



No. RS. 7(1)/2012-Com.II

Dated the 13<sup>th</sup> February, 2014

To

**Jainacharya Vijay Ratnasundarsuri,**  
Ratnatryayee Trust,  
258, Gandhi Gali,  
Swadeshi Market,  
Kalbadevi Road,  
Mumbai-400 002

*Sub: Hundred and Fifty-first Report of the Committee on Petitions of Rajya Sabha on the petition praying for review of meat export policy.*

Sir,

I am directed to refer to the above cited petition submitted by you and to state that after examining the issues raised therein, the Committee on Petitions of Rajya Sabha presented its 151<sup>st</sup> Report on the petition to the Rajya Sabha on February 13, 2014. A copy the said Report of the Committee (in English) is enclosed for your information.

2. The printed copies of the Report will be made available in due course.

Yours faithfully,

*Alok Chatterjee*  
(ALOK CHATTERJEE)  
JOINT SECRETARY  
Phone: 230354057(O)  
Fax: 23794328

REPORT NO.

**151**



**PARLIAMENT OF INDIA**

**RAJYA SABHA**

**COMMITTEE ON PETITIONS**

**HUNDRED AND FIFTY FIRST REPORT**

**ON**

**PETITION PRAYING FOR REVIEW OF MEAT EXPORT POLICY**

*(Presented on 13<sup>th</sup> February, 2014)*



**Rajya Sabha Secretariat, New Delhi  
February, 2014/Magha, 1935 (Saka)**

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## **Composition of the Committee**

*(Re-constituted w.e.f. 8<sup>th</sup> May, 2013)*

1. Shri Bhagat Singh Koshyari - *Chairman*
2. Shri V.P. Singh Badnore
3. Shri Husain Dalwai
4. Dr. Akhilesh Das Gupta
5. Shri Paul Manoj Pandian
6. Shri P. Rajeeve
7. Shri Palvai Govardhan Reddy
8. Shri Avinash Pande \*
9. Shri Arvind Kumar Singh
10. Shri A.V. Swamy

### **Secretariat**

Shri Alok Chatterjee, Joint Secretary  
Shri Rakesh Naithani, Joint Director  
Shri Rajendra Tiwari, Deputy Director  
Shri Goutam Kumar, Assistant Director  
Shri Ranajit Chakraborty, Committee Officer

(i)

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\* Nominated w.e.f. 22<sup>nd</sup> July, 2013

## INTRODUCTION

I, the Chairman of the Committee on Petitions, having been authorized by the Committee to submit the Report on its behalf, do hereby present this Hundred and Fifty-first Report of the Committee on the petition signed by Jainacharya Shri Vijay Ratnasundarsuri, a resident of Mumbai and two others and countersigned by Shri S.S. Ahluwalia, ex-MP, Rajya Sabha, praying for review of Meat Export Policy (**Appendix-I**).

2. The petition was admitted by Hon'ble Chairman, Rajya Sabha on 7<sup>th</sup> January, 2013 under the provisions of Chapter X of the Rules of Procedure and Conduct of Business in Council of States (Rajya Sabha). In accordance with Rule 145 *ibid*, the petition was reported to the Council on 26<sup>th</sup> February, 2013 by Secretary-General after which it stood referred to the Committee on Petitions for examination and report in terms of Rule 150 *ibid*.

3. The Committee issued a Press Communiqué inviting suggestions from individuals/organisations on the subject matter of the petition. In response thereto, the Committee got overwhelming response and more than ten lakhs memoranda were received by the Secretariat. The Secretariat scrutinized those memoranda and a gist of the same has been suitably incorporated in the Report.

4. The Committee heard the petitioner on his petition during its study visit to Raipur on 4<sup>th</sup> June, 2013. The Committee also heard the representatives of selected NGOs/individuals, who had submitted their memoranda against the issues raised in the petition in its sitting held on 17<sup>th</sup> September, 2013. The Committee heard the Secretaries, Department of Commerce (Ministry of Commerce & Industry) on 30<sup>th</sup> October, 2013 and Department of Animal Husbandry (Ministry of Agriculture) and Ministry of Health & Family Welfare on 17<sup>th</sup> January, 2014. It considered the draft Report in its sitting held on 12<sup>th</sup> February, 2014 and adopted the same.

5. The Committee while formulating its observations/ recommendations, has relied on the written comments of the concerned Ministries, oral evidence of witnesses, observations of the Members of the Committee and interaction with other stakeholders and concerned citizens.

6. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the Report in separate paragraphs.

