

# Light Assessment of Livestock Policy Formulation and its Implementation in Orissa

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D.V. Rangnekar  
Lucy Maarse

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## List of abbreviations

<b>AHD</b>	Animal Husbandry Depart
<b>BPL</b>	Below Poverty Line
<b>COP4LPD</b>	Community of Practice for Livestock Policy Development
<b>DANIDA</b>	Danish International Development Agency
<b>DFID</b>	United Kingdom, Department for International Development
<b>DTC</b>	District Training Center
<b>HID</b>	Human Institutional Development
<b>ILDP</b>	Integrated Livestock Development Programme
<b>ISNRMPO</b>	Indo-Swiss Natural Resource Management Programme, Orissa
<b>LITC</b>	Livestock Inspector Training Center
<b>MBM</b>	Management Board Meeting
<b>NPCBB</b>	National Programme for Cattle and Buffalo Breeding
<b>OBPI</b>	Orissa Biological Product Institute
<b>OLRDS</b>	Orissa Livestock Resource Development Society
<b>OMFED</b>	Orissa State Cooperative Milk Producers Federation Limited
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>SGSY</b>	Swarna Jayanti Swarojgar Yojna
<b>SMILE</b>	The Society for Management of Integrated Learning and Action
<b>VOTI</b>	Veterinary Officers Training Institute

## Foreword

Livestock contribution to the State and National economy, as well in livelihoods of the community, especially poor, is very important and well recognized. Fostering livestock development needs the strong support of a policy framework which can provide an enabling environment. Although some State and the Central Government initiated Policy formulation way back in 1950, they were more of a perspective plan in nature, rather than a comprehensive policy. The so called policies were mostly focused on breeding and large ruminants with little or no attention to other livestock such as small ruminants, pigs, and backyard poultry. Although it emphasized breeding of large ruminants, due attention was not given to developing feed resources, preventive health measures for all animals, bio security and moreover it ignored poor livestock keepers.

However, while developing livestock policy some States were missing / ignored some aspects of policy formulation process and had gaps in the implementation of the policy and as a result did not adhere to its' spirit and objective. Hence, it is worthwhile to assess the process of livestock policy formulation and its implementation in the field.

The State of Orissa, which took lead since 1950 in policy formulation, is one of the first in the country to have a comprehensive livestock policy approved by the State assembly in 2002. Therefore, the management board of the South Asia Pro-Poor Livestock Policy Programme requested that an assessment be made of the status of the policy to understand its strengths and the problems that are being encountered in its successful implementation. It ideally should provide valuable experiences and learnings, which can be useful inputs to the other policy makers and States as well as the Central Government for the future.

Although it has been a light assessment, the findings reveal a lot of insights and it is obvious that the State Livestock Policy has contributed to substantial changes in the Animal Husbandry Department, which have led to improved and more sustainable services to the fe/male farmers of the State, while also livestock production has increased. Next, the use of mobile phones and SMS in reporting is innovative and, if further strengthened, provides an excellent means to improve communication, reporting and monitoring.

We wish to congratulate the Government of Orissa for the achievements made so far, but also lots of courage to go another two three four steps ahead.

**Dr. B.R. Patil,**  
Advisor to SA PPLPP<sup>1</sup>

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<sup>1</sup> Previously, he was country team coordinator of SA PPLPP for India and Vice President of BAIF.

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## 1. Introduction

Importance of livestock for Orissa state is evident in view of reports indicating that<sup>2</sup> –

- 85% of the population in Orissa lives in rural areas and depend on crop-livestock mixed farming for their livelihood.
- 47.15% of the families in the state are below poverty line.
- More than 80% of rural families keep some or the other livestock.
- About 85% of livestock are owned by Landless, Marginal and Small landholder families and is a major source of income and employment.
- Out of total livestock population (24mill) about 60% are cattle, 32% are small ruminants and 2.5% are pigs.
- Out of total poultry in the state 70% are local backyard poultry.
- Livestock contributes 7.25% to the Net Domestic Product of the state,
- 30% to the income of rural families is through livestock.

Orissa is the first state in India to have formulated a comprehensive Livestock Policy and to get it approved by the State Assembly (in Oct 2002) for implementation. Framing of livestock policies started in 1950 with a breeding policy for upgrading local Cattle and Buffalo using Haryana and Red Sindhi and Murrah (respectively) breeds. This was followed by a policy in 1982 for crossbreeding of local cattle with exotic breeds. The state formulated its first 'Comprehensive Agricultural Policy' in 1996 with Animal Husbandry forming a small component of it. There was realization of the importance of Livestock in the economy of the state and need for support of a comprehensive policy as a result of outcomes and inputs from projects like Integrated Livestock Development Project supported by DANIDA; Western Orissa Livelihood Project supported by DFID and a series of projects supported by Swiss Agency for Development and Cooperation.

The State Government formed a high-powered Steering Committee in 1998 to undertake a comprehensive review of Livestock sector. A series of studies covering various aspects of different sub-sectors of the livestock sector as well as socio-economic aspects of livestock production were conducted by involving a number of experts (refer annex –1 for a list of studies and annex – 2 for publications on related subjects). The Steering Committee, based on the outcome of studies strongly recommended in 1999 formulation of comprehensive livestock policy for the State along with reforms in the working systems and Human and Institutional Development.

