

FINAL REPORT

VOLUME- I- MAIN REPORT

STUDY ON IMPLEMENTATION OF ESSENTIAL COMMODITIES ACT, 1955 AND THE PREVENTION OF BLACK MARKETING & MAINTENANCE OF SUPPLIES OF ESSENTIAL COMMODITIES ACT, 1980



SUBMITTED

TO

DEPARTMENT OF CONSUMER AFFAIRS
MINISTRY OF CONSUMER AFFAIRS, FOOD & PUBLIC DISTRIBUTION,
GOVERNMENT OF INDIA

BY

SANTEK CONSULTANTS PRIVATE LIMITED
DELHI-110091

(santek@ndf.vsnl.net.in)

PREFACE

The **Essential Commodities Act, 1955** is an act of Parliament of India which was established to ensure the delivery of certain commodities or products, the supply of which if obstructed owing to hoarding or black marketing would affect the normal life of the people. This Act was enacted to ensure the easy availability of essential commodities to consumers and to protect them from exploitation by unscrupulous traders. The Act provides for the regulation and control of production, distribution and pricing of commodities which are declared as essential for maintaining or increasing supplies or for securing their equitable distribution and availability at fair prices. Thus this Act empowers the Central Government to regulate production, supply, distribution, storage, transport, etc.; and control price of commodities which have been declared under the Act, as essential are provided for those who commit offences under the Act for maintaining or increasing supplies; securing their equitable distribution and securing availability at fair prices.

The Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980 (PBM Act) is being implemented through the State Governments/UT Administrations for prevention of illegal and unethical trade practices of black marketing of essential commodities. It covers all the essential commodities. The Act empowers the Central and State Government authorities as prescribed in the Act to detain persons whose activities are found to be prejudicial to the maintenance of supplies of the commodities essential to the community in general including targeted groups under PDS. As per reports received from the State Governments/UTs, detention orders were issued against 214 persons under the Act during 01.01.2013 to 31.12.2013. During 2010 to 2013 a total of 920 detention orders were issued by only 6 State Governments. From the remaining States/UTs, the information is not available. The Central Government and the State Governments also have powers to revoke the detention orders. The Central Government has been regularly requesting the States/UTs to implement the Act effectively to contain black marketing

In the last couple of months a lot of volatility has been seen in the prices of some of the essential commodities, more specifically the foodstuff items and there has been a sharp rise (in some case even more than threefold) in prices at which they are available to both the rural and urban consumers. The poor and lower income group as well as the middle income group has been the most affected due to this crisis. All this resulted in a big furore, hue and cry regarding the efforts being made to control prices, inflation rate, etc., etc. There have been numerous allegations as well as instances of malpractices such as black-marketing, hoarding, profiteering being responsible for sudden increase in

prices. The two most important Acts which regulate and control the supply of Essential Commodities are as cited in previous paragraphs.

Hence, it was felt necessary by the Government of India to review these two acts so as to assess the need of any changes required to be made in these acts, so as to sharpen their tooth for controlling price-rise as well as malpractices and this study was commissioned to **M/s Santek Consultants Private Limited, Delhi.**

The consultants were assigned the task to ‘Study the Implementation of Essential Commodities Act, 1955 and Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980’ with a key objective to assess the progress in administration and implementation of these two acts, enumerate the bottlenecks / failures in implementation and give suggestions / recommendations.

With this background and the complexities of roles of various Departments at the grassroot level, **M/s Santek Consultants Private Limited** conducted the study very diligently in order to encompass the various stakeholders involved in the implementation and execution of these Acts, giving due emphasis to its impact on the consumers including special categories namely BPL/ AAY/ APL/ SBPL/ JRC/ RCRC, etc.

M/s Santek Consultants Private Limited, have also attempted to bring out various facets of the implementation of the Acts, enforcement mechanisms viz-a-viz the Acts/ Control orders enacted by the Central and State Governments of the four surveyed states, as well as, failures / bottlenecks in implementation or otherwise; based on which suggestions and recommendations have been provided for necessary changes / modifications in these two acts, to make them more effective and efficacious.

The Consultants are grateful to all the senior officers of the Government of India, the State Governments and other stakeholders who have provided valuable inputs during interactions and cooperation in successful completion of this study. Needless to mention, that the time frame for this study was extremely tight and many constraints and impediments were faced in the field in collecting data. The consultants also faced a lot of skepticism and hesitance in being provided data by various authorities particularly in the State of Rajasthan. The Consultants plead forgiveness for any unintentional hurt caused to the sentiments of any individual or group due to this pressing assignment.

**Sanjay Jain
Director**

ACKNOWLEDGEMENT

We are also grateful to the Department of Consumer Affairs, Ministry of Consumer Affairs, Food and Public Distribution, Government of India, for assigning this prestigious task of Undertaking the Study on Implementation of The Essential Commodities Act, 1955 and The Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980

We are in particular grateful to the officials of the Ministry of Consumer Affairs, Food and Public Distribution, Government of India, namely Shri G Gurucharan (IAS), Additional Secretary, Shri Surender Singh, Deputy Secretary, Shri Panchinshup Guite, Under Secretary as well as all other officials of the Ministry who were actively involved in this assignment, for extending all cooperation and help during the conduct of this study. We are also grateful to all the Senior Level and the field level officials of the State Governments of Uttar Pradesh, Delhi, Haryana and Rajasthan and other stakeholders including the villagers with whom we had interacted in the assigned period of this work, to help arrive at the findings and conclusions, for this Report.

**Sanjay Jain
Director**

ABBREVIATIONS/ ACRONYMS

AAY	Antoyoday Anna Yojana
AC	Assistant Commissioner
AFSO	Assistant Food and Supply Officer
APL	Above Poverty Line
BPL	Below Poverty Line
CBPL	Central Below Poverty Line
CS CID	Civil Supplies Criminal Investigation Department (Tamil Nadu)
DBC	Double Gas Cylinder Booking Card
DC	Deputy Commissioner
DDA	Delhi Development Authority
DFSC	District Food And Supplies Controller
DFSO	District Food and Supply Officer
DM	District Magistrate
DSO	District Supply Officer
EC	Essential Commodities
EI	Enforcing Inspector
EO	Enforcing Officer
FPS	Fair Price Shop
FSO	Food & Supply Officer
HH	Household
JRC	Jhuggi Ration Card
LPG	Liquefied Petroleum Gas
NFS	National Food Security Act.
OMCs	Oil Marketing Companies
OPH	Other Priority Household
PDS	Public Distribution System
PHH	Priority Household
PRIs	Panchayati Raj Institutions
(RCRC)	Resettlement Colony Ration Card
SBC	Single Gas Cylinder Booking Card
SBPL	State Below Poverty Line
SC	Scheduled Caste
ST	Scheduled Tribe
SDM	Sub Divisional Magistrate
SDO	Sub- Divisional Officer

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BACKGROUND
OF
THE ESSENTIAL COMMODITIES ACT, 1955
AND
THE PREVENTION OF BLACKMARKETING AND
MAINTENANCE OF SUPPLIES OF ESSENTIAL
COMMODITIES ACT, 1980

The Essential Commodities Act, 1955

The **Essential Commodities Act, 1955** is an act of Parliament of India which was established to ensure the delivery of certain commodities or products, the supply of which if obstructed owing to hoarding or black marketing would affect the normal life of the people. This Act was enacted to ensure the easy availability of essential commodities to consumers and to protect them from exploitation by unscrupulous traders. The Act provides for the regulation and control of production, distribution and pricing of commodities which are declared as essential for maintaining or increasing supplies or for securing their equitable distribution and availability at fair prices.

Thus this Act empowers the Central Government to:

- regulate production, supply, distribution, storage, transport, etc.; and
- control price of commodities which have been declared under the Act, as essential are provided for those who commit offences under the Act

for

- maintaining or increasing supplies;
- securing their equitable distribution; and
- securing availability at fair prices.

The commodities declared as ‘essential’ under the Essential Commodities Act, 1955 are reviewed from time to time in the light of changes in the economic situation, policies and particularly with regard to their Production, demand and supply in consultation with the concerned Ministries/Departments administering these commodities as well as State Governments/ UT Administrations. The number of essential commodities which stood at 70 in the year 1989 has been brought down to 7 at present through such periodic reviews to facilitate free trade and commerce.

Exercising powers under the Act, various Ministries / Departments of the Central Government and under the delegated powers, the State Governments/ UT Administrations have issued Control Orders for regulating production, distribution, pricing and other aspects of trading in respect of the commodities declared as essential. The enforcement/ implementation of the provisions of the Essential Commodities Act, 1955 lies with the State Governments and UT Administrations.

State governments issue various control orders w.r.t. trading of some essential commodities such as food grains, edible oils, pulses, kerosene and sugar etc.

The Act was amended in 1986, empowering recognised Consumer Associations to make a report in writing of any facts constituting an offence under the Act.

Power of Central Government

- Regulate or prohibit the production, supply and distribution, trade and commerce of any essential commodity
- regulate by licenses, permits or otherwise:
 - the production or manufacture of any essential commodity
 - storage, transport, distribution, disposal, acquisition,
 - consumption
- Cultivate food crops on any waste land
- prohibit the withholding from sale of any essential commodity ordinarily kept for sale

Power of State and UT administrations

- Impose stock or turnover limits for various commodities
- Penalize those who hold in excess of the limit.
- Stock limits have been imposed in several states for pulses, edible oil, edible oilseeds, rice, paddy and sugar.

Regulations under the Essential Commodities Act, 1955:

- (i) Regulating by licenses, permits, etc. the production, storage, transport, distribution, disposal acquisition, use or consumption of an essential commodity;
- (ii) Increasing cultivation of food grains;
- (iii) Controlling prices;
- (iv) Prohibiting the withholding from sale of any essential commodity;
- (v) Requiring a stockholder to sell any essential commodity to the Government;
- (vi) Regulating or prohibiting any commercial or financial transactions in food items or cotton textiles which may be detrimental to the public interest;
- (vii) Collecting any information;
- (viii) Requiring production of books of accounts etc; and
- (ix) Any incidental matters

These controls have been traditionally justified on the grounds that they are necessary to control hoarding and other types of speculative activity.

The section-wise list of contents of the Essential Commodities Act 1955 are as follows :

<u>Section</u>	<u>Particulars / Subject</u>
----------------	------------------------------

	Preamble
1	Short title and extent
2	Definitions
3	Powers to control production, supply, distribution, etc., of essential commodities
4	Imposition of Duties of state Government etc.
5	Delegation of Power
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(Please refer Volume-II, Annexure – I for copy of the ECA 1955)

Major Amendments

Pulses, Edible Oilseeds and Edible Oils (Storage Control) Order, 1977

For securing equitable distribution and availability at fair price of these items to the consumers, the order exempts the imported edible oils (excluding coconut oil, palm kernel oil, RBD Palm Oil and RBD palm stearin) from the stock limit as prescribed under the Control Order, 1977 and it has been made in order to make easy availability of these commodities at fair price.

Prevention of Blackmarketing of and Maintenance of Supplies of Essential Commodities, Act, 1980

The Prevention of Black-marketing and Maintenance of Supplies of Essential Commodities Act 1980. The Act empowers the Central and State Governments to detain persons whose activities are found to be prejudicial to the maintenance of supplies of commodities essential to the community

Essential Commodities (Special, Provisions) Act, 1981

It was later expanded to include the provisions on Essential Commodities (Special Provisions) Act, 1981 that came into force for a period of five years and was continued up to 1998. The 1981 amendment act was empowered with strong punitive measures that included trial of all offences, minimum mandatory imprisonment, making offences non-bailable, sale of seized essential commodities at government fixed prices and appeal against order of confiscation passed by collector to be made to states instead of judicial authority.

Drugs Price Control Order (DPCO) 1995

Order issued by the Government of India under Section 3 of the Essential Commodities Act, 1955 to regulate the prices of drugs.

As per the decisions of the Conference of Chief Ministers held on 21 May 2001, the restrictions like licensing requirement, stock limits and movement restrictions have been removed from almost all agricultural commodities.

Wheat, pulses and edible oils, edible oilseeds and rice being exceptions, where States have been permitted to impose some temporary restrictions in order to contain price increase of these commodities.

Department of Consumer Affairs introduced the Essential Commodities (Amendment) Bill, 2005 to prune the list of essential commodities to the minimum by deleting all such commodities which have no relevance in the context of present improved demand and supply position and to facilitate free trade and commerce.

Only those commodities considered essential to protect the interest of the farmers and the large section of the people "below the poverty line" are proposed to be retained under the Essential Commodities Act, 1955.

In 2002, it was decided to remove licensing requirement, stock limits and movement restrictions.

The 2005 Amendment to EC referred to only seven items under its ambit. These were drugs, fertiliser, food stuffs including edible oil, hank yarn, petroleum and petroleum products, raw jute and jute textile, seeds of food crops, cattle fodder, jute and cotton.

The Essential Commodities (Amendment) Act, 2006

(1) Drugs

Explanation.-For the purposes of this Schedule, "drugs" has the meaning assigned to it in clause (b) of section 3 of the Drugs and Cosmetics Act, 1940;

- (2) fertilizer, whether inorganic, organic or mixed;
- (3) foodstuffs, including edible oilseeds and oils;
- (4) hank yarn made wholly from cotton;
- (5) petroleum and petroleum products;
- (6) raw jute and jute textiles;
- (7) (i) seeds of food-crops and seeds of fruits and vegetables;
(ii) seeds of cattle fodder; and
(iii) jute seeds.

The Essential Commodities (Amendment) Bill, 2010

Introduced on August 9, 2010 seeks to amend the Essential Commodities Act, 1955 to clarify the price payable for levy sugar (procured for public distribution system). The Principal Act was amended last in December 2009. That amendment had two main provisions.