New Delhi  
February 12, 2014  
*Magha 23, 1935 (Saka)*

**BHAGAT SINGH KOSHYARI**  
*Chairman,*  
*Committee on Petitions*

### **Acronyms**

DGFT	Director-General of Foreign Trade
APEDA	Agricultural and Processed Food Products Export Development Authority
FSSAI	Food Safety and Standards Authority of India
TSEs	Transmissible Spongiform Encephalopathies

## REPORT

Shri S.S.Ahluwalia, former M.P. (Rajya Sabha) forwarded a petition signed by Jainacharya Vijay Ratnasundarsuri, a resident of Mumbai and two others to the Council of States (Rajya Sabha), praying for the review of Meat Export Policy. In their petition, the petitioners contended that the Meat Export Policy was introduced by the Central Government in the year 1991-1992 to tide over the acute foreign exchange shortage in the country. Several private sector export-oriented slaughter houses have since been set up in the country pursuant to this policy. The petitioner has further stated that the setting up of one such unit was challenged before the High Court and later in appeal before the Supreme Court, which in its decision dated 29<sup>th</sup> March, 2006 directed the Government to review the said meat export policy in the light of the Directive Principles of State Policy under the Constitution of India and also in light of the policy's potentially harmful effects on the livestock population and the economy of the country.

2. The petition further states that the Ministry of Commerce and Industry (D/o Commerce) have not complied with the above directions of the Hon'ble Supreme Court and have instead decided on 3<sup>rd</sup> May, 2007 to continue with the existing policy in view of unemployment, loss of foreign exchange, adverse effect on the income of the farmers, increase in the number of unproductive animals etc. The petitioners further contended that the Meat Export Policy is violative of the various Constitutional provisions such as 19(1) (g), 21, 39(b) & (c), 47, 48, 48A and 51A which in general provides for 'compassion for living creatures' as one of the fundamental duties and places an obligation on the State for preserving/prohibiting the slaughter of cows and for protection of environment and to safeguard forest and wildlife. The Meat Export Policy is also violative of the various State Animal Preservation Laws *viz.* Prevention of Cruelty to Animals Act, 1960. Besides this, the Law Commission of India in its 159<sup>th</sup> Report, the National Commission on Cattle in its Report submitted on 31.07.2002 and the Animal Welfare Board of India in its 67<sup>th</sup> Executive Committee meeting have recommended ban on meat export.

### **Meat Export Policy: Background**

3. The existing Meat Export Policy stipulates that, the export of beef (meat of cow, oxen and calf) is prohibited and is not permitted to be exported. The export of chilled and frozen buffalo meat (male or female) is allowed subject to the provisions specified in the Gazette Notifications on raw meat (Chilled and Frozen) issued from time to time under the Export (Quality Control and Inspection) Act, 1963. The Meat Export Policy was strengthened in the year 2004 when it was notified (Vide DGFT Notification No.12/ (2004-2009 dated 21<sup>st</sup> December, 2004) that export of meat and meat products will be allowed subject to the exporter furnishing a certificate to the customs at the time of export that these items have been obtained/sourced from an abattoir/meat processing plant registered with APEDA. The Policy was further strengthened in 2011, by issuing a more comprehensive notification (DGFT Notification No.82 (RE-2010)/2009-2014 dated 31<sup>st</sup> October, 2011) that:



- (i) Exporters would be required to certify both:
  - (a) that the items have been obtained/sourced from an APEDA registered integrated abattoir or from APEDA registered meat processing plant; and
  - (b) that the raw material have been sourced exclusively from APEDA registered integrated abattoir.
- (ii) the designated Veterinary Authority of the State have been authorized to issue the Health Certificate on the basis of the inspections carried out by Veterinarians duly registered under the Indian Veterinary Council Act 1984 employed by the exporting unit in relevant laboratories.

3.1 The Foreign Trade Policy of Government of India provides that each consignment is compulsorily required to be accompanied by a certificate from the competent authority certifying that meat has been derived from Buffaloes unfit for mulching and breeding. It is also mandatory for the Indian exporters to subject meat and meat products to ante-mortem and post-mortem examination.

#### **Petitioner's oral submission (4<sup>th</sup> June, 2013)**

4. The Committee on Petitions heard the petitioner and others on the petition at Raipur on the 4<sup>th</sup> June, 2013 during its study visit to Nagpur and Raipur. The petitioner emphasized that catering to the economic ambitions of a few in the trade or earning a small amount of foreign exchange for a certain period is no compensation to the irreversible situation that the country might face in terms of national animal wealth and the attack on the ecological and cultural system, which at no cost can be retrieved.

4.1. The petitioner further opined that the State is liable to impose reasonable restrictions on the occupation/trade carried out by a person in the interest of general public, despite the Constitutional provisions contained in clause (6) of Article 19 pertaining to the freedom of occupation, trade or business. Hence the need for the state to patronize the meat industry does not arise, which violates the citizen's Fundamental duty to have compassion for the living creatures. Further, the freedom of occupation does not give the right to kill any animal, especially if the freedom of slaughtering business is destructive of environment.

