 crore incurred during 2000-01 to 2004-05.

5.14.3 Audit objectives

Performance review of the programme was undertaken to see whether:

- the programme was planned properly and executed efficiently
- the programme resulted in genetic improvement of local sheep
- adequate health care facilities were available
- sufficient number of field extension centres existed to cover the sheep population of entire State
- funds provided for implementation of programme were utilised judiciously
- the objectives under the programme were achieved in full
- a system of effective monitoring existed.

5.14.4 Audit criteria

The following audit criteria were set:

- improvement in genetic potential of sheep in the field.
- prophylactic and curative health care facilities for breeder's livestock.
- dissemination of information through Extension Centres.

5.14.5 Audit methodology

Selection of the units was made by adopting random sampling method as also on the basis of livestock population and the expenditure incurred. The records of selected units were test-checked in audit through examination of their primary and secondary records. Important points noticed during the course of audit are discussed in the succeeding paragraphs.

5.14.6 Allotment and expenditure

Against the allocation of Rs. 222.77 crore under various State Plan and Non-Plan Schemes, an expenditure of Rs. 215.02 crore was incurred during

* Farms Jammu, Farms Kashmir, Extension Jammu, Extension Kashmir
♦ Reasi, Billawar, Panthal, Daksum, Dachigam, Kralpathri
♥ Jammu, Kathua, Srinagar, Pulwama
▲ Banihal, Reasi, Hajin, Kulgam

2000-01 to 2004-05. Although overall utilisation of funds was 97 per cent during the period, savings increased from 0.86 per cent (2000-01) to 4.9 per cent (2004-05). The position of allocation of funds and expenditure incurred under the programme during 2000-01 to 2004-05 was as follows:

Table 5.4

(Rupees in lakh)

Year	Allocation			Expenditure			Savings (-) Excess (+)
	State plan	Non-plan	Total	State plan	Non-plan	Total	
2000-01	760.40	3279.61	4040.01	732.05	3272.90	4004.95	(-) 35.06
2001-02	788.00	3313.72	4101.72	749.59	3276.33	4025.92	(-) 75.80
2002-03	886.99	3570.18	4457.17	823.75	3475.01	4298.76	(-) 158.41
2003-04	907.00	3745.50	4652.50	867.16	3525.82	4392.98	(-) 259.52
2004-05	1064.42	3960.92	5025.34	998.50	3780.62	4779.12	(-) 246.22
Grand Total	4406.81	17869.93	22276.74	4171.05	17330.68	21501.73	(-) 775.01

(Source: Departmental records)

Programme implementation

With a view to improving the performance and productivity of indigenous sheep by their cross-breeding with exotic breeds (Rambouillet, Corriodale, Australian/Russian Merino, Dorset, etc.) as also for studying the behaviour, adaptability, performance, disease resistance etc. of different strains/breeds of sheep under prevailing agro-climatic conditions of the State 14[¶] Sheep Breeding Farms were established in Jammu and Kashmir divisions. These farms serve as ram mother farms. The stud rams produced in these farms are kept at sheep extension centres for cross breeding and upgrading the local sheep of private breeders. Sheep extension centres provide a vital link between the department and the breeders by providing various extension services for genetic improvement, disease control and other facilities to breeders in the field.

The records maintained at six farms were test checked and the points noticed are contained in the succeeding paragraphs.

5.14.7 Ram production and distribution

Sheep breeding farms being 'ram mother' farms and reservoirs of exotic germplasm, rams produced at these farms were required to be distributed in the field for mating with local ewes for genetic improvement of breeder's livestock. However, a few rams were to be retained in the farms for maintaining proper ratio^β for in-house breeding purposes.

Audit scrutiny in six test-checked sheep breeding farms revealed that out of 3,676 rams produced during 2000-01 to 2004-05 only 2,278 rams were distributed in the field for providing breeding coverage.

[¶] Does not include the farms located in Ladakh region and goat breeding farms.