It added an Explanation to Section 3 of the Principal Act, stating that the central government, while procuring levy sugar, would not pay any price in excess of that calculated on the basis of the Minimum Price (SMP) for sugarcane set by the central government.

It also amended the price to be paid to sugar producers by the central government for procuring levy sugar.

It specified that the price of sugar will be based on the “Fair and Remunerative Price” (FRP) fixed for sugarcane, and will include the manufacturing cost, duties, taxes and reasonable rate of return.

Other Actions taken

In the context of unprecedented rise in prices of some essential commodities, there had been widespread concern from various corners for taking immediate steps to mitigate the rising trend of prices of essential commodities. Representations from the Chief Ministers of various States were received for restoration of powers under the Essential Commodities Act, 1955 for undertaking de-hoarding operations in view of the assumption that there is speculative holding back of stocks particularly of wheat and pulses in anticipation of further rise in prices.

Vide notification G.S.R. 104(E) dated 15th February, 2002 (Order dated 15.02.2002) the Government allowed all dealers to freely acquire, use or consume any quantity of wheat, paddy/rice, coarse grains, sugar, edible oilseeds and edible oils and shall not require a permit or licence therefore under any order issued under the Essential Commodities Act, 1955. The situation was reviewed by the Government. The Government kept in abeyance some provisions of the central order dated 15.02.2002 to enable the State Governments/UT Administrations to take effective action for undertaking dehoarding operations under the Essential Commodities Act, 1955 in respect of pulses, edible oils, edible oilseeds, rice and paddy. The validity of all these orders has been extended from time to time.

At present stock limits are permitted for pulses, edible oils and edible oilseeds for a period up to 30.09.2014 vide Central Order dated 27.09.2013 and in respect of rice and paddy up to 30.11.2014 vide Central Order dated 29.11.2013. On 28.11.2013, the Government approved exemption of the stock meant for exports, to exporters having IEC Code issued by Directorate General of Foreign Trade (DGFT), from the purview of stock holding limits under the Essential Commodities Act, 1955 with respect to edible oilseeds, edible oils and rice. The exemption would be with the following conditions: “If a wholesaler or retailer or dealer having Importer-Exporter Code (IEC) issued by DGFT is able to demonstrate that whole or part of his or her stocks in respect of edible oil, edible oilseeds and rice are meant for exports, then the stocks meant for exports shall be excluded for the purpose of calculation of stock limits.” This will help exporters benefit from economies of scale and bigger operation for optimally meeting export demands on a long-term basis.

In pursuance to all the Central Orders, all State Governments/UTs are to implement them by issuing either fresh control orders or by reviving the old control order for fixing stock limits for various categories of dealers, such as millers/producers, wholesalers and retailers, in respect of essential commodities. States/UTs have to take effective action (exercising the statutory powers vested with them under the Essential Commodities Act, 1955) and provide a copy of all such orders to the Central Government.

Impact

The State Governments and UT Administrations being the enforcement agencies under the Act are regularly taking recourse to the Act for implementation of the provisions of the Act by taking action against the violators. During 2010 to 2013, 681963 raids were conducted, 25419 persons were arrested,

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15371 persons were prosecuted and 1602 culprits were convicted in the country. During the same period goods of the value of Rs.976.79 crore were confiscated. Details are enclosed at Exhibit No. 1.1, 1.2 and 1.3.

The results of enforcement of the Essential Commodities Act, 1955 in the States/UTs during the year 2013 (updated as on 31.12.2013) are as under:

No. of raids conducted - 158105

No. of persons arrested – 5913

No. of persons prosecuted - 2923

No. of persons convicted - 1001

Value of goods confiscated - Rs. 55720.12

**THE PREVENTION OF BLACKMARKETING AND MAINTENANCE OF SUPPLIES OF
ESSENTIAL COMMODITIES ACT, 1980**

The Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980 (PBM Act) is being implemented through the State Governments/UT Administrations for prevention of illegal and unethical trade practices of black marketing of essential commodities. It covers all the essential commodities. The Act empowers the Central and State Government authorities as prescribed in the Act to detain persons whose activities are found to be prejudicial to the maintenance of supplies of the commodities essential to the community in general including targeted groups under PDS. As per reports received from the State Governments/UTs, detention orders were issued against 214 persons under the Act during 01.01.2013 to 31.12.2013. During 2010 to 2013 a total of 920 detention orders were issued by only 6 State Governments. From the remaining States/UTs, the information is not available. The Central Government and the State Governments also have powers to revoke the detention orders. The Central Government has been regularly requesting the States/UTs to implement the Act effectively to contain black marketing

(Please refer Volume-II, Annexure – II for copy of the PBMMSECA, 1980)

EXHIBIT NO. 1.1
ACTION TAKEN UNDER THE ESSENTIAL COMMODITIES ACT, 1955 DURING THE YEARS 2009-2014

(Relating to offences of violation of stock control orders)

Updated as on 1.09.2014

Sl. No.	STATE/Uts	No. of Raids Conducted						No. of Persons																	
								Arrested						Prosecuted						Convicted					
		2009	2010	2011	2012	2013	2014	2009	2010	2011	2012	2013	2014	2009	2010	2011	2012	2013	2014	2009	2010	2011	2012	2013	2014
1	ANDHRA PRADESH	7873	10253	14901	16783	21051	6884	43	NIL	32	77	138	64	Nil	NIL	21	0	-	0	1	NIL	0	1	0	0
2	ARUNA. PRADESH	2382	69					5	NIL					Nil	NIL					Nil	NIL				
3	ASSAM	Nil	332	269	1122	900		3	29	4	1	NIL		3	20	131	2	NIL		Nil	10	NIL	NIL	NIL	
4	BIHAR	17	65	38	102	61	25	8	24	16	42	4	9	Nil	NIL	-	-	-	6	Nil	NIL	-	NIL	-	-
5	CHATTISGARH	751	211		482	493	101	36	1		0	92	0	90	18		25	46	0	66	14		1	77	0
6	DELHI	93	66	38	NIL			98	15	14	NIL			76	28	5	NIL			Nil	4	1	NIL		
7	GOA	28025	82	616	620	640	31	30	NIL	NIL	4	NIL	NIL	89	NIL	NIL	NIL	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL
8	GUJARAT	30	30296	30677	21868	17707	5979	Nil	139	137	67	95	34	Nil	88	81	36	52	20	Nil	17	-	-	-	-
9	HARAYANA	107	167	209	18	113	31	8	49	26	7	1	23	1	5	14	3	0	6	Nil	NIL	1	2	2	-
10	HIMACHAL PRADESH	24642	22353	30608	35739	32278	8805	3	NIL	3	4	-	-	2	NIL	-	-	-	-	Nil	NIL	-	-	-	-
11	JAMMU & KASHMIR																								
12	JHARKHAND																								
13	KARNATAKA	1659	2016	1340	569	468	94	137	138	164	59	172	40	9	NIL	0	0	0	0	3	2	0	0	0	1
14	KERALA	48829	26603	32472	26285	39649	17251	21	33	11	2	0	4	2	22	6	0	0	0	Nil	3	0	0	0	0
15	MADHYA PRADESH		27423	23786	21607	13929	3255		37	25	17	17	35		60	48	36	20	89		3	1	1	1	3
16	MAHARASHTRA	1688	1820	3953	1515	1064	515	2565	2717	3275	2234	1501	6475	1562	1543	2587	1386	416	58	Nil	NIL	NIL	0	0	0
17	MANIPUR	Nil	9	10	18	6	NIL	NIL	5	10	16	16	NIL	Nil	5	4	6	-	NIL	Nil	5	4	2	-	NIL
18	MEGHALAYA	8	64	228	604	1059	290	Nil	7	NIL	NIL	NIL	NIL	4	6	NIL	1	NIL	NIL	Nil	3	NIL	NIL	NIL	NIL
19	MIZORAM	366	84	306	172	194	90	Nil	NIL	NIL	NIL	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL
20	NAGALAND	Nil	2	NIL	NIL	NIL	NIL	Nil	26	NIL	NIL	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL
21	ORISSA	35494	60155	61287	43420	21614		7	6	6	2	-		149	258	287	147	58		9	NIL	-	-	-	
22	PUNJAB	122	213	515	120	450	141	54	21	5	1	5	NIL	34	13	4	1	9	NIL	26	9	2	1	-	NIL
23	RAJASTHAN	281	447	426	195	42		3	34	57	21	6		62	168	152	136	3		Nil	76	100	108	0	
24	SIKKIM	Nil	NIL	NIL	NIL	NIL		Nil	NIL	NIL	NIL	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL		NIL	NIL	NIL	NIL	NIL
25	TAMIL NADU	16404	18894	6028	10499	8778	5257	4775	6995	4607	4467	5609	2838	1471	1257	2670	2891	3402	1515	7	43	158	92	162	72
26	TRIPURA	66	245	203	205	81		2	7	3	2	NIL		2	7	NIL	1	NIL		Nil	NIL	NIL	NIL	NIL	
27	UTTARAKHAND			-	-	-				13	4	4				19	7	9				-	-	-	
28	UTTAR PRADESH	39684	29723	30208	25524	36234	12571	1023	558	488	273	332	87	1491	1211	1264	984	1075	264	Nil	NIL	-	6	8	0
29	WEST BENGAL	161	365	252	489	339	400	117	112	118	232	99	112	16	1	0	0	0	25	Nil	14	29	129	8	-
30	A & NISLANDS	208	193	256	211	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL	Nil	NIL	NIL	NIL	NIL	NIL
31	CHANDIGARH	8	10	-	9	3		9	9	-	22	7		Nil	NIL	-	-	-		Nil	NIL	-	-	-	
32	D & NAGAR HAVELI	3	1	13	5	NIL	3	2	1	9	13	NIL	NIL	Nil	NIL	-	5	NIL	NIL	Nil	NIL	-	NIL	NIL	NIL
33	DAMAN & DIU		NIL						NIL						NIL						NIL				
34	LAKSHADWEEP	Nil	NIL		NIL			Nil	NIL		NIL			Nil	NIL		NIL			Nil	NIL		NIL		
35	PUDUCHERRY	512	745	1230	1485	970	780	63	30	21	75	17	10	68	44	31	100	43	21	15	53	23	2	0	0
36	TELANGANA				8718	13701	6217						0					0							0
	TOTAL	209413	232906	239869	218384	211824	68720	9012	10993	9044	7642	8115	9731	5131	4754	7324	5767	5133	2004	127	256	319	345	258	76

EXHIBIT NO. 1.2

ACTION TAKEN UNDER THE ESSENTIAL COMMODITIES ACT, 1955 DURING 2014 (APRIL - JUNE)

A - Relating to offences other than violation of stock control orders

SL. NO.	STATES/UTs	No. of Raids Conducted	No. of Persons			Value of goods confiscated (Rs. In Lakhs)	Reported upto
			Arrested	Prosecuted	Convicted		
1	Andhra Pradesh	1214	3	0	0	9.24	April
2	Goa	2	NIL	NIL	NIL	NIL	May
3	Gujarat	460	0	0	-	18.39	April
4	Harayana	6	8	4	-	3.65	May
5	Kerala	3623	0	0	0	0.20	May
6	Maharashtra	248	333	11	0	332.02	May
7	Manipur	NIL	NIL	NIL	NIL	NIL	April
8	Uttar Pradesh	2071	6	22	0	50.92	April
9	Andaman & Nicobar Islands	NIL	NIL	NIL	NIL	NIL	April
10	Puducherry	60	1	5	0	0.12	April
	TOTAL	7684	351	42	0	414.54	

B - Relating to offences for violation of stock control orders							
1	Goa	NIL	NIL	NIL	NIL	NIL	May
2	Gujarat	16	-	-	-	0.07	April
3	Kerala	984	0	0	0	0	May
4	Manipur	NIL	NIL	NIL	NIL	NIL	April
5	Mizoram	35	NIL	NIL	NIL	NIL	May
6	Andaman & Nicobar Islands	NIL	NIL	NIL	NIL	NIL	April
7	Dadra & Nagar Haveli	NIL	NIL	NIL	NIL	NIL	May
8	Puducherry	60	0	0	0	0	April
	TOTAL	1095	0	0	0	0.07	

DETENTIONS MADE UNDER THE PREVENTION OF BLACKMARKETING AND MAINTENANCE OF SUPPLIES OF ESSENTIAL COMMODITIES ACT, 1980 FOR THE YEAR 2014		
1	Tamilnadu	65
2	Gujarat	10
	TOTAL	75

*Other States have not responded

EXHIBIT NO. 1.3

VALUE OF GOODS CONFISCATED

(RS. IN LAKHS)