#### **Deposition of Secretary, Department of Commerce (30<sup>th</sup> October, 2013)**

5. The Commerce Secretary submitted that the Government permits the export of buffalo meat only and regulates the same through its various control orders, notifications to ensure that the meat is sourced only from recognised abattoirs. He also submitted that the Central Government has framed the Meat Export Policy but its implementation is being done by the respective State Governments, which have the responsibility to ensure that only the unproductive buffalo and not cow or calves are slaughtered in the recognised abattoirs. The State

Governments, under the Constitution of India, have the responsibility to frame the animal preservation laws and to issue health certificates to the unproductive buffalo for the purposes of slaughtering.

5.1 The Secretary also explained that any ban on the meat export would lead to unemployment, loss of foreign exchange, increase in number of unproductive animals, crisis in the ancillary industries such as leather industry etc. He also stated that for maintenance of eco-balance of the livestock and improved milk production, slaughtering of unproductive animals is required. He submitted to the Committee that Government of India through various Quality Control Orders regulates the export of buffalo meat. A series of notifications of Quality Control Orders was under the Export (Quality Control and Inspection) Act, 1963 strengthen the various aspects of quality, the DGFT has come out with some notifications – one in 2004 and another one on 31<sup>st</sup> October, 2011. Basically the purpose of these two notifications was to ensure that the material is sourced from recognized abattoirs and from processing plants that have linkage with registered abattoirs or integrated processing plants that have abattoirs. The registration process of abattoirs is done by the APEDA and it has recognized abattoirs and processing plants.

5.2 He also submitted that the entire emphasis of the Government of India is to frame the Export Policy and the implementation of the policy is left to the State Governments. The veterinary doctors of the State issue the health certificates. The purpose with which the health certificate is issued is to ensure that the animals are not milching or not breeding. The State Governments, under the Constitution, have the responsibility to frame the animal preservation laws and the health certificate ensures that only unproductive buffalo is slaughtered for export purposes. The buffalo meat export earns valuable foreign exchange for the country which was almost 3.2 billion dollars in the year 2012-13 and is growing over time.

5.3 The Secretary further informed the Committee that as directed by the Hon'ble Supreme Court, the matter was reviewed in the Department of Commerce in consultation with the Departments of Legal Affairs, Animal Husbandry, Dairying & Fisheries, Environment & Forests, Industrial Policy & Promotion, Agricultural Processed Food Development Authority (APEDA) in the light of the Directive Principles of State Policy, existing Foreign Trade Policy for meat exports, livestock wealth of India, meat production vs. export of meat and milk production in India. The Secretary apprised that APEDA has examined the current meat export policy in light of Article-47, 48 and 48-A of our Constitution and opined that the meat export policy is not violative of the provisions contained therein. Pointing out the observations of the various agencies, the Secretary stated that the Ministry of Environment & Forests have stated that decision on permitting or banning of export of meat should be based on careful consideration of the local requirements and accurate data inputs on the animal population, growth rate and the domestic need of the animals for various uses so as to maintain ecological balance.

5.4 The Ministry further contended that in view of the country's limited fodder resources, rapid urbanization, the fodder for the healthy and productive cattle cannot be frittered away on unproductive cattle just for their dung yielding capacity. Scientific and sound animal husbandry practices require that humane slaughtering is done to remove the poor performing animals.

Besides, a ban on meat exports would only give rise to unauthorized slaughter while no doubt there is a necessity to increase quality consciousness in slaughter-houses and improve hygiene.

**Deposition of representatives of Department of Animal Husbandry, Dairying & Fisheries (17<sup>th</sup> January, 2014)**

6. The representatives of Department of Animal Husbandry apprised the Committee that their role is limited to development of cattle industry. The Department is also conducting Livestock Census since 1919-20. It collects information on livestock every five years and does the animal Census like the Census of human population. The Department's representatives go door to door and collect information and give the figures and at present the 19<sup>th</sup> Livestock Census is in progress. The results are likely to come in a month or so. Figures of the 17<sup>th</sup> Livestock Census and 18<sup>th</sup> Livestock Census are available with the Department. As per the 18<sup>th</sup> Livestock Census, this figure is 529 million, however, as per the 17<sup>th</sup> Livestock Census, the figure was 485 million. Thus, there is an increase of livestock population by 44 million in the country. The growth of livestock population among cattle, both exotic and crossbred, is around 33.9 per cent. It is showing improvement in the breed of livestock. They further submitted that as far as growth among indigenous cattle is concerned, it is 3.4 per cent. The growth among buffalo population is 7.5 per cent. However, the population of dry animals for the last four censuses is on decline. In 1992, dry animals were 26.2 million, whereas in 1997 it was 24.9 million, in 2003, it was 22.3 million and in 2007, it was only 21.0 million. Same is the case with the dry buffaloes. In 1992, it was 14.4 million, in 1997 it was 14.3 million and in 2003, it went down to 13.9 million and in 2007, it was 12.99 million. So, dry cattle population is drastically going down.