^β One ram for 50 ewes

Table 5.5

(Numbers)

S No	Name of the Farm	Rams produced	Rams distributed
1	Sheep Breeding Farm Reasi	856	493
2	Sheep Breeding Farm Billawar	259	196
3	Sheep Breeding Farm Panthal	730	288
4	Sheep Breeding Farm Dachigam	696	537
5.	Sheep Breeding Farm Daksum	663	351
6.	Sheep Breeding Farm Kralpathri	472	413
	Total	3676	2278

Against the requirement of 40,000 rams for covering the 19.76 lakh breedable ewes in the State under breed improvement programme only 5,660 rams were available with the department. Retention of 1,398 rams at these farms not only resulted in substantial reduction in propagation of exotic germplasm leaving uncovered breedable ewes with the breeders but also involved unnecessary expenditure of Rs 40.80 lakh on their feeding etc. Reasons for less distribution of rams were attributed by Assistant Director Panthal farm to non-approval of formal permission from Joint Director (Farms) to lift the rams by the field agencies, while Deputy Director Billawar farm stated that the proposal for procurement of 300 ewes for the farm could not materialise. Delay in authorising the distribution and unnecessary retention of rams for the ewes, which were not procured, revealed defective planning and poor management of affairs.

5.14.8 Breeding performance

According to breeding norms out of 100 ewes put to breeding 80 ewes should lamb. The provision of 20 *per cent* dryage^ψ of ewes included deaths, abortions and stillbirths etc. Audit scrutiny in six sheep breeding farms revealed that out of 14,120 ewes put to breeding during 2000-01 to 2004-05 only 9,476 ewes (67 *per cent*) lambed, leaving behind 4,644 ewes (33 *per cent*) dry. Farm-wise details are indicated below:

Table 5.6

Name of the Sheep Breeding Farm	Ewes put to breeding	Ewes that lambed	Percentage of lambing
Reasi	3741	2193	59
Billawar	1360	786	58
Panthal	1872	1468	78
Dachigam	2745	1792	65
Daksum	2176	1640	75
Kralpathri	2226	1597	72
Total	14120	9476	67

Reasons for low lambing were attributed by Assistant Director Panthal farm to inbreeding coefficient and less carrying capacity of the farm, while as Deputy Director Daksum farm attributed it to non-importation of livestock and less management care. Deputy Director Sheep Breeding Farm Dachigam and

^ψ Ewes that failed to produce any lamb

Assistant Director Sheep Breeding Farm Kralpathri attributed low lambing to disease listeriosis.

Low lambing adversely affected the cross breeding programme as the department was not having adequate number of stud rams in field for covering the local ewes.

5.14.9 Mortality in departmental livestock

Efficient farm management practices envisage that mortality in departmental farms should be very low keeping in view the availability of round the clock professional health care facilities and regular culling of unproductive, diseased and weak animals. Test-check in six sheep breeding farms (details in Appendix-28) revealed that despite regular culling of 2,908 animals by way of their sale/auction etc. during 2000-01 to 2004-05, 4,931 sheep which constituted 14 *per cent* of the available stock died during this period. Mortality in sheep breeding farms Reasi and Billawar stood at 20 *per cent* and 26 *per cent* respectively which far exceeded the permissible limit of 15 *per cent*. The value of livestock which died in excess of prescribed norms in these farms worked out to Rs. 14.03 lakh. Audit scrutiny of causative statements in sheep breeding farms Billawar and Reasi revealed that out of 2,623 deaths during 2000-01 to 2004-05 in these farms 2,489 deaths were caused by pneumonia (849), sheep pox (301) and other diseases (1,339). Postmortem reports in respect of 134 cases of death were awaited (September 2005).

Reasons for high mortality were attributed by Technical Officer Directorate of Sheep Husbandry Department Jammu to outbreak of natural calamities, increase in inbreeding coefficient stress, reduction in grazing hours due to militancy and consequential starvation of livestock.

High mortality in farm animals despite regular culling and availability of prophylactic and curative health care facilities revealed poor farm management.

5.14.10 Quality of livestock

Economic traits in terms of wool and mutton yield of various breeds maintained in different sheep breeding farms were not on record. Although no information about mutton yield of these breeds was made available, divergent views were expressed about the wool yield of imported livestock maintained by the department at various farms. Deputy Director Sheep Breeding Farm, Reasi stated (January 2005) that the average wool yield of imported rams ranged from 4 Kgs to 4.5 Kgs and that of ewes from 2.7 Kgs to 3 Kgs whereas Technical Officer Directorate of Sheep Husbandry Jammu held (May 2004) that the yield of imported livestock was between 2.5 Kgs to 3.5 Kgs.