Sl. No.	STATE/Uts	Value of goods confiscated (Rs. In Lakhs)					
		2009	2010	2011	2012	2013	2014
1	ANDHRA PRADESH	233.31	144.96	614.51	1441.89	2281.54	239.66
2	ARUNACHAL PRADESH	Nil	NIL				
3	ASSAM	Nil	NIL	71.25	30.07	0.59	
4	BIHAR	1.69	NIL	-	87.32	17.74	19.64
5	CHATTISGARH	858.27	757.58		109.63	1543.49	12.06
6	DELHI	Nil	NIL	0.13	NIL		
7	GOA	528.31	NIL	NIL	NIL	NIL	NIL
8	GUJARAT	Nil	428.99	298.13	221.41	241.54	95.2
9	HARAYANA	0.82	361.62	7.25	13.26	9.24	12.44
10	HIMACHAL PRADESH	10.99	11.62	27.95	19.10	14.08	3.80
11	JAMMU & KASHMIR						
12	JHARKHAND						
13	KARNATAKA	24.58	317.78	28.34	19.19	13.93	0.01
14	KERALA	121.47	21.931	4.93	0	13.24	12.43
15	MADHYA PRADESH		86.12	157.87	181.98	115.30	276.05
16	MAHARASHTRA	13842.38	1139.46	4461.84	20222.19	49279.34	11958.18
17	MANIPUR	Nil	0.47	3.64	12.5	6.24	NIL
18	MEGHALAYA	Nil	0.91	NIL	0.02	1.35	NIL
19	MIZORAM	Nil	0.11	NIL	NIL	NIL	NIL
20	NAGALAND	Nil	0.39	NIL	NIL	NIL	NIL
21	ORISSA	14.56	5.29	25.43	7	1.69	
22	PUNJAB	464.52	1.27	2.05	2.09	0.89	6.34
23	RAJASTHAN	36.89	193.33	192.47	86.49	36.49	
24	SIKKIM	Nil	NIL	NIL	NIL	NIL	NIL
25	TAMIL NADU	623.25	708.69	184.41	152.24	131.63	45.17
26	TRIPURA	0.65	7.07	6.56	6.12	1.19	
27	UTTARAKHAND			80.44	26.59	98.45	
28	UTTAR PRADESH	1929.48	6262.85	1124.94	1112.71	954.73	356.7
29	WEST BENGAL	90.4	262.04	409.05	246.94	27.61	59.39
30	ANDAMAN & NICOBAR ISLANDS	Nil	NIL	NIL	NIL	NIL	NIL
31	CHANDIGARH	7.97	9.16	-	4.44	0.96	
32	DADRA & NAGAR HAVELI	0.22	35	31.04	21.98	NIL	NIL
33	DAMAN & DIU		NIL				
34	LAKSHADWEEP	Nil	NIL		NIL		
35	PUDUCHERRY	15.53	4.71	3.33	13.11	27.35	0.83
36	TELANGANA				35.52	54.04	19.76
	TOTAL	18805.29	10761.35	7735.56	24073.79	54872.65	13117.66

CHAPTER – II

STUDY DESIGN AND METHODOLOGY

The Department of Consumer Affairs, Ministry of Consumer Affairs, Food and Public Distribution appointed M/s Santek Consultants Pvt. Ltd., Delhi to undertake this 'Study on Implementation of Essential Commodities Act 1955 and the Prevention of Black-Marketing and Maintenance of Supplies of Essential Commodities Act. 1980

Significance of the Study

In the recent months a lot of volatility has been seen in the prices of some of the essential commodities, more specifically the foodstuff items and there has been a sharp rise (in some case even more than threefold) in prices at which they are available to both the rural and urban consumers. The poor and lower income group as well as the middle income group has been the most affected due to this crisis. All this resulted in a big furore, hue and cry regarding the efforts being made to control prices, inflation rate, etc., etc. There have been numerous allegations as well as instances of malpractices such as black-marketing, hoarding, profiteering being responsible for sudden increase in prices. The two most important Acts which regulate and control the supply of Essential Commodities are :

- i) The Essential Commodities Act 1955 and
- ii) The Prevention of Black-Marketing and Maintenance of Supplies of Essential Commodities Act. 1980

Hence, it was felt necessary by the Government to review these two acts so as to assess the need of any changes required to be made in these acts, so as to sharpen their tooth for controlling price-rise as well as malpractices. Hence, this study was commissioned, with below mentioned objectives.

Objectives of the Study

The key objective of this study was 'Assessment of progress in administration and implementation of the Essential Commodities Act 1955 and the Prevention of Black Marketing and Maintenance of Supply of Essential Commodities Act 1980', with the following Terms of Reference :

- ❖ To assess the coverage of the programme in terms of physical progress achieved;
- ❖ Review of Existing enforcement system in the state governments
- ❖ Review of Both these Acts
- ❖ Bottlenecks/ Failures in implementation of both these Acts viz views of stakeholders in general and BPL/AAPL/AAY ration card holders in particular
- ❖ Remedial measures to strengthen implementation of these Acts to achieve the objects defined therein.
- ❖ Appraisal of models successfully working in neighbouring countries
- ❖ Alternative model/ enforcement system to substitute the existing one.

Basic Approach

Keeping in mind the objectives of the study and the Acts, the approach adopted was such that it gave an analytical picture of the things happening at grassroot level, where these Acts targeted to be implemented. In accordance to this both secondary and primary data was collected from various stakeholders, including those involved in implementation. Intensive desk research was undertaken to study the various problems and efforts made.

The assessment of the Acts and their implementation, bottlenecks / failures, etc. has been done at the household level, and effort made to study its effect on the target population including BPL/AAPL/AAY, the various aspects of the implementation systems / status of the various Acts / Control Orders, effectiveness of the Acts / Control Orders, extent of benefits accrued to the targeted beneficiaries, etc. Apart from this efforts were made to find out solutions to various bottlenecks / failures, thus building a base for making suggestions to make the Acts more effective and efficacious.









The approach adopted was to first identify the various stakeholders / implementing agencies and beneficiaries, etc., collect / develop and study the database and other relevant information. Details regarding the Acts / Control Orders, tehsils / blocks, panchayats / villages, FPS outlets and dealers, no. of beneficiaries, etc., was also collected wherever available.

Thus the basic approach followed was one which had the following :

- ❖ A holistic approach
- ❖ 360 degree perspective

Methodology

The methodology adopted was an integrated one, such that it was an appropriate mix of quantitative and qualitative methods, and was undertaken stepwise in the following manner :

-  Literature Review
-  Secondary Data Collection and Review
-  Preparation and Pre-Testing of Tools
-  Field Visits for Collection of Secondary and Primary Data
-  Tabulation & Compilation
-  Amalgamation/ Superimposition
-  Analysis and draft report preparation
-  Conclusions & Recommendations

It encompassed interaction with different stakeholders for collection of primary and secondary data collection. The study was undertaken at the state level, covering the sample districts as per the TOR. Field visits were undertaken in the selected districts, tehsils and villages, efforts were made to hold meetings with the District and other Authorities, Department and other Officials / people and people from different economic strata in villages visited.

SAMPLING DESIGN

To address the process and outcome indicators underlying the objectives of the study, both primary and secondary data has been collected to the extent possible, through structured schedules / questionnaires, meetings and discussions at different levels of sample units by adopting a systematic sampling method.

Sampling Method

A multi stage sampling method as specified by the Ministry was adopted for selection of sample units at different levels of the study.

Selection of States

Department of Consumer Affairs has identified 4 states for the purpose of this study namely Haryana, Uttar Pradesh, Rajasthan and Delhi. Accordingly these four states were selected for this study.

Selection of Districts

Department of Consumer Affairs has identified 1 district from each of these four states for the purpose of this study. These districts were Palwal in Haryana, Ghaziabad in Uttar Pradesh, Alwar in Rajasthan and North Delhi in Delhi. Accordingly these four districts were selected for this study.

Selection of Tehsils

The Ministry has specified that all the tehsils in selected district have to be selected for this study and accordingly all the tehsils were selected and visited.

The following Tehsils were selected from District Palwal in Haryana :

- Hatin
- Hodal
- Palwal

The following Tehsils were selected from District North Delhi in Delhi :

- Narela
- Model Town
- Alipur

The following Tehsils were selected from District Ghaziabad in Uttar Pradesh :

- Loni
- Modinagar
- Sadar

The following Tehsils were selected from District Alwar in Rajasthan :

- Tizara
- Kotkasim
- Ramgarh
- Kishangarh
- Mundawar

- Behrore
- Neemrana
- Bansur
- Alwar Rural
- Rajgarh
- Reini
- Laxmangarh
- Kathumar
- Tanagazi
- Malakhera
- Govindgarh

Selection of Villages

As per the TOR from each of the selected Tehsil, 5 villages were to be selected. Accordingly 15 villages were selected from the three Tehsils of North Delhi District in Delhi, 15 villages were selected from the three Tehsils of Ghaziabad District in Uttar Pradesh, 15 villages were selected from the three Tehsils of Palwal District in Haryana, and 80 villages were selected from the sixteen Tehsils of Alwar District in Rajasthan. These villages were selected in such a manner (with whatever data which was available at our disposal) that they had different features with maximum of one village within the urban boundary of the respective Tehsil and other 4 villages were those which comparatively had a higher number of BPL/APL/AAY families in the Tehsil. The details of the no. of villages selected are as shown in the table below :

State Selected	Delhi	UP	Haryana	Rajasthan
District Selected	North Delhi	Ghaziabad	Palwal	Alwar
No. of Tehsils Selected	3	3	3	16
No. of Villages Selected	15	15	15	80

Please Refer Exhibit 2.1 for List of Surveyed Villages.

Selection of Respondents :

From each Village appropriate no. of Ration Card holders were surveyed for collecting primary data. The state-wise total no. of respondents surveyed are as shown in the table below :

State Selected	Delhi	UP	Haryana	Rajasthan
District Selected	North Delhi	Ghaziabad	Palwal	Alwar
No. of Tehsils Selected	3	3	3	16
No. of Villages Selected	15	15	15	80
No. of Respondents Surveyed	673	680	667	2101

Tools / Instruments for the Study

Keeping in view the objective of the study the following tools were designed, pre-tested and finalized after due consultations / approval from the Ministry, before launch of the study :

- State Officials Questionnaire
- District Officials Questionnaire
- Wholesalers / Traders / FPS Questionnaire
- APMC / Mandi Questionnaire
- Villager / Respondent (Ration Card Holder) Schedule

Pre-testing was done in selected locations in Delhi in the vicinity of five FPS shops in Delhi, of which two are at Laxminagar, one each at Vishwas Nagar, Samaspur and Patparganj.

DATA COLLECTION

As mentioned earlier this study involved collection of both primary and secondary data and intensive interaction with different stakeholders.

Secondary Data Collection

Parameters / Indicators were finalized for secondary collection of data from various sources. Written communication was sent to various sources from whom it was expected to get the requisite information and due follow-up was made to gather the requisite secondary data. The secondary data collection essentially started from the Department of Consumer Affairs, GoI, followed by various related State Government Departments in sample States, Districts, etc.

Sources

- ❖ Department of Consumer Affairs, Government of India
- ❖ State Govt. of Haryana
- ❖ State Govt. of Rajasthan
- ❖ State Govt. of Uttar Pradesh
- ❖ Govt. of Delhi
- ❖ Line Departments of District / Tehsils, etc.
- ❖ Other Officials
- ❖ Literature, reports, acts, amendments, etc.

Indicators

It is proposed to develop some key indicators for the programmes being implemented by the departments, etc. These could be pertaining to the following :

- ❖ Awareness of `Essential Commodities Act, 1955`
- ❖ Awareness of `Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980`
- ❖ Awareness of other acts of Department of Consumer Affairs
- ❖ Control orders issued / notified by State Governments and commodities covered

- ❖ Issue / notification / enactment of any Act regarding the Regulation/ control of Essential commodities
- ❖ Imposition of stock limits by the State Government and relevant details
- ❖ Operational Details
- ❖ List / type of essential commodities covered under ECA and nodal dealing department in the state for :
 - (1) drugs.
 - (2) fertilizer, whether inorganic, organic or mixed;
 - (3) foodstuffs, including edible oilseeds and oils;
 - (4) hank yarn made wholly from cotton;
 - (5) petroleum and petroleum products;
 - (6) raw jute and jute textiles;
 - (7) (i) seeds of food-crops and seeds of fruits and vegetables;
 - (ii) seeds of cattle fodder; and
 - (iii) jute seeds;
 - *(iv) cotton seed
- ❖ Details of quantity of essential commodities procured and distributed
- ❖ Details of price of essential commodities procured and distributed
- ❖ Details of subsidy on essential commodities given by the State
- ❖ Please provide the Departmental structure (state/ District/ Tehsil)
- ❖ Village wise list of BPL/APL/AAY beneficiaries in the District of Alwar
- ❖ List of sanctioned posts/ filled posts/ vacant posts (state/ District/ Tehsil)
- ❖ State Initiatives
- ❖ Steps taken by Government to control the prices of the Essential commodities
- ❖ Steps taken by Government for free and fair trade of essential commodities
- ❖ Steps taken by Government to ensure that the general public gets the ECs at fair price
- ❖ Steps taken by Government to curb unscrupulous traders from unfair trade/ black marketing/ hoarding/ malpractices/ etc.
- ❖ Steps taken by Government to set up any special courts for the disposal of cases regarding the ECs
- ❖ Setting up of advisory Board under ECA / PBMMMA
- ❖ Hoarding
- ❖ Genesis of hoarding and steps taken to combat hoarding
- ❖ Penal action against hoarding
- ❖ Enforcement mechanism under ECA for different commodities
- ❖ Powers of the officers of the Department of Food and civil supplies
- ❖ Powers of the officers of the other Departments to enforce the ECA
- ❖ Raiding / confiscating the premises of the hoarders/ culprits/ black marketers/ etc.
- ❖ Authorized officials of department to undertake raids/ action/ confiscation/ etc. at district and state level
- ❖ Enforcement of ECA at district and tehsil levels
- ❖ Cases under ECA in the State
- ❖ Action initiated against the wholesaler/ retailer/ official under ECA / PBMMSECA
- ❖ Enforcement mechanism under PBMMSECA for various commodities
- ❖ Powers of the officers of the Department of Food and civil supplies to enforce the PBMMSECA
- ❖ Powers of the officers of the other Departments to enforce the PBMMSECA
- ❖ Raiding / Confiscating the premises of the hoarders/ culprits/ black marketers/ etc.
- ❖ Authorized officials of department to undertake raids/ action/ confiscation/ etc. at district and state level
- ❖ Officials of the other departments authorized to undertake raids/ action/ confiscation/ etc.
- ❖ Enforcement of PBMMSECA

- ❖ Cases of PBMMSECA reported in the State
- ❖ Action been initiated against the wholesaler/ retailer/ official under PBMMSECA
- ❖ Judicial Recourse
- ❖ Monitoring of Essential commodities by the State Department
- ❖ Complaints and Grievances
- ❖ Price Rise
- ❖ Background of respondent
- ❖ Benefits under PDS
- ❖ Satisfaction with the present implementing system
- ❖ Strengthening of PDS
- ❖ Suggestions and recommendations

Tools

- Structured Formats
- Structures Checklists
- Questionnaires, etc.