6.1 The Department further informed the Committee that according to the estimates, in successive years, right from 2000-01 to 2012-13, the production of milk has been going up; it is hovering around 5 per cent plus every year. The availability of per capita consumption across human population is also going up. The Department assured the Committee that the production aspect for improvement of the Animal Husbandry Sector is being taken care of by them in an efficient good manner.

**Deposition of Health Secretary (17<sup>th</sup> January, 2014)**

7. Health Secretary submitted before the Committee that they are responsible for anything which is related to manufacturing of food items whether it could be meat or meat products. He emphasised that the important point is the manner in which the animals are raised for slaughter. At the policy level, it is the responsibility of the Department of Animal Husbandry. But the FSSAI, certainly, has the right to determine what percentage of additive substances or hormones should be in the food to make it of a quality that is fit for human consumption. He assured the Committee that the Union Health Department would advice the State Governments, specifically in the case of meat export and slaughter houses in the country where public health problem is arising out of very poor conditions, to ensure better standards in the maintenance of slaughter

houses and related facilities. He also promised the Committee that a team consisting of representatives of the FSSAI and of the Department of Health and Family Welfare would visit Aligarh and other places for inspection of slaughter houses and suggests measures to keep them clean if they are polluting the ambiance from environmental point of view.

7.1 Chairman, FSSAI apprised the Committee that the Authority, have been given the responsibility of ensuring safe food and also evolving standards. The Authority is yet to evolve standards for products like animals, etc. However, he informed the Committee that the Authority have scientific panels, who have been given the responsibility of evolving standards for all food items including quantity of steroids and antibiotics, which is acceptable.

### **Suggestions/viewpoints of Stakeholders (17<sup>th</sup> September, 2013)**

8. The Committee has received more than ten lakhs memoranda from various organizations/individuals expressing views on the subject matter of the petition. The petition was supported by most of the organizations/individuals, however there are 700 memoranda received by the Committee Secretariat which advocated continuance of the existing Meat Export Policy. The Committee gave opportunity to some of the prominent organizations/individuals who are against the issues raised in the petition, to appear before the Committee (**Annexure-I**). The views expressed in the memoranda as well as during the oral evidence by witnesses have been summarized and given below:-

- (i) Roughly 25 per cent of the total meat products in the country are exported and around two crore people are involved in the trade of meat and meat products.
- (ii) Only female buffaloes are used for producing milk whereas the males are slaughtered for meat purposes.
- (iii) As on date the country has 32 state-of-the art integrated processing plants which are registered with APEDA for meat export and there has been 44 per cent increase in meat export in the last 4 years.
- (iv) The meat export Industry, contrary to popular belief, is in fact an increasing Green operation, because of the continuing efforts for full utilizations off the livestock, to the extent that the ingesta and dung is also processed and utilized for use as fuel and thus there is very little solid waste, requiring disposal. Newer water treatment methodologies adopted to enable reuse of water in an increasing manner.
- (v) A number of useful byproducts result from meat processing. The most prominent are hides for leather manufacture and rendered products used as ingredients in poultry feed preparation.
- (vi) A majority of farmers all over India supplement their meager agricultural income by livestock products, including dairy products. There are also the poor, marginal, landless farmers whose primary source of livelihood and existence

comes from small livestock holdings. The meat export industry is known to support small livestock farmer on various fronts and offer remunerative prices for spent livestock, used in export production.

- (vii) The link between the farmers and meat export industry has attained stability and maturity over a period of time. Respecting this symbiotic relationship with farmers, the meat export industry has been playing a significant role with respect to enhancing the value of their livestock throughout its existence and assistance for veterinary services, fostering adoption of better animal rearing practices, etc.
- (viii) There is no violation of Article 48 or any other Articles as stated by the petitioners in continuing with Meat Export Policy. The import of fertilizers in such large quantities as mentioned are for meeting the food grain production for the increasing human population. Meat export cannot be implicated, in fact it provides much needed foreign exchange for such essential imports.
- (ix) Meat export Policy is not against Animal Preservation act as the policy is for the entire country while preservation acts are State specific and only approved animals are slaughtered for export. There are enough provisions in the Prevention of cruelty to Animals Act and Meat Export Policy is not against these provisions. The Meat export units have the desired facilities for proper handling and resting of the animals, without any cruelty.
- (x) The undesirable effects of retaining unproductive animals has been well debated and concluded that it is not desirable to retain large numbers of unproductive animals in the interest of society at large. There is no depletion of cattle and the census data indicate that, slaughter policy or meat export policy has not affected buffalo population over the past decades.
- (xi) Meat export needs to be viewed with a pragmatic approach, as they immensely contribute for sustaining buffalo production economy in the large interest of the society. Any undue curbs/curtailment of meat export would have disastrous consequences on milk production, farmers' income and country's economy. Buffalo meat exports contribute for the realization of full production potential of the species to the benefit of farmers primarily and hence meat export policy must be continued with revisions as per the inputs available from different stake holders.