Subsequently three other states i.e. Sikkim, Maharashtra and Chhattisgarh also formulated Livestock Policies. However, it is only in the states of Orissa and Chattisgadhd that the State Assemblies have approved Livestock Policy for implementation. The process of policy formulation has been initiated since last year (2008) in the states of Madhya Pradesh and Gujarat.

In Orissa assembly approval was accorded to the Livestock Policy in Oct. 2002 and implementation started from 2003-2004. The Management Board of SA PPLPP felt<sup>3</sup> that understanding the situation in Orissa regarding implementation of Livestock Policy and the views and experiences of the staff of related departments and organizations in this regard would be useful. A light assessment was proposed addressing issues such as: - to what extent has it been implemented, - what are the key

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<sup>2</sup> (Source-ISNRMPO programme series 11 – July 2006; Livestock in Orissa – the socio-economic perspective. Ed. M.P.G.Kurup 2003. Pub. Manohar Publishers and Distributors, New Delhi)

<sup>3</sup> Reference: decision 110, 8<sup>th</sup> MBM, 24<sup>th</sup> April 08.

strengths, -what are the problems that are being faced in implementation. In addition, members of the Community of Practice ‘Livestock Policy Development’ (COP4LPD)<sup>4</sup> expressed eagerness to learn from the experiences with implementation of a State Livestock Policy, while it might form a valid learning for all those States in the process of developing a Livestock Policy.

The study was carried out as ‘a light assessment of Implementation of Livestock Policy in the state of Orissa’.

## 2. Objectives and methodology of the study

### 2.1 Objectives

<b>MAIN OBJECTIVE</b>	Learn from experiences of implementing Livestock Policy in the state of Orissa and draw lessons for improving formulation and implementation processes.
<b>ADDITIONAL OBJECTIVES:</b>	<ul style="list-style-type: none"> <li>• Assess awareness about the Policy and its contents amongst staff of related organizations (different sections of AH Department, OMFED, Vet College),</li> <li>• Understand Perceptions of the officers of related organizations about Policy Formulation Process and the need, utility and benefit of the policy to the sector,</li> <li>• Understand views on recommendations made in the policy and experience related to their implementation,</li> <li>• Understand changes/reforms in working systems and Human Institutional Development (HID) activities initiated after the policy was framed.</li> </ul>

### 2.2 Methodology

Based on discussions in CoP4LPD meetings and suggestions from SA PPLPP regional team ‘Light Assessment of implementation of Livestock Policy’ was planned. The approach adopted for the study is indicated below:

- A. Desk study of Livestock Policy and some of the related Publications / Documents,
- B. Identification of key organizations and persons for discussions to gather desired information, those identified for interaction are:
  - Department of Animal Husbandry (DAH) and its sub-departments/divisions –
    - Secretaries of the A.H. Department (former and current secretaries)
    - Directorate of Animal Husbandry (Director and 2 other officers)
    - Divisional and Sub-divisional offices (officers from 3 divisions involved)
  - Veterinary Officers Training Institute (VOTI) (3 officers involved)
  - Bull station and Semen freezing unit (2 officers)
  - Veterinary College Dean faculty, a few Professors, Associated Professors and lecturers OMFED – Managing Dir., General Managers and Deputy General Managers (about 12 officers were involved in group discussions)

<sup>4</sup>Details on COP4LPD available at: [http://cop.sapplpp.org/index.html/test\\_cop/howItWorks/index.html](http://cop.sapplpp.org/index.html/test_cop/howItWorks/index.html)

- C. Person to person discussions – repeated 2 or 3 times – on identified aspects and (issues raised by respondents were also considered
- D. Focused group discussions on identified aspects
- E. A check list of aspects to be discussed was made for convenience:
  - Awareness and Perceptions about Livestock Policy its formulation process, need and utility
  - Perceptions about contents / recommendations in the policy
  - Process of Implementation of the policy followed and Limitations related to it
  - Impacts of the Policy seen/felt on aspects like – changes and reforms in projects/programmes/ fund allocation/working systems of different activities (delivery systems of services, large/small animal/backyard poultry development, training/extension, health control/disease investigation, milk collection/processing etc.), H.I.D. activities, adoption of Pro-poor approach
  - Limitations of Policy document & recommendations (document draft language / clarity about recommendations / important aspects not covered).

### **2.3 Time frame**

The interactions with key organizations and persons mentioned above took place in December 2008. A first draft reports was prepared and circulated for comments and discussions. In addition, the DAH was kind enough to share a series of hard data so as to substantiate changes with hard evidence, but it took some time before the right set of data were pulled together, analyzed etc.

## **3. Salient findings/observations from Discussions**

### **3.1 Awareness about the existence and contents Livestock Policy**

Awareness and knowledge about the existence and contents of Livestock Policy appeared to be limited and varied within and between organizations. Awareness about the existence of the policy was better amongst officers of the A.H. Department compared to others i.e. Vet College and OMFED. It was noticed that senior officers of the D.A.H. (particularly those from the Directorate) and those who had undergone training at VOTI had better awareness about existence of the policy; they had seen and read the document. However, many of the junior officers at Divisional or Sub-divisional offices had not seen the document although they are aware that a policy has been formulated.