Primary Data Collection

Ideally speaking the Primary data collection starts after the key secondary data has been collected. But in the instant case due to paucity of time and inadequate response from most of the state authorities it was decided to initiate the primary data collection simultaneously. In most of the cases the details were not provided by the concerned authorities to enable timely and appropriate sampling and selection of sample units. Field visits were undertaken to collect the requisite primary data using pre-structured tools and pre-determined indicators.

Data may be collected using pre-structured questionnaires and schedules. These questionnaires were pretested, discussed / approved by the Ministry, before the actual launch of survey. Effort was made to collect primary data from the following :

Sources

- ✓ Department of Consumer Affairs, Government of India
- ✓ State Govt. of Haryana
- ✓ State Govt. of Rajasthan
- ✓ State Govt. of Uttar Pradesh
- ✓ Govt. of Delhi
- ✓ District Administration and Line Departments of selected District / Tehsils, etc.
- ✓ Field Level Officials
- ✓ Other concerned Officials
- ✓ Literature, reports, acts, amendments, etc.
- ✓ PRIs of selected villages
- ✓ Traders / wholesalers / mandi officials, etc.
- ✓ FPS Dealers
- ✓ Selected Farmers/ Villagers / Ration Card Holders, etc.

Indicators

- ❖ Awareness of 'Essential Commodities Act, 1955'
- ❖ Awareness of 'Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980'
- ❖ Awareness of other acts of Department of Consumer Affairs

- ❖ Control orders issued / notified by State Governments and commodities covered
- ❖ Issue / notification / enactment of any Act regarding the Regulation/ control of Essential commodities
- ❖ Imposition of stock limits by the State Government and relevant details
- ❖ Operational Details
- ❖ List / type of essential commodities covered under ECA and nodal dealing department in the state for :
 - (1) drugs.
 - (2) fertilizer, whether inorganic, organic or mixed;
 - (3) foodstuffs, including edible oilseeds and oils;
 - (4) hank yarn made wholly from cotton;
 - (5) petroleum and petroleum products;
 - (6) raw jute and jute textiles;
 - (7) (i) seeds of food-crops and seeds of fruits and vegetables; (ii) seeds of cattle fodder; and (iii) jute seeds; *(iv) cotton seed
- ❖ Details of quantity of essential commodities procured and distributed
- ❖ Details of price of essential commodities procured and distributed
- ❖ Details of subsidy on essential commodities given by the State
- ❖ Please provide the Departmental structure (state/ District/ Tehsil)
- ❖ Village wise list of BPL/APL/AAY beneficiaries in the District of Alwar
- ❖ List of sanctioned posts/ filled posts/ vacant posts (state/ District/ Tehsil)
- ❖ State Initiatives
- ❖ Steps taken by Government to control the prices of the Essential commodities
- ❖ Steps taken by Government for free and fair trade of essential commodities
- ❖ Steps taken by Government to ensure that the general public gets the ECs at fair price
- ❖ Steps taken by Government to curb unscrupulous traders from unfair trade/ black marketing/ hoarding/ malpractices/ etc.
- ❖ Steps taken by Government to set up any special courts for the disposal of cases regarding the ECs
- ❖ Setting up of advisory Board under ECA / PBMMMA
- ❖ Hoarding
- ❖ Genesis of hoarding and steps taken to combat hoarding
- ❖ Penal action against hoarding
- ❖ Enforcement mechanism under ECA for different commodities
- ❖ Powers of the officers of the Department of Food and civil supplies
- ❖ Powers of the officers of the other Departments to enforce the ECA
- ❖ Raiding / confiscating the premises of the hoarders/ culprits/ black marketers/ etc.
- ❖ Authorized officials of department to undertake raids/ action/ confiscation/ etc. at district and state level
- ❖ Enforcement of ECA at district and tehsil levels
- ❖ Cases under ECA in the State
- ❖ Action initiated against the wholesaler/ retailer/ official under ECA / PBMMSECA
- ❖ Enforcement mechanism under PBMMSECA for various commodities
- ❖ Powers of the officers of the Department of Food and civil supplies to enforce the PBMMSECA
- ❖ Powers of the officers of the other Departments to enforce the PBMMSECA
- ❖ Raiding / Confiscating the premises of the hoarders/ culprits/ black marketers/ etc.
- ❖ Authorized officials of department to undertake raids/ action/ confiscation/ etc. at district and state level
- ❖ Officials of the other departments authorized to undertake raids/ action/ confiscation/ etc.
- ❖ Enforcement of PBMMSECA
- ❖ Cases of PBMMSECA reported in the State

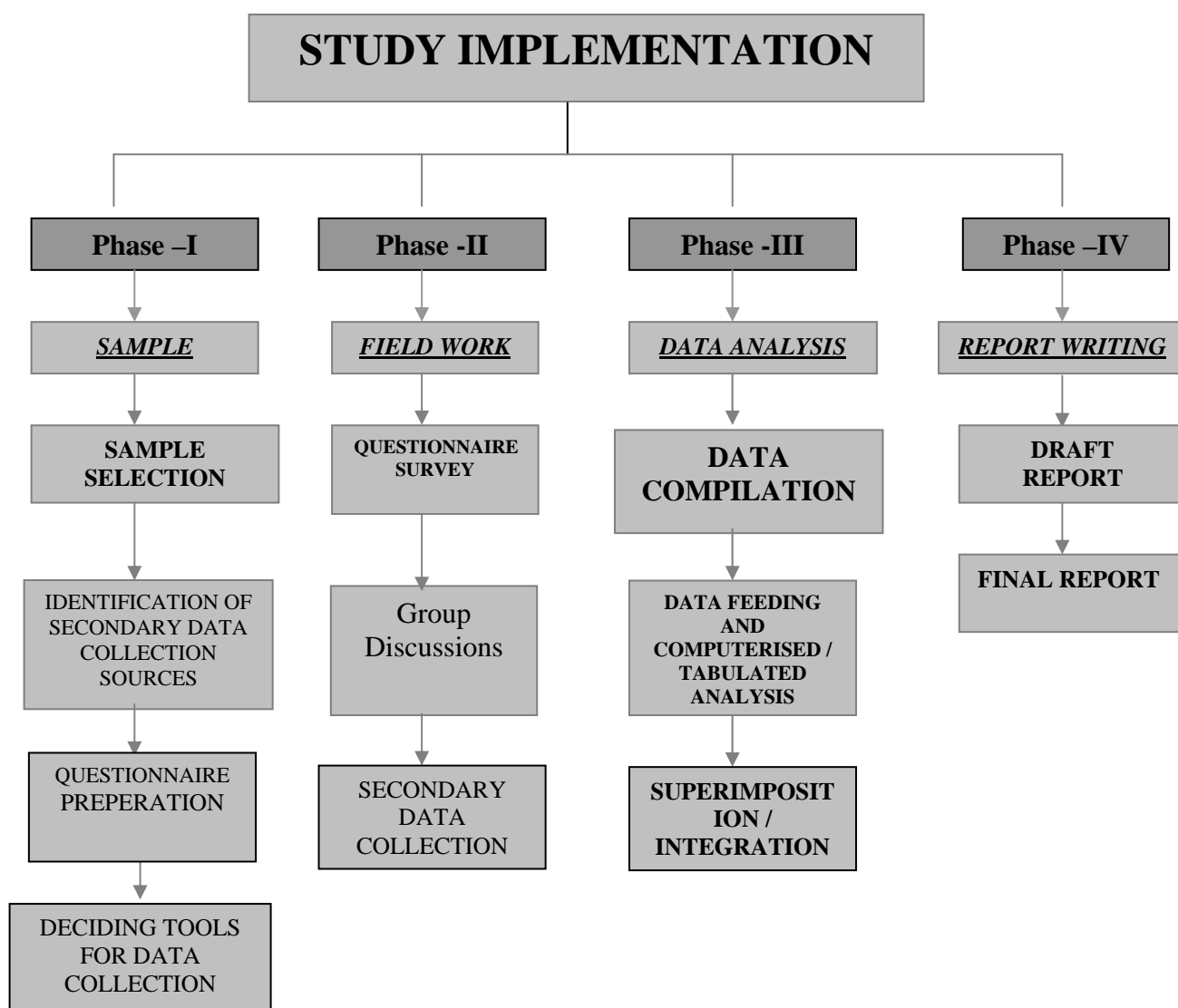
- ❖ Action been initiated against the wholesaler/ retailer/ official under PBMMSECA
- ❖ Judicial Recourse
- ❖ Monitoring of Essential commodities by the State Department
- ❖ Complaints and Grievances
- ❖ Price Rise
- ❖ Strengthening of PDS
- ❖ Suggestions
- ❖ Recommendations

Tools

- ✓ Structured formats
- ✓ Questionnaires/ Schedules/ Interviews for various categories

STUDY IMPLEMENTATION

Study was implemented in four phases as shown in the flow diagram below. A regular interaction was maintained with the Department of Consumer Affairs, GoI, in various phases of the study, so as to have a close check at the proper results and progress of the study.



DATA PROCESSING

The filled in questionnaires/ schedules of all respondents were carefully scrutinized and checked. The discrepancies and inconsistencies clarified / corrected wherever required during the process of data collection and processing.

The data from these questionnaires/ schedules has been duly tabulated as per the tabulation plan developed according to the needs of data presentation and analysis for the report.

EXHIBIT-2.1
DETAILS OF
SURVEYED STATES, DISTRICTS, TEHSILS AND VILLAGES / WARDS

Sl. No.	State	District	Tehsil	Village / Ward
1	Haryana	Palwal	Hatin	Manpur Hathin
2				Malokhara Hathin
3				Roopraka Hathin
4				Kot Hathin
5				Ransika Hathin
6			Hodal	Banchari
7				Pangaltu
8				Basanwa
9				Bhiduki
10				Pingore
11			Palwal	Ghughera
12				Sekhpur
13				Baroli
14				Atawa
15				Rayadaska
16	Delhi	North Delhi	Model Town	Roop Nagar
17				Gurmandi
18				Lal Bagh (Azadpur)
19				Lal Bagh (Mukundpur)
20				Lal Bagh
21			NARELA	Narela
22				Tikari Khurd
23				Bhalasva
24				Bakaner
25				Hombi Kalan
26			Badli	Baktawarpur
27				Naganli Puna
28				Libaspur
29				Siraspur
30				Samaypur
31	Uttar Pradesh	Ghaziabad	Modinagar (Block - Bhojpur)	Kalchina
32				Tauri-13
33				Amipur Badaila
34				Bhojpur
35				Yusufpur N.Bair
36			Loni	Khora- chowk
37				Khanpur Jobti
38				Khora pushta 2
39				Khora colony
40				Ashlatpur Faruk Nagar
41			Sadar	Jalalabad
42				Dasna Dehat
43				Masoori
44				Noorpur
45				Kanauja
46	Rajasthan	Alwar	Tizara	Chuhadpur
47				Gwalda
48				Majara Pilpi
49				Hamiraka
50				Chawandikalan
51			Kotkasim	Jatiyana

Sl. No.	State	District	Tehsil	Village / Ward
52				Baghana
53				Kotkasim
54				Bhaunkar
55				Budhibawal
56			Ramgarh	Gadi Dhaneta
57				Ramgarh
58				Neekach
59				Bijwa
60				Hajipur
61			Kishangarh	Mahaund
62				Ganj
63				Kishangarh
64				Mushakheda
65				Khanpur Mewan
66			Mundawar	Rasgan
67				Mator
68				SorKhaKalan
69				Jindoli
70				Tatarpur
71			Behrore	Koharana
72				Nangal Khodia
73				Bandod
74				Koroda
75				Kankar dopa
76			Neemrana	Rodwal
77				Neemrana
78				Silarpur
79				Kolila
80				Pratapsinghpura
81			Bansur	Balavas
82				Rampura
83				Chula
84				Hajipur
85				Hameerpur
86			Alwar Rural	Simroli
87				Jodiapatti
88				Chikani
89				Bahadurpur Jhedia
90				Karoli
91			Rajgarh	Alai
92				Narayanpura
93				Firozpur
94				Palwa
95				Digawada
96			Reini	Bileta
97				Kharkhari
98				Patan
99				Rajpur
100				Chilodi
101			Laxmangarh	Gopalpura
102				Chimrauli Gaud
103				Mojpur
104				Toda
105				Marketa

Sl. No.	State	District	Tehsil	Village / Ward
106			Kathumar	Pawta
107				Titpuri
108				Isrota
109				Bhojpur
110				Barodakan
111			Tanagazi	Bamanvas Kankad
112				Mundawara
113				Ajabpura
114				Kharkari Kala
115				Gadi Maman
116			Malakhera	Punkhar
117				Prithvipura
118				Badodi
119				Mandodi
120				Baleta
121			Govindgarh	Rambas
122				Khera Mehmud
123				Talada
124				Bhainsadawat
125				Badka

CHAPTER – III

STUDY FINDINGS

As mentioned in the previous Chapter, effort was made to collect relevant data from both {Primary as well as Secondary Sources. While the Primary data was collected essentially from the respondents who were ration card holders and other stakeholders in selected sample areas, the available secondary data was collected from various sources as mentioned in previous Chapter, to the extent it was provided.

This chapter is divided into Five Sections, in the following structure :-

The First Section provides the analysis of the data collected from the respondents using a structured schedule during the course of the sample survey.