Audit scrutiny however, revealed that in six sheep breeding farms of the State where various exotic breeds* of sheep were being maintained, the average wool yield per animal per annum during 2000-01 to 2004-05 was only 2.01 Kgs. Reasons for low wool yield in the farms of Kashmir division were attributed by Joint Director Farms Kashmir and Assistant Director Sheep Breeding Farm Kralpathri to continuous inbreeding and non-importation of exotic livestock. Deputy Director Sheep Breeding Farms Dachigam and Daksum attributed low wool yield to scarcity of pasture land and lack of micro nutrients etc. Reasons for low wool yield in the farms of Jammu division were not analysed by the department.

The wool obtained from sheep had to qualify six♦ quality parameters. Test check in audit revealed that out of 1,665 samples of wool pertaining to Reasi, Billawar and Panthal farms tested at Fleece Testing Centre Kartholi Jammu during 2000-01 to 2004-05 (January 2005), none qualified all the six parameters. The number of parameters, which these samples failed to qualify, is tabulated as under:

Table 5.7

Total number of samples tested	Number of parameters which these samples failed to qualify					
	One	Two	Three	Four	Five	Six
1665	50	302	468	609	229	7

Reasons for poor quality of wool were not analysed. In view of the low yield and poor quality of wool obtained from the sheep maintained at departmental farms, distribution of rams produced from such stock in the field for covering the local ewes instead of increasing their genetic potential can have an adverse impact on production in the field.

5.14.11 Fleece Testing Laboratories

In order to monitor and analyse the improvement of wool both qualitatively and quantitatively Fleece Testing Laboratories have been established at Jammu and Srinagar. Test check in audit revealed that out of 16,062 wool samples tested at Fleece Testing Laboratory Jammu during 2000-01 to 2004-05 (December 2004), only 2,150 samples (13 *per cent*) taken from livestock of private breeders from the two^ψ districts of Jammu province were got tested. No wool samples were collected from the breeder's livestock in other four^β districts of Jammu province. In view of the negligible sample testing the enhancement of wool yield in qualitative terms could not be ascertained.

* Jammu Division: Rambouillet, Kashmir Division: Australian Marino, Kashmir Marino and Corriedale

♦ Clean Wool yield: 60 to 64 *per cent*, Fibre diameter: 19 to 23 microns, Staple length: 5 to 6.5 cms, Crimps: 14 per inch, Medullation: Nil, Wool count: 64 to 80 Scours

^ψ Kathua: 400 samples, Jammu: 1750 samples

^β Rajouri, Udhampur, Poonch, Doda

Fleece Testing Officer Jammu attributed (February 2005) the reasons for less collection of samples to power cuts, turmoil and availability of only one trained Wool Analyst.

5.14.12 Inadequate health coverage

With a view to providing prophylactic health care for prevention/control of various diseases, vaccination against four[^] types of diseases, dosing against helminthes (worms) and two dippings were to be provided to the livestock in the field annually. Test check in five^z field offices revealed that a meagre livestock population of seven *per cent* within their jurisdiction were provided vaccination and only 19 *per cent* were given dosing and dipping at the Sheep Extension Centres. Sheep and Wool Development Officer Hajin attributed the reasons for shortfall in providing health care to non-supply of medicines according to livestock population, whereas DSHO Jammu attributed it to shortage of funds. Since the exotic breeds were prone to various diseases, inadequate health cover provided by the department rendered the livestock of breeders to high health risks and consequential economic loss.

5.14.13 Shortage of extension services

A village or a cluster of villages having population of more than 2000 sheep or 1000 breedable ewes qualified for establishment of a sheep extension centre. However against the requirement of 1,696 extension centres for the sheep population of 34.34 lakh in the State only 909 centres were functioning (March 2004). Since the extension centres constituted a vital link in dissemination of the departmental extension facilities to the breeders, shortage of 787 centres resulted in non-accrual of the benefits of developmental activities available under Sheep and Wool Development Programme to intended beneficiaries. On being pointed out in audit, Director Sheep Husbandry Jammu stated that ban on fresh recruitment by the State Government was the main impediment in setting up of new extension centres.