### **Findings of the Committee:**

9. Indian economy is based on agriculture and as per the 2011 census 72.2% of the population still lives in villages and survives for livelihood on agriculture, animal husbandry and related occupations. They depend on cattle for various purposes, including milk, fertilizer, etc. Cattles are still the backbone of Indian agriculture. They are part of social rural life and serve the society in numerous ways. Further, the Committee is of the view that Article 51(A) of the

Constitution provides for 'compassion for living creatures' as one of the Fundamental duties. Article 48 and 48(A) places an obligation on the State for preserving/prohibiting the slaughter of cows and for protection of environment and to safeguard forest and wildlife. **The Committee observes that in India, since centuries, for animals, society is having compassion all throughout and not only that, some animals are worshiped. Compassion is to such an extent that without feeding the animal may be dog, goat, cow or milch animals, person would not take his meals. The dichotomy in the approach towards preserving our animal wealth becomes apparent from the fact that one hand we have The Wild Life (Protection) Act, 1972 which has stringent provisions to provide protection to wild life wherein there is no cogent, coherent policy to preserve our domestic cattle wealth. Animal slaughter goes against the basic principles of Indian culture and philosophy, which teaches compassion for animals and is against the teachings of 'Ahimsa' taught by Mahatma Gandhi, Father of the nation. The Committee recommends for a more humane and compassionate approach towards preventing the slaughter of animals.**

9.1 The Committee takes a serious view towards the unhygienic conditions prevailing in and around the abattoirs in the country and the pollution caused due to the dumping of wastes in the open. The Committee finds that there are around 45 integrated APEDA approved registered abattoirs-cum-meat processing plants which export meat and these are regularly monitored and quality controlled by the various Government agencies. Besides, there are about 3,500 registered slaughter houses run by the Municipal Corporations and about 12,000 unregistered slaughter houses which cater to the domestic market in far flung remote villages. **The Committee raised its concern over administration of abattoirs and their maintenance. The Committee recommends that the Ministry of Health and Family Welfare should send a team comprising of specialists to places like Aligarh and provide a status note on the sanitary conditions in areas in and around abattoirs and slaughter houses.**

9.2 The Committee was apprised that administration of abattoirs is a State subject and the State Governments have failed to put the system in place for supervision of abattoirs. There is a scheme for modernization of abattoirs by the Ministry of Food Processing Industries wherein local bodies are given funds for upgradation of these abattoirs. The issue of extremely bad conditions of slaughter houses in Aligarh was placed before the Committee. The Committee has noted that as per the Supreme Court Direction, the review of the meat export policy was not done properly. The Committee also notes the dichotomy in the statement that the only old and unproductive animals are slaughtered whereas the real fact is that young and healthy animals are also being slaughtered. The Committee is also distressed to note that the meat export policy is being looked from foreign exchange point of view only and the Ministry has not conducted any study on eco balancing and the damage that is being done to the country and environment. As on date, the country has a foreign exchange reserve of 300 Billion Dollars. Meat export provides for merely only 1% of the total foreign exchange reserve.

9.3 The Committee was apprised that no process including rendering has been proven to be 100% effective in controlling transmissible spongiform encephalopathies (TSEs) and very little exposure even to the extent of 0.01% grams can induce infection. The Committee was also apprised that even in case of rendering plants where slaughtered animals are processed daily to

manufacture tallow, bone meal, poultry feed etc there is major environmental degradation. After removals of the skin whole carcasses are boiled, tallow is skimmed off and effluents generated are allowed to stagnate on to surrounding land without any treatment. While the bones are sent to the bone meal plant, cooked meat is crushed and used as meat meal ingredient. The Committee was apprised that as per the present Foreign Trade Policy in context of meat export policy S.No.19 (a) export of carcasses of buffalo is prohibited along with other cuts with bone in despite the fact that certain countries are ready to import these, mainly Pakistan which permits import of these items through land route from Wagah border. The Committee recommends for reducing the carcass overload within the country by making requisite changes in the trade policy.

9.4 The Committee is distressed to note that monetary greed is causing people to sell even young animals for slaughter and even buffaloes as young as two or three years are being slaughtered as their meat is tender. The Committee is also distressed to note that pursuant to the Supreme Court orders, the Department of Commerce sought comments from the Ministry of Food Processing Industries, Department of Animal Husbandry, Dairying and Fisheries, Department of Environment and Forests, Department of Industrial Policy and Promotion but no public opinion was invited or considered. The Committee is also distressed to note that contrary to what it is being claimed; roughly few thousand people are being given direct employment by abattoirs recognized by APEDA for export. Even if people involved in packaging and other ancillary activities are taken into account the number is not very significant. The majority of people are involved in the domestic sector and export sector hardly provide for much employment. Hence the contention that ban on export of meat would lead to massive unemployment is neither sustainable nor tenable.