The Second Section provides the state-wise details of the main relevant Acts / Control Orders, as has been informed to us by concerned officials (excepting Rajasthan Government, which has till date not provided details in requisite format). The relevant Acts/ Control Orders / GOs of each state are attached as Annexure in Volume II of this report.

The Third Section provides details on the Enforcement System, based on information made available by concerned stakeholders

The Fourth Section provides consolidated analysis based on the observations, survey and other discussions with various stakeholders during the course of this study on the State-wise Bottlenecks / Failures in the Implementation of the Acts, specifically in the context of the stakeholders including the BPL/AAPL/AAY ration card holders

The Fifth Section provided some case studies from the sample survey districts.

SECTION – I

Analysis of Data of Sample Survey

The total number of respondents covered in the selected 4 districts of 4 states are UP : 680, Haryana : 667, Delhi : 673 , Rajasthan : 2101. The findings of the study are being provided state-wise in this chapter for each of the selected sample state based on the responses of the sample Beneficiaries (Respondents) of PDS.

STATE : UTTAR PRADESH

DISTRICT : GHAZIABAD

Tehsils : Loni, Modinagar and Sadar

For primary data collection from the ration card holder respondents in the sampled villages of various Tehsils in Ghaziabad district, a total of 680 respondents were surveyed for this study, Out of these, 543 respondents belonged to the Rural areas and 137 respondents belonged to the areas in the vicinity of the Urban areas and Urban areas. The category of the respondents is as under :

Sl. No.	Description	Rural %age	Urban %age	Total %age
1	BPL	45.12	18.25	39.71
2	AAY	27.07	7.30	23.09
3	APL	27.81	74.45	37.21
4	Any Other	0.00	0.00	0.00
	Total	100.00	100.00	100.00

The findings are as below :

Of the total respondents about 68.2% were Hindus, about 31.3% were Muslims and remaining were Sikhs [Please refer Table No. 3.1(UP)].

Table No. 3.1 (UP)			
Distribution of Respondents as per Religion			
Description	Rural %age	Urban %age	Total %age
Hindu	73.11	48.91	68.24
Muslim	26.52	50.36	31.32
Sikh	0.37	0.73	0.44
Jain	0.00	0.00	0.00
Christian	0.00	0.00	0.00
Neo-Buddhist	0.00	0.00	0.00
Zorastrian	0.00	0.00	0.00
Others	0.00	0.00	0.00
Total	100.00	100.00	100.00

Of the total respondents about 66% were from the age group of 35 to 65 years, about 21% from 21 to 35 years, about 9% between 15 to 21 years and remaining above 65 years of age [Please refer Table No. 3.2(UP)].

Table No. 3.2 (UP) Distribution of Respondents as per Age			
Description	Rural %age	Urban %age	Total %age
> 15 <= 21 years	8.66	8.76	8.68
> 21 <= 35 years	20.44	22.63	20.88
> 35 <= 65 years	66.30	63.50	65.74
> 65 <= 70 years	3.87	5.11	4.12
> 70 <= 75 years	0.37	0.00	0.29
> 75 <= 80 years	0.37	0.00	0.29
> 80 <= 85 years	0.00	0.00	0.00
> 85 years	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 42% respondents were illiterate, about 12% were literate but had no formal education, about 11% had studied upto primary school only, about 17.5% upto middle school, about 16% upto high school , and remaining about 2.5% were either graduates or post graduates [Please refer Table No. 3.3(UP)].

Table No. 3.3 (UP) Distribution of Respondents as per Education			
Description	Rural %age	Urban %age	Total %age
Illiterate	41.44	42.34	41.62
Literate	11.97	10.22	11.62
Primary	12.15	8.03	11.32
Middle School	16.94	18.98	17.35
High School	15.29	17.52	15.74
Graduate	1.66	1.46	1.62
Post Graduate	0.55	1.46	0.74
Others	0.00	0.00	0.00
No Response	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 26% were belonging to Scheduled Castes, about 1% to Scheduled Tribes, about 55% to OBC category and remaining were from general (or some other) category [Please refer Table No. 3.4(UP)].

Table No. 3.4 (UP) Distribution of Respondents as per Social Category			
Description	Rural %age	Urban %age	Total %age
Scheduled Caste	31.49	2.19	25.59
Scheduled Tribe	0.55	1.46	0.74
Other Backward Class	54.88	58.39	55.59
General and Other Category	13.08	37.96	18.09
Total	100.00	100.00	100.00

All the surveyed respondents had a ration card [Please refer Table No. 3.5(UP)].

Table No. 3.5 (UP) Distribution of Respondents as per Possession of Ration Card	
Description	Total %age
Yes	100.00
No	0.00
Total	100.00

About 40% respondents were from BPL category, about 22% were from AAY and about 38% were from APL category [Please refer Table No. 3.6(UP)].

Table No. 3.6 (UP) Distribution of Respondents as per Category of Beneficiary				
Sl. No.	Description	Rural %age	Urban %age	Total %age
1	BPL	45.12	18.25	39.71
2	AAY	27.07	7.30	23.09
3	APL	27.81	74.45	37.21
4	Any Other	0.00	0.00	0.00
	Total	100.00	100.00	100.00

None of the respondents had heard of the Essential Commodities Act, 1955 either in the rural areas or the areas in the vicinity of the Urban areas or Urban areas [Please refer Table No. 3.7(UP)].

Table No. 3.7 (UP) Distribution of Respondents as per Awareness of ECA -1955	
Description	Total %age
Yes	0.00
No	100.00
Total	100.00

Only about 0.29% of the respondents had heard of the Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980 [Please refer Table No. 3.8(UP)].

Table No. 3.8 (UP) Distribution of Respondents as per Awareness of PBMMSECA			
Description	Rural %age	Urban %age	Total %age
Yes	0.37	0.00	0.29
No	99.63	100.00	99.71
Total	100.00	100.00	100.00

Almost negligible number of respondents had heard of any other Act of the Department of Consumer Affairs [Please refer Table No. 3.9(UP)].

Table No. 3.9 (UP) Distribution of Respondents as per Awareness of Any Other Act of Department of Consumer Affairs			
Description	Rural %age	Urban %age	Total %age
Yes	0.37	0.73	0.44
No	99.63	99.27	99.56
Total	100.00	100.00	100.00

About 96% of the respondents were receiving ration while the remaining were not getting [Please refer Table No. 3.10(UP)].

Table No. 3.10 (UP) Distribution of those Respondents Receiving Ration from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	95.05	100.00	95.85
No	4.95	0.00	4.15
Total	100.00	100.00	100.00

About 77% of the respondents were receiving ration since more than last three years, about 17% were receiving since last less than a year, about 5% since last one to two years and about 1% since last two to three years [Please refer Table No. 3.11(UP)].

Table No. 3.11 (UP) Distribution of Respondents as per No. of Years since Receiving Ration from FPS			
Description	Rural %age	Urban %age	Total %age
<= 1 year	16.94	16.79	16.91
>1 to 2 years	4.60	7.30	5.15
>2 to 3 years	1.47	0.73	1.32
More than 3 years	76.98	75.18	76.62
Total	100.00	100.00	100.00

Only about 71% respondents stated that they are getting ration supply almost every month, about 28% stated that they are getting once in two months and about 1% stated that they are getting once in three months [Please refer Table No. 3.12(UP)].

Table No. 3.12 (UP) Distribution of Respondents as per Periodicity of Getting Ration Supplies			
Description	Rural %age	Urban %age	Total %age
Every month	69.98	74.45	70.88
Once in two months	29.10	24.09	28.09
Once in three months	0.92	1.46	1.03
Once in six months	0.00	0.00	0.00
Once in a year	0.00	0.00	0.00
Uncertain / irregular	0.00	0.00	0.00
Any Other	0.00	0.00	0.00
Total	100.00	100.00	100.00

Only about 2.2% of the respondents are satisfied with the current PDS system, about 60% are not satisfied and remaining did not comment or did not want to comment (It can safely be assumed that they are also not satisfied with the current system, but being scared of getting victimised by their FPS dealer if he / she comes to know about their negative comment, they chose not to comment) [Please refer Table No. 3.13(UP)].

Table No. 3.13 (UP) Distribution of Respondents as per Satisfaction with Current PDS			
Description	Rural %age	Urban %age	Total %age
Yes	2.58	0.73	2.21
No	59.67	60.58	59.85
Can't say	37.75	38.69	37.94
Total	100.00	100.00	100.00

Only about 45% of the respondents stated that they are getting right quantity, about 2% categorically said that they are not getting the right quantity and the remaining about 53% avoided to comment (most of them informally stated that they were not getting the full quantity, but did not want it to be written against their name, fearing that they would be troubled by the FPS dealer later, if he/she comes to know about this negative comment) [Please refer Table No. 3.14(UP)].

Table No. 3.14 (UP) Distribution of Respondents as per Receipt of Full Quantity of Ration from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	44.20	50.36	45.44
No	2.03	1.46	1.91
Can't say	53.78	48.18	52.65
Total	100.00	100.00	100.00

Only about 41% respondents confirmed that the FPS dealer was selling the commodities at right price, about 2% categorically denied the commodities being available at the right price and about 57% avoided to comment (most of them informally stated that they were not getting commodities at the stipulated price, but did not want it to be written against their name, fearing that they would be troubled by the FPS dealer later, if he/she comes to know about this negative comment) [Please refer Table No. 3.15(UP)].

Table No. 3.15 (UP) Distribution of Respondents as per Receipt of Ration at Stipulated Price from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	38.86	48.91	40.88
No	2.39	1.46	2.21
Can't say	58.75	49.64	56.91
Total	100.00	100.00	100.00

Only 0.15% of the respondent was willing to state and confirm formally that black marketing was being done and though informally many more agreed that black-marketing was taking place and there were other problems also, but they did not want this to be recorded formally in their schedules, again fearing backlash from their FPS dealer [Please refer Table No. 3.16(UP)].

Table No. 3.16 (UP) Distribution of Respondents as per Instances of Black marketing of Supplies of the FPS (PDS)			
Description	Rural %age	Urban %age	Total %age
Yes	0.18	0.00	0.15
No	88.77	89.05	88.82
Can't say	11.05	10.95	11.03
Total	100.00	100.00	100.00

None of the respondents have reported the matter of black-marketing to higher authorities [Please refer Table No. 3.17(UP)].

Table No. 3.17 (UP) Distribution of Respondents as per Reporting instances of Black marketing to Higher Authorities			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	0.00	7.69	0.15
Can't say	100.00	92.31	99.85
Total	100.00	100.00	100.00

About 33% respondents stated that they had heard of some kind of vigilance committee / group formed, while the remaining either denied existence of such groups or were ignorant [Please refer Table No. 3.18(UP)].

Table No. 3.18 (UP) Distribution of Respondents as per Knowledge of Existence of Vigilance Committee / Group in their Area			
Description	Rural %age	Urban %age	Total %age
Yes	30.39	41.61	32.65
No	5.16	1.46	4.41
Can't say	64.46	56.93	62.94
Total	100.00	100.00	100.00

None of the respondents confirmed that the vigilance committees which were formed / existed were involved in any monitoring / review / checking of the FPS [Please refer Table No. 3.19(UP)].

Table No. 3.19 (UP) Distribution of Respondents as per Monitoring / Review / Checking of FPS by Vigilance Committees			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	29.28	45.99	32.65
Can't say	70.72	54.01	67.35
Total	100.00	100.00	100.00

Amongst those respondents who stated that some kind of Vigilance Committees were existing, about 28% of them stated that the Sarpanch was also a member of the vigilance committee / group [Please refer Table No. 3.20(UP)].

Table No. 3.20 (UP) Distribution of Respondents as per Sarpanch also being Member of Vigilance Committee			
Description	Rural %age	Urban %age	Total %age
Yes	26.15	35.77	28.09
No	1.84	2.92	2.06
Can't say	72.01	61.31	69.85
Total	100.00	100.00	100.00

About 15.7% of the respondents stated that some or the other official of the Food and Civil Supplies Department of the State / District / Block was visiting their FPS for inspection / monitoring, while the remaining either denied or were not knowing [Please refer Table No. 3.21(UP)].

Table No. 3.21 (UP) Distribution of Respondents as per visit of FCS officials for Monitoring			
Description	Rural %age	Urban %age	Total %age
Yes	14.92	18.98	15.74
No	7.73	3.65	6.91
Can't say	77.35	77.37	77.35
Total	100.00	100.00	100.00

About 5% of the respondents confirmed that they were aware of hoarding, about 28% were not aware while the remaining about 67% chose not to comment, again maybe being scared of facing some backlash after the survey [Please refer Table No. 3.22(UP)].

Table No. 3.22 (UP) Distribution of Respondents as per Awareness of Hoarding			
Description	Rural %age	Urban %age	Total %age
Yes	4.42	5.84	4.71
No	29.65	21.90	28.09
Can't say	65.93	72.26	67.21
Total	100.00	100.00	100.00

Barely about 0.15% of the respondents were aware of any stock limits imposed by the State / Central Government, while about 27% denied knowledge of stock limits and the remaining were not aware [Please refer Table No. 3.23(UP)].

Table No. 3.23 (UP) Distribution of Respondents as per Awareness of Stock Limits			
Description	Rural %age	Urban %age	Total %age
Yes	0.18	0.00	0.15
No	27.26	27.01	27.21
Can't say	72.56	72.99	72.65
Total	100.00	100.00	100.00

None of the respondents confirmed having seen hoarding in their locality while the remaining refrained from commenting. While 20% said that there was no hoarding, the remaining 80% refrained from making any comment (possibly fearing some back lash after the survey) [Please refer Table No. 3.24(UP)].

Table No. 3.24 (UP) Distribution of Respondents witnessing Hoarding in their Locality			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	21.36	14.60	20.00
Can't say	78.64	85.40	80.00
Total	100.00	100.00	100.00

Since none of the respondents have confirmed having seen hoarding in their locality, therefore none of the respondents reported any incident of hoarding to any authority / official [Please refer Table No. 3.25(UP)].