Awareness and knowledge about Livestock Policy and its contents was very low amongst staff of the related organizations like Veterinary College and Dairy Federation (OMFED). Except for the Dean of the Veterinary Faculty and Professor of Animal Breeding none of the other staff (about 10 professors/associate professors were contacted) were aware of the policy or seen the document. The probable reason, as one of the senior professors tried to explain, was that most of the staff involved in studies and policy formulation workshops / discussions were either retired and senior professors and they are now out of picture. A group discussion was organized by the OMFED on Livestock Policy, involving 10 to 12 officers (Sr. General Managers, General Mangers and Assistant

General Managers) and only 2 officers were aware of the Livestock Policy and seen the document. Most of the officers were not even aware that such a policy exists and demanded copies of the document.

Majority of the officers mentioned they are aware of 'Livestock Breeding Policy' and confuse it with 'Comprehensive Livestock Policy' and the difference had to be explained (particularly the officers from OMFED, Profs of Vet College and officers of AHD at Divisional level and from bull station/freezing laboratory).

### **3.2 Opinions about Policy Formulation Process**

The Process followed for Policy Formulation was appreciated by all of those who were aware about the policy and special mention was made of four aspects related to the process:

- i. **Reviews and studies** by the Steering Group on various aspects and issues related to the sector as well as on the local livestock breeds provided a good base for developing policy draft. The studies generated very useful information on aspects that were neglected so far (refer Annex – 1 for list).
- ii. **Discussions / workshops** organised involving various stakeholders in different parts of the state providing chance to express views and suggestions was a good approach. Considering comments and suggestions more information was gathered and policy draft was revised.
- iii. **Sensitization and orientation** of some of the senior officials concerned with Livestock sector (through repeated discussions/visits) resulted in realisation of the importance of formulating a Comprehensive Livestock Policy and their support was secured.
- iv. **Involving External Agencies** and experts in the formulation of the policy provided a wider vision to the policy.

**Limitations/shortcomings** of the Process commonly pointed out were –

- i. A small number of officers of organizations like Dairy Federation/Cooperatives got chance to participate in the studies and workshops. Majority of those involved were retired Profs of the Vet College or senior officers of the A.H. Department. The younger staff felt left out from the process.
- ii. Workshops / meetings, organised in different parts of the state, were sort of guided and dominated by a few persons and hence opinions/views could not be expressed freely by the younger / junior officers. These workshops should have been more open.
- iii. Pastoral community / system was not given due consideration in studies and discussions and study of their systems and consideration of their views would have been useful.
- iv. The Process was very lengthy and some even lost interest, developed reservations about the outcome of these exercises.
- v. The Implementation and follow up of the Policy was not discussed in desired depth and seriousness. The document does not provide clear guidelines for implementation and monitoring.

### **3.3 Views on Contents of the Policy Document**

Most of the officers who were aware of the policy and its contents were of the opinion that **the policy is fairly comprehensive and covers most of the relevant issues / aspects and provides useful**



### **guidelines for development of the sector.**

The Director was of the opinion that although the Policy Document is comprehensive one should not expect it to cover each and every aspect of the sector – some aspects / issues may have to be accommodated and some considered later, as they emerge and evolve. It was also mentioned that all of the recommendations need not to be implemented in the same order as mentioned in the document.

Further discussions with staff of AHD and OMFED brought out some limitations of the contents of policy document:

- i. Guidelines / recommendations and emphasis on Integration. Linking or Convergence with related programmes (NRM related) is lacking.
- ii. Recommendations on fodder resource development are conventional and are not likely to work effectively in field (considering farming situation).
- iii. Issues like grazing rights of pastoralists or reserving and developing grazing lands and grass lands for fodder were not given due consideration in the document.
- iv. The document is full of jargons used repeatedly in most of the chapters, making understanding difficult for an average reader. Some of the sentences pointed out by the officers were – *“transform the growing challenges of the market place into comparative and competitive advantages through improved livestock quality and higher productivity”* and *“orchestrating the actions of multitude of actors involved in the sector”* on page-2. Some other sentences indicated as not well understood are under point 3.2 on page –5 *“A critical area for experimentation and promotion towards this is the intermediate production system, which enables the small holder to gradually integrate the highly productive modern technology and management into his traditional system”* and *“These intermediate production systems depend on high technologies like artificial insemination”*. It was difficult for an average officer to understand what is implied, for instance, with the terminology *‘Intermediate production system’*. A question was also raised as to how Artificial Insemination is termed as *“high technology”*.
- v. Specific recommendations / guidelines / approaches for different agro-ecological and socio-economic conditions that exist in the state are not indicated in the policy document. It was felt that the statement made in para-3 under point-4 (page-10) is very general (*“staggering the implementation process in consonance with the development status of the area and the ability of the farming community there to absorb the changes to their advantage”*).
- vi. It was expressed that while the districts of Orissa have been grouped into 3 categories according to their potential there are no guidelines about the approach and programmes for livestock development for each category (except for recommendations on breeding).

### **3.4 Need, Utility, Impact of Livestock Policy on Animal Husbandry and related Departments as well as the livestock sector**

- i. Mixed picture emerged from discussions with officers of the AHD, OMFED and Veterinary College and differences of opinion noticed between and within each organization (more pronounced between officers of different cadres) regarding utility/benefit of the policy for the sector and departments.