#### **Observation and recommendations of the Committee:**

10. The Committee was apprised by the Department of Animal Husbandry that as per the 18<sup>th</sup> Livestock Census, there has been increase of 7.6% in the buffalo population. Whereas the availability of dry animals was 26.2 million in 1992, in 1997 it was 24.9 million, in 2003 it was 22.3 million and in 2007 it was 21 million. Regarding dry buffaloes in 1992, it was 14.4 million and in 2007 it was 12.99 million. The Committee is given to understand that there has been further reduction in the buffalo population mainly due to slaughtering. During the course of examination the Committee was painted to note that there is no synchronization between the various Departments leading to a severe policy paralysis, on the issues of cattle wealth of the Nation. **The Committee is distressed to note that there are several Departments dealing with the issue of animal health i.e. the Department of Animal Husbandry, Animal Welfare Board, Ministry of Food Processing Industries, Ministry of Health and Family Welfare, Dairying & Fisheries, Department of Environment & Forests and Ministry of Commerce resulting in total chaos. The Committee, while highlighting the fact that the International standards of meat necessitate slaughter of young and healthy animals rather than old and unproductive animals as stated by the Ministry, recommends that critical analysis of meat export policy may be done by a Commission comprising of farmers, cattle owners, experts working in this field and its recommendations should be implemented by the Government. The Committee also recommends that the Government should not grant permission for**

**functioning of any new slaughter house until the critical analysis by the dedicated Commission is complete. The Committee also advocates review of policy of giving subsidies to the meat exporters and recommends a total ban on the subsidies and tax benefits. The Committee further recommends strict implementation of the rules and orders pertaining to the meat export policy.**

10.1 The Committee finds that there are 45 integrated world class APEDA approved registered abattoirs cum meat processing plants which export meat and these are regularly monitored and quality controlled by the various government agencies. Besides, there are about 3,500 registered slaughter houses run by the Municipal Corporations and about 12,000 unregistered slaughter houses which cater to the domestic market in far flung remote villages. The Committee was distressed to know the pathetic, unhygienic condition of slaughter-houses specially in places like Aligarh. The Committee raised its concern over administration of abattoirs and their maintenance. **The Committee strongly recommends that no permission should be given under any circumstances for opening up of new abattoirs unless the old ones are administered and maintained properly as per the APEDA's guidelines.**

10.2 The Committee observed that presently, there is no organised and scientific system of disposal of dead animals. Although, land is earmarked for this purpose but in absence of scientific inputs and technical support, the disposal has become a major environmental hazard. The Committee is distressed to note that absence of a proper mechanism for disposal of carcasses in a large number of slaughter houses leading to the possibility of major animal disease outbreak. **The Committee is of the opinion that proper method of animal carcass disposal for slaughtered animals must also be designed. The Committee feels that the very best method of dealing with disposal of animal carcasses is to avoid the need to slaughter the animals. The Committee strongly recommends that the local Veterinary Administration must assume the responsibility for proper disposal of carcasses. The Committee also recommends that a list of pathogens, method of transmission, zoonotic potential, environmental resistance and susceptibility to disinfectants as well as disinfectant availability may be made by the Ministry of Health and Family Welfare and issued to APEDA and state governments so that slaughtering of animals does not become a health hazard as prevalent in areas like Aligarh. The Committee recommends for a complete ban on pyre burning, composting, mass burial or open farm burial, commercial landfilling and fermentation of carcasses to prevent air, water and soil contamination.**

10.3 The Committee has been given to understand that no process including rendering has been proven to be completely effective in controlling transmissible spongiform encephalopathies (TSEs) and very little exposure even to the extent of 0.01% grams can induce infection. The Committee has noted that even in case of rendering plants where slaughtered animals are processed daily to manufacture tallow, bone meal, poultry feed etc there is major environmental deterioration in the adjoining areas. The area around these plants is highly polluted and putrid odour permeates for kilometres around. After de-skinning whole carcasses are boiled, tallow is skimmed off and effluents generated are allowed to remain on to surrounding land without any treatment. The Committee has also noted that as per the present export policy, export of carcasses of buffalo is not permitted along with other cuts with bone in despite the fact that



certain countries are ready to import these, like Pakistan which permits import of these items through land route. **The Committee recommends that all kinds of carcasses should not be allowed to create an unhygienic dumping ground and should be appropriately utilized or disposed of hygienically and scientifically by making necessary changes in the trade policy to reduce carcass overload within the country. The Committee feels that the very best method of dealing with disposal of animal carcasses is to avoid the need to slaughter the animals.**