Table No. 3.25 (UP) Distribution of Respondents witnessing Hoarding in their Locality and also Reporting	
Description	Total %age
Yes	0.00
No	100.00
Total	100.00

About 32% of the respondents confirmed suffering from price rise of Essential Commodities and 2% said that they were not, while the remaining about 66% refrained from commenting on this aspect [Please refer Table No. 3.26(UP)].

Table No. 3.26 (UP) Distribution of Respondents who Suffered from Price Rise of Essential Commodities			
Description	Rural %age	Urban %age	Total %age
Yes	29.28	42.34	31.91
No	2.58	1.46	2.35
Can't say	68.14	56.20	65.74
Total	100.00	100.00	100.00

None of those respondents who confirmed suffering from price rise of essential commodities, had reported their grievance regarding price rise to any authority / official, while the remaining refrained from commenting on this issue [Please refer Table No. 3.27(UP)].

Table No. 3.27 (UP) Distribution of Respondents who suffered due to price rise and also reported to Higher Authorities			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	28.91	40.88	31.32
Can't say	71.09	59.12	68.68
Total	100.00	100.00	100.00

None of the respondents was convinced that any action was taken by the Government for control of price of essential commodities [Please refer Table No. 3.28(UP)].

Table No. 3.28 (UP) Distribution of Respondents as per Action taken for Control of Price Rise	
Description	Total %age
Yes	0.00
No	26.55
Can't say	73.45
Total	100.00

About 99.4% respondents have confirmed that wheat was being distributed through PDS, and have received the commodity atleast once in the last 3 months, about 96% respondents have confirmed rice being distributed through PDS, about 57% have confirmed sugar being distributed through PDS and about 97% have confirmed distribution of Kerosene through PDS [Please refer Table No. 3.29(UP)].

Table No. 3.29 (UP) Distribution of Respondents as per Receipt of Different items under PDS			
Description	Rural %age	Urban %age	Total %age
Wheat	99.26	100.00	99.41
Rice	94.84	99.27	95.74
Sugar	66.48	21.90	57.50
Kerosene	97.05	97.08	97.06

Sugar is distributed only to the BPL and AAY. Total BPL card holder respondents in the Rural areas and in the vicinity of the urban areas were 245 & 25 respectively. Total AAY card holders respondents in the Rural areas and in the vicinity of the urban areas were 147 & 10 respectively. The % of eligible consumers getting sugar is as under :

Description	Rural %age	Urban %age	Total %age
Sugar	92.09	85.71	91.57

As regards the quantity of wheat received by the respondents during last month about 57% received more than 8 kgs, about 41.5% received between six to eight kgs, about 0.7% received between four to six kgs and about 0.5% received less than two kgs [Please refer Table No. 3.30(UP)].

Table No. 3.30 (UP) Distribution of Respondents as per Receipt of Quantity of Wheat (for last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.67	0.00	0.51
> 2 <= 4	0.00	0.00	0.00
> 4 <= 6	0.67	0.74	0.68
> 6 <= 8	30.58	77.21	41.44
> 8	68.08	22.06	57.36
Total	100.00	100.00	100.00

As regards the quantity of wheat received by the respondents during last to last month about 59% received more than 8 kgs, about 40% received between six to eight kgs, about 0.7% received between four to six kgs and about 0.2% received less than two kgs [Please refer Table No. 3.31(UP)].

Table No. 3.31 (UP) Distribution of Respondents as per Receipt of Quantity of Wheat (for last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.23	0.00	0.18
> 2 <= 4	0.00	0.00	0.00
> 4 <= 6	0.70	0.75	0.71
> 6 <= 8	28.81	76.69	40.18
> 8	70.26	22.56	58.93
Total	100.00	100.00	100.00

As regards the quantity of wheat received by the respondents two months ago about 58.5% received more than 8 kgs, about 40.4% received between six to eight kgs, about 0.7% received between four to six kgs and about 0.4% received less than two kgs [Please refer Table No. 3.32(UP)].

Table No. 3.32 (UP) Distribution of Respondents as per Receipt of Quantity of Wheat (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.48	0.00	0.37
> 2 <= 4	0.00	0.00	0.00
> 4 <= 6	0.72	0.76	0.73
> 6 <= 8	28.67	77.10	40.29
> 8	70.12	22.14	58.61
Total	100.00	100.00	100.00

As regards the quantity of rice received by the respondents during last month about 57% received more than 8 kgs, about 3% received between six to eight kgs, about 37% received between four to six kgs and about 2.5% received less than two kgs [Please refer Table No. 3.33(UP)].

Table No. 3.33 (UP) Distribution of Respondents as per Receipt of Quantity of Rice (last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	3.23	0.75	2.65
> 2 <= 4	0.46	0.00	0.35
> 4 <= 6	24.94	75.37	36.86
> 6 <= 8	3.93	0.75	3.17
> 8	67.44	23.13	56.97
Total	100.00	100.00	100.00

As regards the quantity of rice received by the respondents during last to last month about 66.4% received more than 8 kgs, about 2% received between six to eight kgs, about 29% received between four to six kgs and about 3% received less than two kgs [Please refer Table No. 3.34(UP)].

Table No. 3.34 (UP) Distribution of Respondents as per Receipt of Quantity of Rice (last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	3.67	0.00	2.96
> 2 <= 4	0.00	0.00	0.00
> 4 <= 6	19.69	66.30	28.75
> 6 <= 8	2.10	1.09	1.90
> 8	74.54	32.61	66.38
Total	100.00	100.00	100.00

As regards the quantity of rice received by the respondents two months ago about 74% received more than 8 kgs, about 1% received between six to eight kgs, about 22% received between four to six kgs and about 3% received less than two kgs [Please refer Table No. 3.35(UP)].

Table No. 3.35 (UP) Distribution of Respondents as per Receipt of Quantity of Rice (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	3.77	0.00	3.15
> 2 <= 4	0.00	0.00	0.00
> 4 <= 6	15.41	55.56	22.05
> 6 <= 8	0.94	1.59	1.05
> 8	79.87	42.86	73.75
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last month about 2.4% received more than 8 kgs, about 2% received between six to eight kgs, about 16% received between four to six kgs and about 21% received less than two kgs and rest 58% received sugar in between 2 to 4 kgs. [Please refer Table No. 3.36(UP)].

Table No. 3.36 (UP) Distribution of Respondents as per Receipt of Quantity of Sugar (last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	23.76	10.00	22.52
> 2 <= 4	57.76	63.33	58.26
> 4 <= 6	15.18	26.67	16.22
> 6 <= 8	2.31	0.00	2.10
> 8	0.99	0.00	0.90
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last to last month about 2.5% received more than 8 kgs, about 2% received between six to eight kgs, about 15.7% received between four to six kgs and about 21.6% received less than two kgs and rest 58% received sugar in between 2 to 4 kgs [Please refer Table No. 3.37(UP)].

Table No. 3.37 (UP) Distribution of Respondents as per Receipt of Quantity of Sugar (last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	23.81	10.00	22.53
> 2 <= 4	57.48	63.33	58.02
> 4 <= 6	14.63	26.67	15.74
> 6 <= 8	2.38	0.00	2.16
> 8	1.70	0.00	1.54
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents two months ago about 2% received more than 8 kgs, about 2.4% received between six to eight kgs, about 16.7% received between four to six kgs, about 22.2 % received less than two kgs and rest 56.6% received sugar in between 2 to 4 kgs [Please refer Table No. 3.38(UP)].

Table No. 3.38 (UP) Distribution of Respondents as per Receipt of Quantity of Sugar (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	24.32	10.34	22.22
> 2 <= 4	55.98	62.07	56.60
> 4 <= 6	15.44	27.59	16.67
> 6 <= 8	2.70	0.00	2.43
> 8	1.54	0.00	2.08
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents during last month about 81.5% received between 3 to 4 litres, about 17.4% received less than two litres and rest got other quantities. [Please refer Table No. 3.39(UP)].

Table No. 3.39 (UP) Distribution of Respondents as per Receipt of Quantity of Kerosene (last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	24.32	10.34	22.92
> 2 <= 4	55.98	62.07	56.60
> 4 <= 6	15.44	27.59	16.67
> 6 <= 8	2.70	0.00	2.43
> 8	1.54	0.00	1.39
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents during last to last month about 81.8% received between 3 to 4 litres, about 17.2% received less than two litres and rest got other quantities. [Please refer Table No. 3.40(UP)].

Table No. 3.40 (UP) Distribution of Respondents as per Receipt of Quantity of Kerosene (last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	11.72	37.59	17.78
> 2 <= 4	87.36	62.41	81.51
> 4 <= 6	0.46	0.00	0.35
> 6 <= 8	0.00	0.00	0.00
> 8	0.46	0.00	0.35
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents two months ago about 81.3% received between 3 to 4 litres, about 17.7% received less than two litres and rest got other quantities. [Please refer Table No. 3.41(UP)].

Table No. 3.41 (UP) Distribution of Respondents as per Receipt of Quantity of Kerosene (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	11.30	37.19	17.89
> 2 <= 4	87.57	62.81	81.26
> 4 <= 6	0.56	0.00	0.42
> 6 <= 8	0.00	0.00	0.00
> 8	0.56	0.00	0.42
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of wheat from the FPS about 0.9% have paid more than Rs. 8/- per kg, about 42% have paid between Rs. 6/- to Rs.8/- per kg, about 30% have paid between Rs. 4/- to Rs. 6/- per kg, about 0.3% have paid between Rs. 2/- to Rs. 4/- per kg and about 26.5% have paid less than equal to Rs. 2/- per kg [Please refer Table No. 3.42(UP)].

Table No. 3.42 (UP) Distribution of Respondents as per Price / kg paid for purchase of Wheat to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 2	31.54	10.29	26.59
> 2 <= 4	0.22	0.74	0.34
> 4 <= 6	36.24	11.03	30.36
> 6 <= 8	31.10	77.21	41.85
> 8	0.89	0.74	0.86
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of rice from the FPS about 39% have paid more than Rs. 8/- per kg, about 32.5% have paid between Rs. 6/- to Rs.8/- per kg, about 0.2% have paid between Rs. 4/- to Rs. 6/- per kg, about 28% have paid between Rs. 2/- to Rs. 4/- per kg and about 0.7% have paid less than equal to Rs. 2/- per kg [Please refer Table No. 3.43(UP)].

Table No. 3.43 (UP) Distribution of Respondents as per Price / kg paid for purchase of Rice to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.92	0.00	0.71
> 2 <= 4	32.79	11.94	27.87
> 4 <= 6	0.23	0.00	0.18
> 6 <= 8	38.57	13.43	32.63
> 8	27.48	74.63	38.62
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of sugar from the FPS about 0.3% have paid more than Rs. 20/- per kg, about 3.3% have paid between Rs. 15/- to Rs.20/- per kg, about 95% have paid between Rs. 10/- to Rs. 15/- per kg, about 1% have paid less than equal to Rs. 5/- per kg [Please refer Table No. 3.44(UP)].

Table No. 3.44 (UP) Distribution of Respondents as per Price / kg paid for purchase of Sugar to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 5	1.32	0.00	1.20
> 5 <= 10	0.00	0.00	0.00
> 10 <= 15	95.05	96.67	95.20
> 15 <= 20	3.30	3.33	3.30
> 20	0.33	0.00	0.30
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of Kerosene from the FPS about 97% have paid between Rs. 15/- to Rs. 20/- per litre, about 1.4% have paid between Rs. 10/- to Rs.15/- per litre, about 1% have paid between Rs. 5/- to Rs. 10/- per litre, about 0.5% have paid less than equal to Rs. 5/- per litre [Please refer Table No. 3.45(UP)].

Table No. 3.45 (UP) Distribution of Respondents as per Price / Lts. paid for purchase of Kerosene to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 5	0.23	1.50	0.53
> 5 <= 10	0.92	1.50	1.06
> 10 <= 15	1.38	1.50	1.41
> 15 <= 20	97.47	95.49	97.01
> 20	0.00	0.00	0.00
Total	100.00	100.00	100.00

93.6% of the respondents stated that the place of receipt of ration was FP shop, while rest were some other places. [Please refer Table No. 3.46 A (UP)].

Table No. 3.46 A (UP) Distribution of Respondents as per Place to Receipt of Ration			
Description	Rural %age	Urban %age	Total %age
Home	2.76	0.74	0.79
Panchayat Office/Municipal Office	0.37	0.00	0.1
School Building	0.00	0.00	0
Other Public Place	20.63	0.00	5.53
Any Other	76.24	99.26	93.58
Total	100.00	100.00	100

Almost all the respondents stated that the distance of place of receipt of ration was within about 1 km from their place of stay [Please refer Table No. 3.46 B (UP)].

Table No. 3.46 B (UP) Distribution of Respondents as per Distance (in Kms) traveled to Receive Ration			
Description	Rural %age	Urban %age	Total %age
< 1 kms	99.26	99.26	99.26
> 1 <= 2 kms	0.74	0.74	0.74
> 3 <= 4 kms	0.00	0.00	0.00
> 4 <= 5 kms	0.00	0.00	0.00
> 5 kms	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 96% respondents stated that they were themselves going to collect their own ration, while in remaining cases the spouse of some other family member was going [Please refer Table No. 3.47(UP)].

Table No. 3.47 (UP)			
Distribution of Respondents as per Person who received the Ration			
Description	Rural %age	Urban %age	Total %age
Self	96.32	94.12	95.88
Spouse	3.50	5.88	3.97
Son / Daughter	0.18	0.00	0.15
Grand Son / Grand Daughter	0.00	0.00	0.00
Other Relatives	0.00	0.00	0.00
Friends	0.00	0.00	0.00
Middleman	0.00	0.00	0.00
Any Other	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 87% respondents said that they were making 1 to 2 visits to their respective FPS for getting their ration and about 13% stated making 3 to 4 visits to get their due ration [Please refer Table No. 3.48(UP)].