5.14.14 Avoidable expenditure on rearing of sheep

According to departmental norms one shepherd is required for rearing 50 sheep/goats. The livestock population at the close of each year in all the sheep breeding farms of Jammu division during 2000-01 to 2004-05 ranged from 4,298 to 4,610, which required 86 to 92 shepherds. Despite availability of 93 shepherds sufficient to tend livestock available in sheep breeding farms of Jammu division an avoidable expenditure of Rs. 11.60^{phi} lakh was incurred during 2000-01 to

[^] Clostridial (March), Foot and mouth disease (April), Clostridial Peste-de-Petitis Ruminants (October), Sheep pox (November)

^z District Sheep Husbandry Officers: Jammu and Kathua; Sheep and Wool Development Officers: Hajin, Banihal and Reasi

^{phi} Reasi: Rs. 0.52 lakh; Billawar: Rs. 0.93 lakh; Chanderkot: Rs. 5.35 lakh and Panthal: Rs. 4.80 lakh

2004-05 on engagement of daily wagers/casual labourers for rearing the sheep in four sheep breeding farms. This indicated improper deployment of shepherds in these farms.

5.14.15 Retention of livestock beyond active breeding age

According to norms active breeding age of sheep is upto six years. Beyond that age they have only mutton value. In three[†] test-checked farms and seven* field offices 402 sheep were retained beyond their active breeding age for the periods ranging from three months to ten years. Their subsequent death led to a loss of 261 quintals mutton[#] valued at Rs. 10.94 lakh. Besides, wasteful expenditure of Rs. 29.75 lakh was also incurred on their maintenance during the period of their unnecessary retention.

Sheep and Wool Development Officer Reasi and Deputy Director Sheep Breeding Farm Reasi attributed the reasons for unnecessary retention to shortage of rams and non-replacement of foundation stocks while as Assistant Director Panthal Farm stated that no action was taken by the higher authorities on his proposal to cull the aged livestock.

5.14.16 Non-recovery of cost of wool

Wool produced in various farms was sold to Jammu and Kashmir Wool Board. However, an amount of Rs. 21.60 lakh on account of cost of wool sold to the agency during 1996-97 to 1999-2000 had not been recovered (March 2005).

5.14.17 Monitoring and Evaluation

For overall enhanced performance the level of exotic blood was to be kept at an optimum level of 75 per cent as any increase beyond that level affected the production, survivability, health etc. of the livestock. The level of exotic inheritance in the livestock produced as a result of cross breeding had not been monitored in the test checked field offices. Although Director Sheep Husbandry Jammu stated (March 2005) that such records were being maintained in a few model flocks of the province, but the indiscriminate cross-breeding of local livestock without maintaining the essential pedigree records in majority of the flocks resulted in generation of sheep of unknown exotic inheritance.

5.15 Internal controls

Adequacy and effectiveness of internal controls in respect of 107 units was reviewed in audit during 2004-05. Controls in the below mentioned areas were inadequate and need to be strengthened and monitored effectively:

[†] Reasi, Billawar and Panthal
^{*} District Sheep Husbandry Officers: Jammu, Kathua, Doda and Rajouri; Sheep and Wool Development Officers: Kishtwar, Reasi and Hajin
[#] On hoof weight basis

5.15.1 Physical verification of stores

Financial rules provide that physical verification of stores is to be conducted at least once a year and discrepancies if any noticed are to be adjusted according to financial rules. Physical verification of stores for the period ending March 2004 had not been conducted in 39 test checked offices (36 *per cent*). This was fraught with the risk of shortages/leakages escaping the notice of higher authorities.

Shortages of stores, if any, noticed by the department are to be recovered immediately from the officials concerned. However, shortages of store articles and livestock worth Rs. 1.70 lakh suffered in various offices of Sheep Husbandry Department during 2000-2005 due to negligence of various officials had not been recovered (March 2005).

Audit scrutiny in 11 offices of Sheep Husbandry Department revealed that store articles having book value of Rs. 12.28 lakh were lying unserviceable for over three to 32 years. No action was taken by the department to dispose off these articles.

5.15.2 Administrative inspection

In order to exercise checks over position of resources and functioning of department, administrative inspection of each subordinate office is required to be conducted annually by next superior authority. Test check in audit revealed that annual administrative inspection of 88 test checked units (82 *per cent*) was not conducted by the next higher authority indicating laxity in enforcing necessary controls.

5.15.3 Improper maintenance of cash book

In order to ensure proper accountal of all monetary transactions, the totals of the cash book maintained in each office are to be verified by some responsible person other than writer of the cash book. A certificate to this effect is to be recorded on the cash book. The procedure was not followed by 40 DDOs test checked in audit.

Further the officials entrusted with the job of cashier in each office are required to furnish cash security and also execute a surety bond. No cash security was obtained from officials entrusted with the job of cashier in 59 offices.