10.4 The Committee is concerned to note that milk inflation is an area of great concern. There has been an increase of around 20% in milk prices on yearly basis due to increasing mismatch between demand and supply. The Committee is concerned to note that despite all checks, young female buffaloes are being slaughtered with impunity in connivance with the local state government officials. The Committee is of the opinion that ulterior consideration would always leave ample scope for malpractices like slaughter of young buffaloes. The fact also remains that importing countries prefer meat from young and healthy animals. The present meat export policy S.No.19 (b) states that export would be allowed on production of a certificate from the designated veterinary authority of the state, from which the meat or offals emanate to the effect that they are from buffaloes not used for breeding and milch purposes. The Committee is strained to note that in case of export houses it is not humanly possible to check each and every animal and hence there is rampant violation in actual practice of these provisions wherein young milch buffaloes are regularly slaughtered for export. This fact can be corroborated by the fact that the recent animal census reflects a declining trend in buffalo population in the country. The Committee is shocked at the contradictory figures being provided by the Department of Animal Husbandry leading to an extremely opaque picture with regard to actual trends in buffalo population. **The Committee strongly recommends that the Department of Animal Husbandry may undertake a National Survey by taking atleast five districts in each state on a random basis to study the reasons for declining female buffalo population with each progressive year. The Committee also strongly recommends that the Department of Animal Husbandry should play a more proactive role in preserving the cattle wealth of the country instead of being a mute spectator.**

10.5 The Committee is distressed to note that the day is not far when India would be a milk importing country if the slaughter of young and healthy female buffaloes is not arrested. The Committee is concerned to note that the problem of milk adulteration and repeated increase in milk prices have their genesis in declining female buffalo population in percentage terms in comparison to human population. India is way behind global standards in ensuring global per capita consumption of milk. As per rough estimate, a steep rise of 29% in the demand for milk in our country is anticipated in the next five years. Total requirement for milk would be around 150 million tonnes by the end of 12<sup>th</sup> Five-Year Plan (2012-17). At present, 116 million tonnes of milk is estimated to be produced in our country. Out of this stock produced in the country, the percentage of adulteration is very high. It can be understood by the fact that recently, 70% milk samples collected across the country by Food Safety Authority did not conform to standards. **The Committee is constrained to note that the Department of Animal Husbandry has not taken this problem seriously and has not paid adequate stress to enhancement of buffalo population. The Committee feels that incessant increase of milk prices to the range of 20%**

**year to year basis is an indication of a deeper malaise having created a mismatch between demand and supply of milk and recommends that Department of Animal Husbandry should initiate a pan India programme to organise Animal Husbandry on modern and scientific lines and also take steps for preserving and improving the breeds and prohibiting the slaughter of healthy and milch animals.**

10.6 The Committee is constrained to note that on the pattern of pulses, oil seeds, India is likely to become a net importer of milk in case indiscriminate slaughtering of female buffaloes is not contained. Despite having adequate provisions in the export policy it is not humanly possible to check each and every consignment at abattoirs. **The Committee is pained to know that time and again during the course of examination the Department of Commerce and other Government agencies which appeared before it, have generally given the impression that only male buffaloes are slaughtered for export and females are kept for milk. The Committee strongly condemns slaughtering of female milch buffaloes and recommends that the Government should immediately stop export of meat of female buffaloes. The Committee notes that despite regulation the procedure followed to certify each and every animal by the veterinary professionals is a mere formality and eyewash. The Committee understands that veterinary inspectors succumb to inducements and pass animals not really unproductive as useless and fit for slaughter. The Committee in this background strongly recommends for amendment in the current Foreign Trade Policy with reference to meat export policy S.No19 (a) Tariff item HS Code 0201 which reads as 'Meat of buffalo (both male and female) fresh and chilled as permissible items for export' to read as 'Meat of buffalo (strictly male only)'. The Committee further recommends that all APEDA recognised export houses for meat export should not be allowed to export until they involve themselves in actual rearing of buffaloes.**

10.7 The Committee is pained to note that the Hon'ble Supreme Court was coerced to urge the State Governments to make necessary amendments in their laws to make production and marketing of adulterated milk an offence punishable with life imprisonment. **Adulteration of milk is a direct symptom of inadequate supply of pure milk and increasing prices which have their origin in the reducing buffalo population. Adequate supply of pure milk at reasonable prices would make adulterated milk as commercially unviable. The Committee has been apprised that amendment to the Foreign Trade Policy is done on a five yearly basis, however keeping in view the distressing picture and indications on a ground level. The Committee strongly recommends for complete ban on slaughter of female buffaloes for export purposes.**

10.8 The Committee observes that the FSSAI have been given the responsibility of ensuring safe food and also evolving standards for animal products but it is yet to evolve any protocol /standards for raising of animals, usage of hormones/steroids, usage of any other harmful substance etc. **The Committee therefore recommends that the Authority should have scientific panels, which may be given the responsibility of evolving standards for all animal products including quantity of steroids and antibiotics, which is acceptable, to be used for animals. It has also been reported that diseased buffaloes are being blatantly slaughtered and their meat is entering the food chain creating possibilities of drug resistant zoonotic**

diseases. FSSAI may regularly monitor the conditions of abattoirs/slaughter houses to prevent such practices.