Table No. 3.48 (UP)			
Distribution of Respondents as No. of Visits made to their FPS for getting Ration			
Description	Rural %age	Urban %age	Total %age
<= 2 visits	84.35	100.00	86.76
> 2 <= 4 visits	15.65	0.00	13.24
> 4 <= 6 visits	0.00	0.00	0.00
> 6 <= 8 visits	0.00	0.00	0.00
> 8 visits	0.00	0.00	0.00
Total	100.00	100.00	100.00

STATE : Delhi

DISTRICT : North Delhi

Tehsils : Alipur, Model Town and Narela

For primary data collection from the ration card holder respondents in the sampled villages of various Tehsils and circles (North and North West) in North Delhi district, a total of 673 respondents were surveyed for this study, out of which 565 respondents belonged to the rural areas and the rest 108 belonged to the Urban areas and areas in the vicinity of the Urban areas. The category of respondents surveyed is as below :

Sl.No.	Description	Rural %age	Urban %age	Total %age
1	BPL	33.63	23.15	31.95
2	AAY	24.78	5.56	21.69
3	APL	28.50	57.41	33.14
4	JRC/ RCRC	13.10	13.89	13.22
	Total	100.00	100.00	100.00

Of the total respondents about 91.% were Hindus, about 7.7% were Muslims and remaining were Sikhs [Please refer Table No. 3.1(Delhi)].

Table No. 3.1 (Delhi) Distribution of Respondents as per Religion			
Description	Rural %age	Urban %age	Total %age
Hindu	90.09	96.30	91.08
Muslim	9.03	0.93	7.73
Sikh	0.88	2.78	1.19
Jain	0.00	0.00	0.00
Christian	0.00	0.00	0.00
Neo-Buddhist	0.00	0.00	0.00
Zoroastrian	0.00	0.00	0.00
Others	0.00	0.00	0.00
Total	100.00	100.00	100.00

Of the total respondents about 70% were from the age group of 35 to 65 years, about 14% from 21 to 35 years, about 9% between 15 to 21 years and remaining above 65 years of age [Please refer Table No. 3.2(Delhi)].

Table No. 3.2 (Delhi) Distribution of Respondents as per Age			
Description	Rural %age	Urban %age	Total %age
> 15 <= 21 years	9.91	3.70	8.92
> 21 <= 35 years	14.16	13.89	14.12
> 35 <= 65 years	69.56	73.15	70.13
> 65 <= 70 years	4.78	7.41	5.20
> 70 <= 75 years	0.35	0.93	0.45

> 75 <= 80 years	0.88	0.93	0.89
> 80 <= 85 years	0.35	0.00	0.30
> 85 years	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 36% respondents were illiterate, about 20% were literate but had no formal education, about 13% had studied upto primary school only, about 14% upto middle school, about 16% upto high school , and remaining were graduates.[Please refer Table No. 3.3(Delhi)].

Table No. 3.3 (Delhi)			
Distribution of Respondents as per Education			
Description	Rural %age	Urban %age	Total %age
Illiterate	38.58	22.22	35.96
Literate	21.06	13.89	19.91
Primary	13.10	12.96	13.08
Middle School	13.10	19.44	14.12
High School	13.27	29.63	15.90
Graduate	0.88	1.85	1.04
Post Graduate	0.00	0.00	0.00
Others	0.00	0.00	0.00
No Response	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 36.7% were belonging to Scheduled Castes, about 7% to Scheduled Tribes, about 34% to OBC category and remaining were from general (or some other) category [Please refer Table No. 3.4(Delhi)].

Table No. 3.4 (Delhi)			
Distribution of Respondents as per Social Category			
Description	Rural %age	Urban %age	Total %age
Scheduled Caste	36.11	39.81	36.70
Scheduled Tribe	8.32	0.00	6.98
Other Backward Class	36.11	22.22	33.88
General and Other Category	19.47	37.96	22.44
Total	100.00	100.00	100.00

All the surveyed respondents had a ration card [Please refer Table No. 3.5(Delhi)].

Table No. 3.5 (Delhi)	
Distribution of Respondents as per Possession of Ration Card	
Description	%age
Yes	100.00
No	0.00
Total	100.00

About 32% respondents were from BPL category, about 21.7% were from AAY, about 33% were from APL category and rest from JRC/RCRC category.[Please refer Table No. 3.6(Delhi)].

Table No. 3.6 (Delhi) Distribution of Respondents as per Category of Beneficiary				
Sl.No.	Description	Rural %age	Urban %age	Total %age
1	BPL	33.63	23.15	31.95
2	AAY	24.78	5.56	21.69
3	APL	28.50	57.41	33.14
4	JRC/ RCRC	13.10	13.89	13.22
	Total	100.00	100.00	100.00

0.15% of the respondents had heard of the Essential Commodities Act, 1955 [Please refer Table No. 3.7(Delhi)].

Table No. 3.7 (Delhi) Distribution of Respondents as per Awareness of ECA -1955			
Description	Rural %age	Urban %age	Total %age
Yes	0.18	0.00	0.15
No	99.82	100.00	99.85
Total	100.00	100.00	100.00

Only about 0.15% of the respondents had heard of the Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980 [Please refer Table No. 3.8(Delhi)].

Table No. 3.8 (Delhi) Distribution of Respondents as per Awareness of PBMMSECA			
Description	Rural %age	Urban %age	Total %age
Yes	0.18	0.00	0.15
No	99.82	100.00	99.85
Total	100.00	100.00	100.00

0.15% of the respondents had heard of any other Act of the Department of Consumer Affairs [Please refer Table No. 3.9(Delhi)].

Table No. 3.9 (Delhi) Distribution of Respondents as per Awareness of Any Other Act of Department of Consumer Affairs			
Description	Rural %age	Urban %age	Total %age
Yes	0.18	0.00	0.15
No	99.82	100.00	99.85
Total	100.00	100.00	100.00

About 96% of the respondents were receiving ration while the remaining were not getting [Please refer Table No. 3.10(Delhi)].

Table No. 3.10 (Delhi) Distribution of those Respondents Receiving Ration from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	95.05	100.00	95.85
No	4.95	0.00	4.15
Total	100.00	100.00	100.00

About 83.4% of the respondents were receiving ration since more than last three years, about 10% were receiving since last less than a year, about 4% since last one to two years and about 2% since last two to three years [Please refer Table No. 3.11(Delhi)].

Table No. 3.11 (Delhi) Distribution of Respondents as per No. of Years since Receiving Ration from FPS			
Description	Rural %age	Urban %age	Total %age
<= 1 year	8.63	17.59	10.09
>1 to 2 years	4.50	1.85	4.07
>2 to 3 years	1.98	4.63	2.41
More than 3 years	84.89	75.93	83.43
Total	100.00	100.00	100.00

Only about 87.9% respondents stated that they are getting ration supply almost every month, about 6% stated that they are getting once in two months and about 4% stated that they are getting once in three months and rest were getting irregularly or not getting at all. [Please refer Table No. 3.12(Delhi)].

Table No. 3.12 (Delhi) Distribution of Respondents as per Periodicity of Getting Ration Supplies			
Description	Rural %age	Urban %age	Total %age
Every month	89.09	81.48	87.86
Once in two months	6.08	5.56	6.00
Once in three months	2.50	11.11	3.90
Once in six months	0.72	0.93	0.75
Once in a year	0.18	0.00	0.15
Uncertain / irregular	1.07	0.93	1.05
Any Other	0.36	0.00	0.30
Total	100.00	100.00	100.00

Only about 6.2% of the respondents are satisfied with the current PDS system, about 49% are not satisfied and remaining did not comment or did not want to comment (It can safely be assumed that they are also not satisfied with the current system, but being scared of getting victimized by their FPS dealer if he / she comes to know about their negative comment, they chose not to comment) [Please refer Table No. 3.13(Delhi)].

Table No. 3.13 (Delhi) Distribution of Respondents as per Satisfaction with Current PDS			
Description	Rural %age	Urban %age	Total %age
Yes	7.42	0.00	6.23
No	50.88	40.74	49.26
Can't say	41.70	59.26	44.51
Total	100.00	100.00	100.00

Only about 55% of the respondents stated that they are getting right quantity, about 8% categorically said that they are not getting the right quantity and the remaining about 37% avoided to comment (most of them informally stated that the were not getting the full quantity, but did not want it to be written against their name, fearing that they would be troubled by the FPS dealer later, if he/she comes to know about this negative comment) [Please refer Table No. 3.14(Delhi)].

Table No. 3.14 (Delhi) Distribution of Respondents as per Receipt of Full Quantity of Ration from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	59.72	26.85	54.45
No	8.30	7.41	8.16
Can't say	31.98	65.74	37.39
Total	100.00	100.00	100.00

Only about 53% respondents confirmed that the FPS dealer was selling the commodities at right price, about 9% categorically denied the commodities being available at the right price and about 38% avoided to comment (most of them informally stated that the were not getting commodities at the stipulated price, but did not want it to be written against their name, fearing that they would be troubled by the FPS dealer later, if he/she comes to know about this negative comment) [Please refer Table No. 3.15(Delhi)].

Table No. 3.15 (Delhi) Distribution of Respondents as per Receipt of Ration at Stipulated Price from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	59.01	24.07	53.41
No	8.66	9.26	8.75
Can't say	32.33	66.67	37.83
Total	100.00	100.00	100.00

Only 1% of the respondents were willing to state and confirm formally that blackmarketing was being done and though informally many more agreed that black-marketing was taking place and there were other problems also, but they did not want this to be recorded formally in their schedules, again fearing backlash from their FPS dealer [Please refer Table No. 3.16(Delhi)].

Table No. 3.16 (Delhi) Distribution of Respondents as per Instances of Blackmarketing of Supplies of the FPS (PDS)			
Description	Rural %age	Urban %age	Total %age
Yes	0.88	1.85	1.04
No	60.42	37.04	56.68
Can't say	38.69	61.11	42.28
Total	100.00	100.00	100.00

Only 0.57% of the respondents have reported the matter of black-marketing to higher authorities [Please refer Table No. 3.17(Delhi)].

Table No. 3.17 (Delhi) Distribution of Respondents as per Reporting instances of Blackmarketing to Higher Authorities			
Description	Rural %age	Urban %age	Total %age
Yes	0.85	0.00	0.57
No	5.93	1.75	4.57
Can't say	93.22	98.25	94.86
Total	100.00	100.00	100.00

About 0.45%% respondents stated that they had heard of some kind of vigilance committee / group formed, while the remaining either denied existence of such groups or were ignorant [Please refer Table No. 3.18(Delhi)].

Table No. 3.18 (Delhi) Distribution of Respondents as per Knowledge of Existence of Vigilance Committee / Group in their Area			
Description	Rural %age	Urban %age	Total %age
Yes	0.53	0.00	0.45
No	50.27	41.67	48.89
Can't say	49.20	58.33	50.67
Total	100.00	100.00	100.00

Out of the respondents who confirmed that the vigilance committees which were formed / existed 33.33% these were involved in any monitoring / review / checking of the FPS [Please refer Table No. 3.19(Delhi)].

Table No. 3.19 (Delhi) Distribution of Respondents as per Monitoring / Review / Checking of FPS by Vigilance Committees			
Description	Rural %age	Urban %age	Total %age
Yes	33.33	0.00	33.33
No	66.67	0.00	66.67
Can't say	0.00	0.00	0.00
Total	100.00	0.00	100.00

Amongst those respondents who stated that some kind of Vigilance Committees were existing, about 0.15% of them stated that the Sarpanch was also a member of the vigilance committee / group [Please refer Table No. 3.20(Delhi)].

Table No. 3.20 (Delhi) Distribution of Respondents as per Sarpanch also being Member of Vigilance Committee			
Description	Rural %age	Urban %age	Total %age
Yes	0.18	0.00	0.15
No	48.49	40.19	47.16
Can't say	51.33	59.81	52.69
Total	100.00	100.00	100.00

About 1% of the respondents stated that some or the other official of the Food and Civil Supplies Department of the State / District / Block was visiting their FPS for inspection / monitoring, while the remaining either denied or were not knowing [Please refer Table No. 3.21(Delhi)].

Table No. 3.21 (Delhi) Distribution of Respondents as per visit of FCS officials for Monitoring			
Description	Rural %age	Urban %age	Total %age
Yes	1.24	0.00	1.04
No	35.22	31.48	34.62
Can't say	63.54	68.52	64.34
Total	100.00	100.00	100.00

About 0.6% of the respondents confirmed that they were aware of hoarding, about 46.7% were not aware while the remaining about 52.7% chose not to comment, again maybe being scared of facing some backlash after the survey [Please refer Table No. 3.22(Delhi)].

Table No. 3.22 (Delhi) Distribution of Respondents as per Awareness of Hoarding			
Description	Rural %age	Urban %age	Total %age
Yes	0.71	0.00	0.60
No	50.89	25.00	46.73
Can't say	48.40	75.00	52.68
Total	100.00	100.00	100.00

None of the respondents were aware of any stock limits imposed by the State / Central Government, while about 27% denied knowledge of stock limits and the remaining were not aware [Please refer Table No. 3.23(Delhi)].

Table No. 3.23 (Delhi) Distribution of Respondents as per Awareness of Stock Limits			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	49.56	25.93	45.77
Can't say	50.44	74.07	54.23
Total	100.00	100.00	100.00

Barely 0.3% respondents confirmed having seen hoarding in their locality while the remaining refrained from commenting. While 45.3% said that there was no hoarding, the remaining 54.4% refrained from making any comment (possibly fearing some back lash after the survey) [Please refer Table No. 3.24(Delhi)].