- ii. The Director was of the opinion that there was a ‘Sea Change in the AHD’ in last few years. The policy has drawn attention to some crucial aspects of the sector like HID, Animal Health and Breeding aspects and suitable actions were taken for improvement. Some attention is now paid to developing small animal production – hitherto neglected by AHD.
- iii. The Director also felt that activities of the sector should not be limited or dependant on recommendations of the policy (it is only a guiding document).
- iv. The Director and some senior officers indicated that one of the very useful recommendations in the policy document was regarding improving accessibility and quality of livestock services. There was strong recommendation in the policy to improve coverage by **health and breeding services** provided by the AHD by increasing number of breeding centers, **developing teams of para-workers** and **improving availability of good quality vaccine and semen**.
 

Available report of the AHD (statistical handbook 2005) indicates that **preventive vaccinations increased from 6.6 million in 2001-02 to 11.3 million in 2004 –05** and **number of inseminations increased from 0.28 to 0.53 million** in the same period. It is noteworthy that the increase in number of inseminations has occurred in spite of levying charges for AI service (given free in the past).
- v. Developing ‘Community Linked Workers’ was taken up as a major initiative in Orissa through various projects (ILDP of DANIDA and ISNRMPO and WORLP of DFID and Don Bosco) to improve accessibility of livestock services. Considering their usefulness recommendations were made from time to time in various reports as well as in the Policy Document to improve quality of their service and make these services sustainable by capacity building, monitoring and linkage with AHD. The Director mentioned that **training facilities for Paravets are strengthened** (in the same manner as for Vets) as also the monitoring and supervision of their working. Another significant development proposed is ‘**Formation of a Separate - Junior Council for Paravets**’ for strengthening and regulating their working.
- vi. For strengthening Animal Health services **construction of 85 Veterinary Dispensaries and 1075 Livestock aid centers** were **got sanctioned** under Rural Infrastructure Development Fund of NABARD with a total outlay of Rs. 46.5 crores and work has been taken up to establish these units. Modernization of **Orissa Biological Product Institute (OBPI)** - the OBPI, Bhubaneswar is modernized to enhance the production capacity and is accredited with **ISO 9001:2000**. The vaccine production has reached all time high of 1.67 crores doses during last year.
- vii. Another interesting development has been the introduction of charging the users for health and breeding services since 2007 and evolving an innovative system for using part of the amount thus collected for strengthening staff capability and infrastructure of the department. According to the reports about **50%** of the amount comes from charges for **A.I.**, **30%** from **vaccination** charges and **20%** from **treatment** charges. The amount collected through service charges has increased from **Rs. 11 million in 2002-3 to 20 million in 2006-7**.

Part of the service charges thus collected is used for a.) 'capacity building of the staff', b.) 'training of farmers' and part used for c.) 'developing and maintaining infrastructure for providing services that handles training and orientation programmes for AHD'.

viii. Other major impact of Policy recommendations, as narrated by some of the officers, are in the following areas:

- **Human Resource Development.** Training programmes for Vets and Paravets are now taken up regularly; facilities at training institutes/centers are considerably improved to handle training programmes in an effective manner. Three types of training centers are developed viz.
  - o the Vet Officers Training Institute (VOTI) at Bhubaneswar;
  - o District Training Centers (DTC) at different district head quarters and
  - o Livestock Inspector Training Centers (LITC).

The AH Department promoted formation of a Society in 2007 and is named "The Society for Management of Integrated Learning and Action (SMILE)" to coordinate / handle various training programmes mentioned above. It assesses training needs, develops training curricula for staff from different cadres. It is worth mentioning that subjects like extension, communication, community mobilization etc. are included in training courses besides technical subjects with a view to build capacity of veterinary officers for implementing development programmes in desired manner.

Some of the innovative training / orientation programmes taken up in 2007-08 at VOTI include

- a.) Human Resource Development,
- b.) Livestock Based Entrepreneurship Programme, and
- c.) Ethno-veterinary Practices.

Much of the funding to SMILE is through service charges collected from livestock owners. **SMILE received Rs. 5 million out of user charges from OLRDS** (source Annual report of SMILE for 2007-08).