10.9 The Committee was apprised of the method of painful slaughtering that is being conventionally adopted throughout the country even in abattoirs recognized by municipal corporations. **The Committee recommends that stunning or any other globally accepted practice which makes the process of slaughtering pain free may be made mandatory for all abattoirs. Chemical stunning being painless may be adopted for smaller animals like goat and sheep. The Committee therefore strongly recommends that all APEDA recognized export houses should adopt the best humane form of slaughtering in sync with the best international practices.**

10.10 The Committee is concerned to note the pathetic sanitary conditions prevalent in abattoirs throughout the country. The atmosphere is full of toxic pathogens thus polluting the entire environment in the vicinity. **The Committee recommends that food grade surface disinfectants should be made mandatory for sanitizing all contact surfaces of abattoirs. As of now the sanitization process is being done through non food grade disinfectants or chlorine. The Committee notes that most of the pathogens exist in the form of free floating bacteria and a vast number of pathogens get grouped into biofilms. These bacterial colonies are protected by a self produced polymer matrix which these bacteria build to cover and protect the entire colony. These bacteria in the form of biofilms adhere to aqueous environments and anchor themselves to human and animal tissue. The Committee therefore strongly recommends that surface based disinfectants which are harmless to human beings and adjoining atmosphere like stabilized chlorine dioxide with long term residual antimicrobial sanitization benefits and which produce no harmful by-products for the environment should be made mandatory by APEDA for sanitation purposes by export houses.**

10.11 The Committee is concerned with the air, water and soil contamination prevalent in areas adjoining slaughter houses. The committee is apprised of the fact that certain old abattoirs don't have adequate spaces for effluent treatment and waste is released in the open. **The Committee recommends that all abattoirs specifically the ones recognized by APEDA should have zero effluent release beyond the abattoir premises. In case there are abattoirs located in the vicinity of residential areas every effort should be made to shift these abattoirs to areas on the outskirts of towns so that there is no health hazard.**

10.12 The Committee has noted that several small slaughter houses are slaughtering buffaloes in unhygienic conditions and are selling their produce to APEDA recognised meat export houses which in turn export these meat products. Despite the guidelines of APEDA monitoring the outsourced slaughter houses is humanly not possible and the situation on the actual ground is dismal. The Committee is also aware of the buffalo theft menace in rural India where stolen buffaloes are illegally slaughtered on a large scale. **The Committee strongly recommends that sourcing of all APEDA recognised abattoirs be monitored on a regular basis to check such malpractices to avoid sourcing of products from dubious sources. The Committee has noted that the meat export industry has very less payback time and is one of the most lucrative industries in the country yet tax holiday benefits under section 80 –IB**

**(11-A) have been extended to this industry. Besides the total direct and indirect employment actually generated by all the APEDA recognised meat export houses is extremely less. The Committee also feels that there is no need to provide any sort of incentive to the industry keeping in view its monopolistic character and profitability.**

10.13 The Committee is distressed to note the manner in which large scale 'smuggling on hoof' of live animals takes place through India's porous borders mainly on borders adjoining Bangladesh and Pakistan. It has been regularly reported that live animals mainly cows are smuggled across the borders in connivance with the some paramilitary forces which are supposed to guard our borders. **The Committee strongly recommends that Ministry of Home Affairs should set in a clear mechanism and issue necessary directions to our paramilitary forces that such activity shall be taken as a violation and shall be punishable. The Committee recommends for suitable deterrent action to prevent smuggling of live animals mainly cows through our borders.**

10.14 The Committee was informed by members of public that some APEDA approved slaughter houses in the country are mixing cow meat also in their export consignments despite clear cut ban on cow slaughter. **The Committee recommends for random supervision by APEDA and laboratory testing of the products being exported so as to prevent any such violation. In case of detection of cow meat in export consignments the Committee recommends for strict and time bound action including cancellation of APEDA registration.**

10.15 The Committee notes that Article 51(A) of the Constitution provides for 'compassion for living creatures' as one of the Fundamental duties. Article 48 and 48(A) places an obligation on the State for preserving/prohibiting the slaughter of cows and for protection of environment and to safeguard forest and wildlife. The Committee observes that in India, since centuries, for animals, society is having compassion all throughout and not only that, some animals are worshiped. Compassion is to such an extent that without feeding the animal may be dog, goat, cow or milch animals, person would not take his meals. Animal slaughter goes against the basic principles of Indian culture and philosophy, which teaches compassion for animals and is against the teachings of 'Ahimsa' taught by Mahatma Gandhi. The Committee has also noted that the review of Meat Export Policy pursuant to the directions of Supreme Court has not been done in a comprehensive manner by the Ministry of Commerce. **The Committee strongly recommends that the entire Meat Export Policy be again reviewed by the Department of Commerce in a time bound manner within three months by involving all stake holders including members of the public. The Ministry of Commerce may take into consideration the findings/ observations/ recommendations of this Committee including long term implications of the meat export policy before finalising the review. The Committee recommends that pending this review no new abattoirs should be registered by APEDA.**

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