5.15.4 Withdrawal of money without any immediate requirement

Financial rules provide that money should be withdrawn from treasury only if required for immediate disbursement. Withdrawing money with a view to avoid lapsing of budget grant and placing such money in deposits in the public

account or with a bank is forbidden. Contrary to these rules three[^] Drawing and Disbursing Officers (DDOs) withdrew Rs. 81.15 lakh from treasury in the months of March during 2001 to 2004 without any immediate requirement and deposited the same in deposit/bank accounts.

5.16 Action Taken Notes

Out of two^φ Audit Paragraphs and one Performance Review against the department which featured in the Reports of Comptroller and Auditor General of India (1990-91 and 2001-02), Public Accounts Committee discussed one Audit Paragraph and gave its recommendations. However, *suo-moto* Action Taken Notes and Action Taken Notes by the department on the recommendations of PAC were awaited (August 2005).

5.17 Outstanding Inspection Reports

The position of outstanding Audit Inspection Reports (AIRs) and paragraphs as on 31 March 2005 is indicated below:

Table 5.8

Department	No. of Inspection Reports (with Audit Paras) outstanding at the beginning of the year		Inspection Reports issued during the year (with Audit Paras)		No. of Inspection Reports/Audit Paras settled during the year		No. of Inspection Reports/Paras outstanding at the close of the year	
	AIRs	Paras	AIRs	Paras	AIRs	Paras	AIRs	Paras
Animal Husbandry	223	551	71	336	103	316	191	571
Sheep Husbandry	99	308	36	180	16	145	119	343
Total	322	859	107	516	119	461	310	914

As a result of departmental replies and Audit Committee meetings held with the Directors, Animal Husbandry Kashmir (October 2004) and Jammu (February 2005), only 461 paras in respect of 119 Audit Inspection Reports were settled during 2004-05. The remaining 914 paras in respect of 310 Audit Inspection Reports were outstanding as on 31 March 2005.

5.18 Conclusions

Sheep and Wool Development Programme largely failed to achieve its main objective of qualitative and quantitative improvement in the production of wool and mutton in the State. Departmental farms set up for cross-breeding and production of rams did not perform well. Rams produced in departmental farms were unnecessarily retained instead of their distribution in the field. Despite availability of health care facilities at the departmental farms, dryage of ewes could not be contained within the permissible limits. Low lambing adversely affected the cross breeding programme. High mortality in farm animals despite

[^] Director Animal Husbandry Jammu: Rs. 75 lakh, Poultry Development Officer Poonch: Rs. 4.50 lakh, Chief Animal Husbandry Officer Poonch: Rs. 1.65 lakh

^φ One each on Animal Husbandry and Sheep Husbandry

regular culling and availability of prophylactic and curative health care facilities revealed poor farm management.

The quantity and quality of wool obtained from departmental sheep did not show any improvement. A negligible portion of livestock population was vaccinated against various types of diseases. Disease investigation facilities were not adequate. Adequate number of sheep extension centres were not established. Overall impact of the programme in genetic improvement of livestock was not assessed due to non-monitoring of exotic blood level in the crossbred livestock.

No proper arrangement was made for handling biomedical waste generated in veterinary hospitals. No proper system of storage of vaccines existed in the department. Manpower was not managed properly. Internal control system in the department was inadequate.

5.19 Recommendations

- Rams produced in departmental farms should be distributed in the field without any delay.
- Concrete steps need to be taken to contain the dryage of ewes and reduce the mortality of livestock by providing quality prophylactic and curative treatment.
- Wool and mutton yield of various breeds maintained in different sheep breeding farms should be improved. Replacement of Foundation stock should be considered only after a detailed analysis of reasons that led to poor performance of available stock.
- Recovery of cost of medicine from breeders may be considered if availability of adequate funds is a constraint in providing quality treatment to their livestock. Existing disease investigation facilities should also be strengthened.
- Unproductive, diseased and weak animals should be culled regularly to avoid any loss as a result of their death.
- There is an urgent need to monitor the level of exotic blood in crossbred livestock. Improvement in their traits also needs monitoring.
- Adequate number of sheep extension centres need to be established and sheep population to be covered under Sheep and Wool Development Programme should be maximised.
- Suitable arrangements for disposal of biomedical waste need to be made to comply with the provisions of Biomedical Waste Management and Handling Rules, 1998.
- There is an imperative need to strengthen internal controls and for proper management of manpower.