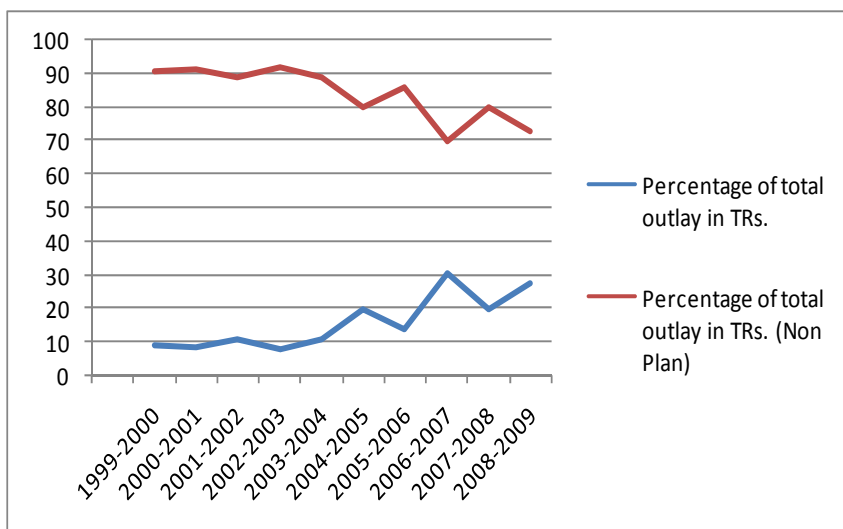
- **Institution Development** – AH Department promoted in the last 3 years formation of 4 Societies, listed below, to coordinate and monitor some of the major activities:
  - i. OLRDS – that mainly handles livestock development work,
  - ii. SPAD – undertakes vaccine production and distribution, and
  - iii. DLRDS – for animal Treatment, diagnosis, surgery etc.
  - iv. SMILE - for handling all the training and extension activities

Formation of these societies has provided flexibility and reforms in working since they have more freedom to take decisions.

- **Market facilities** would soon be developed for promoting sale of Goats in the same manner as other agricultural commodities are sold. The objective is to put a check to the exploitation of goat keepers by middlemen and ensure that fair price is paid to goat owners.
- **Adoption of E-reporting by AHD** is an interesting and innovative development. The Director AHD has taken lead in this regard and all reports related to activities like AI, vaccination etc are reported thru email as well as SMS. The Director gave a demonstration of use of SMS to know the latest figures for AI done. SMS is also used for getting help, decision/directive from the Director or other seniors by the junior staff in cases of emergency. The system is also used by the Director to convey some urgent

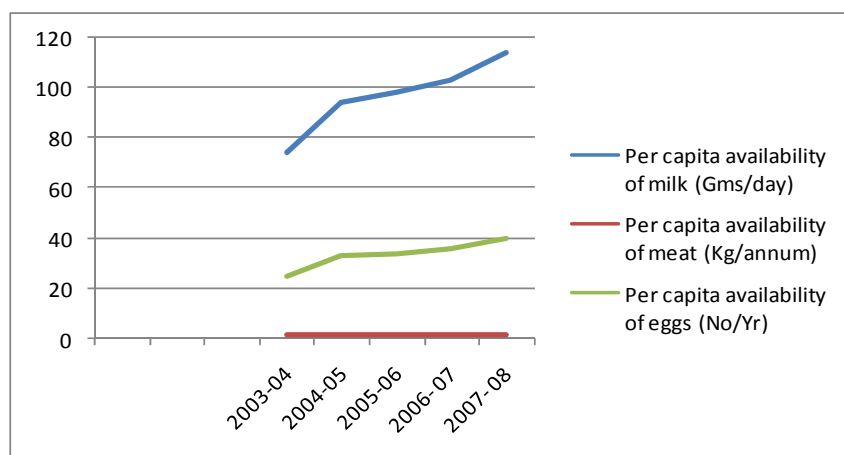
messages and instructions in cases needing immediate action (dealing with disease outbreaks or break in supply of liquid nitrogen were cited as examples).

- ix. However, looking at the figures related to the total **Plan and Non-plan Budget of the Department** it can be seen that while there is only marginal increase in Non-Plan budget sanctioned by the state Government the Plan Outlay of the Department has substantially increased in the last few years (refer Annex. 3). This change supports the statements / opinion of some officers that the approach of the A.H. Department has changed and is making efforts to attract funding from various sources for livestock development by submitting proposals that are accepted for funding support. The AHD has been able to attract funding from schemes like SGSY and from NABARD also.



- x. The AHD is taking steps to **support resource poor livestock keepers** is seen from some initiatives taken in the last few years. Development of goat breeding farms for supply of Breeding Bucks has been initiated using infrastructure funds of SGSY. Proposal to develop hatcheries for supplying chicks to support backyard poultry has been submitted and got approved under SGSY.

- xi. There has been **substantial improvement in Livestock production** during the last five years or so as indicated by the figures for production and per capita availability of livestock products provided by the AH Department (Annex. 5)



- xii. Some of the respondents were not so positive about the benefits from the policy.
- The main issue raised is that there has not been much change in the budget allocated / sanctioned to the AHD and no special grants are made available for improving livestock services. Improvement in coverage, availability of semen, liquid nitrogen supply etc., are mainly due to funding through **National Project for Cattle and Buffalo Breeding (NPCBB)** sanctioned by the GOI. Budget figures of AHD for the last few years also indicate that much

of the funding secured for strengthening services was from other sources (refer Annexes 3 and 4).

- Officers of OMFED felt that formulation of policy made no difference to the Federation. The recommendation to grant some freedom and autonomy to the Cooperative has not been considered so far. Improvement in integration / interaction between OMFED and the AHD has not happened and these organizations continue to work as watertight compartments (of the same sector). They felt that better **interaction and convergence** would have resulted in much better coverage through various livestock services offered by these organizations (health control and breeding services).
- Recommendations in the policy, to extend credit to the poor families at concessional interest, have not materialized.
- There is no impact of policy on planning of livestock research (much of it continues in the conventional manner). There is hardly any planned interaction between AHD and University staff to enable planning need based and development supporting livestock research.
- Some respondents reported negative effect of the NPCBB. They felt that the project forced the AHD to take up Cross breeding of cattle in all the districts - so as to get funds released. However, the NPCBB does not suggest or recommend that crossbreeding of cattle should be taken up everywhere<sup>5</sup>; on the other hand development of indigenous breeds in the respective breeding tracts is recommended.

(Source-ISRMPPO programmed series 11 – July 2006)

#### 4. Process of Policy Implementation

- i. Discussions with the Director and other senior officers revealed that neither a formal process of implementation of Livestock Policy recommendations has been thought of nor there is a person or a group assigned responsibility for implementation.
- ii. However, some officers feel that in absence of a person or a group being responsible for implementation of the policy the coherence is lost and it is done in bits and pieces according to the interest and views of the Secretary, Director and senior officers of the department. Moreover, such a situation results in reduction in interest of staff of AHD and develops skepticism about the seriousness with which policy recommendations are taken.
- iii. Some officers expressed that involving / briefing political leaders about the policy and its implementation would have been useful in getting required funding support from the state Government.

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<sup>5</sup> Quote: NPCCB scheme. "Genetic improvement in bovines is a long term activity and Government of India has initiated a major programme "National Project for Cattle and Buffalo Breeding" (NPCBB) from October 2000 over a period of ten years, in two phases each of five years, with an allocation of Rs 402 crore for Phase-I. In order to consolidate gains made during Phase-I, Phase-II has been initiated from Dec 2006 with an allocation of Rs 775.87 crore. The NPCBB envisages genetic up gradation on priority basis with **a focus on development and conservation of important indigenous breeds**. The project envisages 100% grant-in-aid to Implementing Agencies." available at: <http://dahd.nic.in/npcbb.htm> . The perception that this NPCCB scheme is typically meant for cross breeding is observed in most States. It is possible that professionals interpret the third objective of the schemes, which reads: '**undertake breed improvement programme for indigenous cattle and buffaloes so as to improve the genetic makeup as well as their availability**', as upgrading with Boss Taurus and not as improving the genetic makeup through selection including progeny testing with the farmers, and/or cross breeding with superior Boss Indicus Indian breeds etc.

- iv. Many officers felt that formation of a Steering Group involving representatives of related departments / organizations and political leaders to monitor implementation of Policy recommendations would have been helpful.

## **5 Learning's and recommendations on formulation and implementation of livestock Policy**

The opportunity to interact / discuss views and experiences of officers from different organizations and cadres and studying some of the publications on Livestock Sector of Orissa, as related to Policy formulation and implementation Processes, provided good learning. Based on these learning's some recommendations can be drawn and utilized for other states to improve the processes and make policy formulation and implementation more effective and efficient. **The learning's may also enable taking some corrective actions in Orissa to improve the situation in the state.**

### **5.1 Aspects related to Policy Formulation**

- i. A mix of senior / elderly officers and junior / young officers of related organizations should be involved in the Policy formulation process (studies/workshops etc) to ensure that awareness about the policy is retained for an extended period after formulation of the policy.
- ii. Involvement of an external agency is very useful in formulation of the policy and pushing the process forward. An effort is needed to maintain sense of ownership and involvement and the consultants have to be very careful in dealing with local persons (not undermine their knowledge and experience).
- iii. While an external agency is involved there is need to take care that basic documents are retained with the line department and are not lost after the formulation process is completed.
- iv. It is desirable to involve a mix of consultants – outsiders as well as insiders and with a mix of knowledge and practical experience. A combination of technical experts, those with experience of implementing livestock development in less developed areas and sensitivity for perceptions of underprivileged families should be considered.
- v. Clear understanding of prevailing livestock production systems, constraints, perceptions of producers from different socio-economic strata and gender and information about characteristics of different types of livestock/poultry are crucial for formulation of rational policy. A combination of 'Desk and Field studies' should be taken up for this purpose along with 'Participatory Exercises' involving animal owners' to get desired insight. Such studies were indicated as a major contribution, to livestock sector, of the policy formulation process in Orissa.
- vi. Process and instruments of implementation of policy recommendations should be discussed as part of the formulation process and guidelines provided. It is desirable to recommend 'formation of a steering group' for this purpose – with members drawn from related organizations.
- vii. While there are some advantages in involving external agency in policy formulation (funding and technical support, expressing issues, concerns and vision to the decision makers and acquiring wider vision) there are some drawbacks as well. There could be differences in

perception about approach to development and in the choice of consultants.

- viii. The Policy Process should not be very lengthy otherwise some partners may start losing interest and develop reservations about the outcome.

## 5.2 Aspects related to Policy Content

- i. In view of variations in agro-ecological and socio-economic conditions that exist in most states appropriate approaches and interventions should be recommended in clear terms. More so since relative importance of sub-sectors of livestock (milk, meat, egg) and of different species within a sub sector varies between regions of a state and hence the need for **appropriate selection of development interventions** and **regional wise guidelines and recommendations**.
- ii. There is need for **clear recommendations to achieve desired outputs** from some interventions – for example extent of coverage of livestock population through vaccination to control some diseases and follow up of artificial insemination services to find out number of calves born at animal owners level and its performance.
- iii. **Integration / convergence** between livestock projects of the line department and with development projects / activities of related fields / departments (particularly NRM, HID and Agri. marketing) should be strongly recommended in the policy.
- iv. **A committee**, involving some political figures and senior bureaucrats, besides selected technical officers of related departments, should be formed and made **responsible for follow up of implementation of policy**.
- v. The policy document should be made in simple and easy to understand language, **avoiding jargons** and stating recommendations clearly.
- vi. Livestock Policy should emphasize on making livestock research need based and supportive of development.
- vii. Hard Copies of Policy should be distributed and discussed (by organizing meetings / workshops or as part of induction programme) with the staff of all related organizations, so that they aware about the policy and understand it.

## 5.3 Possible (corrective) actions for Orissa actors

The following issues could be considered:

- i. With a bit of effort the basic documents produced during the Orissa Livestock Policy making process as well as during the Indo Swiss Livestock Programme Orissa (ISPO) and Natural Resource Management Programme Orissa (NRM PO) can be obtained. Intercooperation<sup>6</sup> would be most willing to share these with the AHP when a request is made.
- ii. Of the NRM PO series, soft copies could be up loaded to the website of the AHD so that easy access for all officers and others interested is created. The related short video ('indigenous poultry and ethno veterinary know how of tribal communities'; 'role of self help groups in milk collection') could also be uploaded. These too can also be obtained from

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<sup>6</sup> Contact: Ms. Rupa Mukerjee, Rupa Mukerji, Delegate Intercooperation – India. Office address: Intercooperation, 154/A/4, Sappers Lane, Balamrai, Secunderabad 500003, India. Tel: 040-27906991, email: [info@intercooperation.org.in](mailto:info@intercooperation.org.in); [rmukerji@intercooperation.org.in](mailto:rmukerji@intercooperation.org.in) ;

Intercooperation while the core advisor of the erstwhile ISNRMPO, Dr. Kornel Dass<sup>7</sup> based in Bhubaneswar, is most willing to assist in making all available.

iii. Appointing a committee (members representing the key actors of the Livestock Sector) in charge of monitoring the translation of the Livestock Policy into actions:

- ➔ **Developing and strengthening synergies** among AHD and related institutions (OMFED, VET. Colleges, Livestock Related Research, NGO active in the field of livestock and livelihood development etc.).
- ➔ **Investing in developing a common understanding and ownership of the key policy statements;** there is no harm to simplify statements (jargon language) so that all actors can understand these. With an improved understanding and ownership, officers are better equipped and more confident to explore how these can be implementing by using existing projects and schemes. N.B. Within the frame work of NPCBB, activities aiming at conserving and developing indigenous breeds can be planned; within the frame work of NREGS, Community Based Link Workers could be supported especially those in the remote and poor areas (C districts).
- ➔ **Strengthening of basic reporting and monitoring;** not just the targets set should be reported but at least on ad random basis the **'impact'** to be checked. For example: vaccinations administered, artificial inseminations conducted, goat bucks distributed, ducks distributed, etc. Such small studies should also cover a simple cost – benefit analysis.
- ➔ **Reviewing impact of investments made in Government based production units** (Goat farm, breeding farms, poultry units/hatcheries, dairy farm etc.). Are these UNITS now self sustainable; are production performance up to the mark; is quality control of products produced happening etc.
- ➔ **Linking reporting/monitoring with capacity building (AHD staff/others) and extension activities (fe/male farmers, groups etc.).**

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#### Annexure – 1

##### List of studies for Livestock Sector Review and Situation analysis under the guidance of steering Group

1. Microeconomic aspects of ruminant production.
2. Institutional issues related to livestock.
3. Situation analysis related to Milk group.
4. Situation analysis related to Draught animals.
5. Small animal production and meat sub-sector in Orissa.
6. Pig and Swine husbandry.
7. Poultry sector review.
8. Breeding of livestock and artificial Insemination.
9. Animal Health.



SAPPLPP - Kornel  
Das.vcf

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10. Animal Feed and Fodder situation.
11. Field studies on livestock sector.
12. Gender study – role of women in Animal Husbandry in Orissa.

#### Annexure - 2

##### List of publications/reports on Livestock sector in Orissa referred for 'Light assessment of Livestock Policy'

1. Human and Institutional Development in the Livestock Sector. ISNRMPO Programme series no. 1, April 2006
2. Policy Process in the Livestock Sector in Orissa ISNRMPO Programme series no. 2, April 2006
3. Indigenous Poultry Genetic Resources in Orissa. ISNRMPO Programme series no. 4, April 2006
4. Economics of Small Ruminants, Pigs and Backyard poultry production in Orissa. ISNRMPO Programme series no. 5, April 2006
5. Ethnoveterinary Medicines of tribal Orissa. ISNRMPO Programme series no. 6, April 2006
6. Sheep and Goat genetic Resources of Orissa. ISNRMPO Programme series no. 10, April 2006
7. Livestock Service Delivery and Poor: Community based livestock health workers in Orison. ISNRMPO Programmed series no. 11, April 2006
8. Livestock in Orissa. Ed. M.P.G. Kurup Pub. Manohar Publishers and Distributors, New Delhi.
9. Annual Report 2007-08 Society for Management of Information, Learning and Extension (SMILE), Bhubaneswar.

#### Annexure 3

##### The total Budget Provision of the A.H Department of Orissa from 1999-2000 to 2008-2009 - Indicating Plan & Non Plan Outlay -

Budget year	Total Outlay in TRs.	Plan outlay in TRs.	Percentage of total outlay in TRs.	Non-Plan outlay in TRs.	Percentage of total outlay in TRs. (Non Plan)
1999-2000	787,481	71,177	9.0	716,304	91
2000-2001	822,752	71,684	8.7	751,068	91
2001-2002	829,655	91,699	11.1	737,956	89
2002-2003	861,648	68,107	7.9	793,541	92
2003-2004	854,861	91,267	10.7	763,594	89
2004-2005	992,276	197,333	19.9	794,943	80
2005-2006	938,871	129,437	13.8	809,434	86
2006-2007	1,186,802	362,425	30.5	824,377	69
2007-2008	1,198,560	240,567	20.1	957,993	80
2008-2009	1,332,340	366,560	27.5	965,780	72

(Source – personal communication from Dr. G. Tripathi of AH Department, Orissa)

**Annexure 4**

**Funding from other Sources**

*(Rupees in Lakhs)*

Sl. No.	Name of the Programme	No. of Unit	Funds sanctioned	Year
1	2	3	4	8
<b>1. SGSY infrastructure fund</b>				
a)	Establishment of poultry hatcheries	48	960.00	2007 – 08
b)	Strengthening of Small animal (Goat) Farm	5	260.00	2007 – 08
C)	Deworming of goats		100.00	2008 – 09
d)	Genetic up-gradation through Supply of breeding bucks		45.70	2008 – 09
			<b>1365.7</b>	
<b>2 RKVY</b>				
a)	Enhancement of production capacity of Special Poultry Unit Chiplima	1	25.00	2007 – 08
b)	Strengthening of Goat breeding farm Chiplima	1	27.00	2007 – 08
c)	Fodder Farm Chiplima	1	5.00	2007 – 08
		<b>Total</b>	<b>57.00</b>	
d)	Installation of travis	3769	83.00	2008 – 09
e)	Establishment of poultry hatchery and parent unit	20	1226.2	2008 – 09
f)	Strengthening of dairy farm	2	145.00	2008 – 09 Chiplima and Keonjhar
g)	Establishment of 30 District diagnostic laboratory	30	720.00	2008 – 09
h)	Establishment of Andrology laboratory at FSB, Cuttack	1	97.97	2008 – 09
		<b>Total</b>	<b>2272.17</b>	
<b>3 RIDF – NABARD</b>				
	Construction of 85 VD & 1075 LACs		2440.85	2008-09

*(Source – personal communication from Dr. G. Tripathi of AH Department, Orissa)*

**Annexure 5****Year-wise Production and per capita availability of Milk, Meat and Eggs in Orissa**

Year	Production of milk ('000MT)	Per capita availability of milk (Gms/day)	Production of meat (in '000 MT)	Per capita availability of meat (Kg/annum)	Production of eggs (in Mio)	Per capita availability of eggs (No/Yr)
2003-04	995.08	74	44.89	1.22	931.06	25
2004-05	1282.76	94	50.52	1.36	1215.96	33
2005-06	1342.3	98	52.04	1.39	1278.7	34
2006-07	1430.69	103	55.01	1.41	1424.64	36
2007-08	1620.44	114	58.82	1.45	1549.48	40

*(Source – personal communication from Dr. G. Tripathi)*

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# SOUTH ASIA Pro Poor Livestock Policy Programme

A joint initiative of NDDB and FAO

Regional Office:

NDDB House (6th Floor), PB 4906, Safdarjang Enclave  
New Delhi - 110029, INDIA

Tel: +91 (0) 11 2619 7851 / 7649, Fax: +91 (0) 11 2618 9122

E-mail: [sapplpp@sapplpp.org](mailto:sapplpp@sapplpp.org), Website: [www.sapplpp.org](http://www.sapplpp.org)

## Our Motto

*“development of healthy environments in which  
healthy animals are reared by healthy people”*

## Partnering Institutions

BRAC  
BRAC Centre  
75 Mohakhali, Dhaka 1212  
BANGLADESH  
Tel: +880 2 8824180-7 Extn: 2311  
Fax: +880 2 8823542, 8826448  
E-mail: [saleque@sapplpp.org](mailto:saleque@sapplpp.org)  
[saleque.ma@brac.net](mailto:saleque.ma@brac.net)

Department of Livestock  
Ministry of Agriculture  
Thimpu  
BHUTAN  
Tel: +975 (0) 2 351102  
Fax: +975 (0) 2 322094, 351222  
E-mail: [tshering@sapplpp.org](mailto:tshering@sapplpp.org)  
[naip@druknet.bt](mailto:naip@druknet.bt)

BAIF Development Research  
Foundation  
Dr. Manibhai Desai Nagar, NH 4  
Warje, Pune 411058, INDIA  
Tel: +91 (0) 20 25231661  
Fax: +91 (0) 20 25231662  
E-mail: [sepawar@sapplpp.org](mailto:sepawar@sapplpp.org)  
[sepawar@baif.org.in](mailto:sepawar@baif.org.in)