Table No. 3.24 (Delhi) Distribution of Respondents witnessing Hoarding in their Locality			
Description	Rural %age	Urban %age	Total %age
Yes	0.18	0.93	0.30
No	49.03	25.93	45.32
Can't say	50.80	73.15	54.38
Total	100.00	100.00	100.00

Since negligible number of the respondents have confirmed having seen hoarding in their locality, none of the respondents reported any incident of hoarding to any authority / official [Please refer Table No. 3.25(Delhi)].

Table No. 3.25 (Delhi) Distribution of Respondents witnessing Hoarding in their Locality and also Reporting	
Description	%age
Yes	0.00
No	100.00
Total	100.00

About 27% of the respondents confirmed suffering from price rise of Essential Commodities and 20% said that they were not, while the remaining about 53% refrained from commenting on this aspect [Please refer Table No. 3.26(Delhi)].

Table No. 3.26 (Delhi) Distribution of Respondents who Suffered from Price Rise of Essential Commodities			
Description	Rural %age	Urban %age	Total %age
Yes	31.33	3.70	26.89
No	19.12	23.15	19.76
Can't say	49.56	73.15	53.34
Total	100.00	100.00	100.00

0.9% respondents who confirmed suffering from price rise of essential commodities, had reported their grievance regarding price rise to any authority / official, while the remaining refrained from commenting on this issue [Please refer Table No. 3.27(Delhi)].

Table No. 3.27 (Delhi) Distribution of Respondents who suffered due to price rise and also reported to Higher Authorities			
Description	Rural %age	Urban %age	Total %age
Yes	0.90	0.00	0.89
No	49.91	32.08	46.21
Can't say	49.19	67.92	52.90
Total	100.00	100.00	100.00

Respondents who confirmed suffering from price rise of essential commodities, 66.7% had reported their grievance regarding price rise to FSO/AC, 16.7% have reported to Food Inspector and District Administration each. [Please refer Table No. 3.27 A (Delhi)].

Table No. 3.27 A (Delhi) Distribution of Respondents who suffered due to price rise and also reported to Higher Authorities			
Description	Rural %age	Urban %age	Total %age
FPS Owner	0.00	0.00	0.00
FSO/AC	66.67	0.00	66.67
Food Inspector	16.67	0.00	16.67
Police	0.00	0.00	0.00
District Administration	16.67	0.00	16.67
Other Official	0.00	0.00	0.00
Total	100.00	0.00	100.00

None of the respondents were convinced that any action was taken by the Government for control of price of essential commodities [Please refer Table No. 3.28(Delhi)].

Table No. 3.28 (Delhi) Distribution of Respondents as per Action taken for Control of Price Rise			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	0.71	1.85	0.89
Can't say	99.29	98.15	99.11
Total	100.00	100.00	100

About 92% respondents have confirmed that wheat was being distributed through PDS, and have received the commodity atleast once in the last 3 months, about 91% respondents have confirmed rice being distributed through PDS, about 45% have confirmed sugar being distributed through PDS [Please refer Table No. 3.29(Delhi)].

Table No. 3.29 (Delhi) Distribution of Respondents as per Receipt of Different items under PDS			
Description	Rural %age	Urban %age	Total %age
Wheat	91.86	93.52	92.12
Rice	90.80	90.74	90.79
Sugar	52.57	8.33	45.47
Kerosin	0.00	0.00	0.00
Any Other	0.00	0.00	0.00
Total	100.00	100.00	100.00

Sugar is distributed only to the BPL and AAY. Total BPL card holder respondents in the Rural areas and in the vicinity of the urban areas were 190 & 25 respectively. Total AAY card holders respondents in the Rural areas and in the vicinity of the urban areas were 140 & 6 respectively. The % of eligible consumers getting sugar is as under :

Description	Rural %age	Urban %age	Total %age
Sugar	90.00	29.03	84.76

As regards the quantity of wheat received by the respondents during last month about 95.6% received more than 8 kgs, about 2% received between six to eight kgs, about 0.3% received between four to six kgs and about 0.16% received less than two kgs and rest 1.8% received in between 2 and 4 kgs, [Please refer Table No. 3.30(Delhi)].

Table No. 3.30 (Delhi) Distribution of Respondents as per Receipt of Quantity of Wheat (for last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.19	0.00	0.16
> 2 <= 4	1.74	1.98	1.78
> 4 <= 6	0.39	0.00	0.32
> 6 <= 8	2.32	0.99	2.10
> 8	95.36	97.03	95.63
Total	100.00	100.00	100.00

As regards the quantity of wheat received by the respondents during last to last month about 95.7% received more than 8 kgs, about 0.7% received between six to eight kgs, and about 3.55% received less than two kgs [Please refer Table No. 3.31(Delhi)].

Table No. 3.31 (Delhi) Distribution of Respondents as per Receipt of Quantity of Wheat (for last to last month) under PDS			
Description (in Kgs)	Rural %age	Urban %age	Total %age
< = 2	4.55	0.00	3.55
> 2 <= 4	0.00	0.00	0.00
> 4 <= 6	0.00	0.00	0.00
> 6 <= 8	0.91	0.00	0.71
> 8	94.55	100.00	95.74
Total	100.00	100.00	100.00

As regards the quantity of wheat received by the respondents two months ago about 96.7% received more than 8 kgs, about 1% received between six to eight kgs, about 0.7% received less than two kgs and about 1.7% received between two to four kgs [Please refer Table No. 3.32(Delhi)].

Table No. 3.32 (Delhi) Distribution of Respondents as per Receipt of Quantity of Wheat (two months ago) under PDS			
Description (in Kgs)	Rural %age	Urban %age	Total %age
< = 2	0.72	0.00	0.66
> 2 <= 4	1.44	4.35	1.66
> 4 <= 6	0.00	0.00	0.00
> 6 <= 8	0.72	4.35	1.00
> 8	97.12	91.30	96.68
Total	100.00	100.00	100.00

As regards the quantity of rice received by the respondents during last month about 29% received more than 8 kgs, about 7.7% received between six to eight kgs, about 27% received between four to six kgs about 4% received less than two kgs and about 32% received between two to four kgs, [Please refer Table No. 3.33(Delhi)].

Table No. 3.33 (Delhi) Distribution of Respondents as per Receipt of Quantity of Rice (last month) under PDS			
Description (in Kgs)	Rural %age	Urban %age	Total %age
< = 2	4.31	2.04	3.94
> 2 <= 4	27.40	57.14	32.18
> 4 <= 6	27.40	24.49	26.93
> 6 <= 8	8.02	6.12	7.72
> 8	32.88	10.20	29.23
Total	100.00	100.00	100.00

As regards the quantity of rice received by the respondents during last to last month about 29% received more than 8 kgs, about 9% received between six to eight kgs, about 27% received between

four to six kgs about 2.7% received less than two kgs and about 32.4% received between two to four kgs, [Please refer Table No. 3.34(Delhi)].

Table No. 3.34 (Delhi) Distribution of Respondents as per Receipt of Quantity of Rice (last to last month) under PDS			
Description (in Kgs)	Rural %age	Urban %age	Total %age
< = 2	3.19	0.00	2.70
> 2 <= 4	30.85	41.18	32.43
> 4 <= 6	25.53	35.29	27.03
> 6 <= 8	9.57	5.88	9.01
> 8	30.85	17.65	28.83
Total	100.00	100.00	100.00

As regards the quantity of rice received by the respondents during two months ago about 36% received more than 8 kgs, about 5% received between six to eight kgs, about 25.5% received between four to six kgs about 5.4% received less than two kgs and about 28% received between two to four kgs, [Please refer Table No. 3.35(Delhi)].

Table No. 3.35 (Delhi) Distribution of Respondents as per Receipt of Quantity of Rice (two months ago) under PDS			
Description (in Kgs)	Rural %age	Urban %age	Total %age
< = 2	5.46	4.76	5.41
> 2 <= 4	26.89	42.86	28.19
> 4 <= 6	24.37	38.10	25.48
> 6 <= 8	5.46	0.00	5.02
> 8	37.82	14.29	35.91
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last month about 0.65% received more than 8 kgs, about 0.33% received between six to eight kgs, about 97.7% received between four to six kgs about 0.65% received less than two kgs and about 0.65% received between two to four kgs, [Please refer Table No. 3.36(Delhi)].

Table No. 3.36 (Delhi) Distribution of Respondents as per Receipt of Quantity of Sugar (last month) under PDS			
Description (in Kgs)	Rural %age	Urban %age	Total %age
< = 2	0.67	0.00	0.65
> 2 <= 4	0.67	0.00	0.65
> 4 <= 6	97.64	100.00	97.71
> 6 <= 8	0.34	0.00	0.33
> 8	0.67	0.00	0.65
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last to last month about 1.5% received more than 8 kgs, about 1.5% received between six to eight kgs, about 95.5% received between four to six kgs and about 1.5% received between two to four kgs, [Please refer Table No. 3.37(Delhi)].

Table No. 3.37 (Delhi) Distribution of Respondents as per Receipt of Quantity of Sugar (last to last month) under PDS			
Description (in Kgs)	Rural %age	Urban %age	Total %age
< = 2	0.00	0.00	0.00
> 2 <= 4	1.56	0.00	1.52
> 4 <= 6	95.31	100.00	95.45
> 6 <= 8	1.56	0.00	1.52
> 8	1.56	0.00	1.52
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last two months about 1.5% received more than 8 kgs, about 0.7% received between six to eight kgs, about 93.4% received between four to six kgs about 3% received less than two kgs and about 1.5% received between two to four kgs, [Please refer Table No. 3.38(Delhi)].

Table No. 3.38 (Delhi) Distribution of Respondents as per Receipt of Quantity of Sugar (two months ago) under PDS			
Description (in Kgs)	Rural %age	Urban %age	Total %age
< = 2	3.03	0.00	2.92
> 2 <= 4	1.52	0.00	1.46
> 4 <= 6	93.18	100.00	93.43
> 6 <= 8	0.76	0.00	0.73
> 8	1.52	0.00	1.46
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of wheat from the FPS about 1.46% have paid more than Rs. 8/- per kg, about 33% have paid between Rs. 6/- to Rs.8/- per kg, about 0.2% have paid between Rs. 4/- to Rs. 6/- per kg, about 0.3% have paid between Rs. 2/- to Rs. 4/- per kg and about 65% have paid less than equal to Rs. 2/- per kg [Please refer Table No. 3.39(Delhi)].

Table No. 3.39 (Delhi) Distribution of Respondents as per Price / kg paid for purchase of Wheat to the FPS			
Description (in Rs)	Rural %age	Urban %age	Total %age
< = 2	73.54	21.78	65.04
> 2 <= 4	0.39	0.00	0.33
> 4 <= 6	0.19	0.00	0.16
> 6 <= 8	24.32	77.23	33.01
> 8	1.56	0.99	1.46
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of rice from the FPS about 34% have paid more than Rs. 8/- per kg, about 0.7% have paid between Rs. 6/- to Rs.8/- per kg, about 0.8% have paid between Rs. 4/- to Rs. 6/- per kg, about 61% have paid between Rs. 2/- to Rs. 4/- per kg and about 3.8% have paid less than equal to Rs. 2/- per kg [Please refer Table No. 3.40(Delhi)].

Table No. 3.40 (Delhi) Distribution of Respondents as per Price / kg paid for purchase of Rice to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 2	4.54	0.00	3.81
> 2 <= 4	68.64	20.62	60.93
> 4 <= 6	0.99	0.00	0.83
> 6 <= 8	0.59	1.03	0.66
> 8	25.25	78.35	33.77
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of sugar from the FPS about 98% have paid between Rs. 10/- to Rs. 15/- per kg, about 1% each have paid less than equal to Rs. 5/- per kg and in between Rs 5 to Rs 10/- per Kg. [Please refer Table No. 3.41(Delhi)].

Table No. 3.41 (Delhi) Distribution of Respondents as per Price / kg paid for purchase of Sugar to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 5	1.01	0.00	0.98
> 5 <= 10	1.01	0.00	0.98
> 10 <= 15	97.98	100.00	98.04
> 15 <= 20	0.00	0.00	0.00
> 20	0.00	0.00	0.00
Total	100.00	100.00	100.00

Almost all the respondents stated that they received the ration at the FP shop [Please refer Table No. 3.42(Delhi)].

Table No. 3.42 (Delhi) Distribution of Respondents as per Distance traveled to Receive Ration			
Description	Rural %age	Urban %age	Total %age
Home	0.88	3.57	1.19
Panchayat Office/Municipal Office	0.00	0.00	0.00
School Building	0.00	0.00	0.00
Other Public Place	0.00	0.00	0.00
Any Other	99.12	96.43	98.81
Total	100.00	100.00	100.00

Almost 95.8% of the respondents stated that the distance of place of receipt of ration was within about 1 km from their place of stay and rest have to come for more than 1 km to collect the ration. [Please refer Table No. 3.42 A (Delhi)].

Table No. 3.42 A (Delhi) Distribution of Respondents as per Distance traveled to Receive Ration			
Description	Rural %age	Urban %age	Total %age
< 1 kms	96.93	97.75	95.84
> 1 <= 2 kms	3.07	2.25	4.16
> 3 <= 4 kms	0.00	0.00	0.00
> 4 <= 5 kms	0.00	0.00	0.00
> 5 kms	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 96% respondents stated that they were themselves going to collect their own ration, while in remaining cases the spouse of some other family member was going [Please refer Table No. 3.43(Delhi)].

Table No. 3.43 (Delhi) Distribution of Respondents as per Person who received the Ration			
Description	Rural %age	Urban %age	Total %age
Self	95.93	98.15	96.29
Spouse	4.07	1.85	3.71
Son / Daughter	0.00	0.00	0.00
Grand Son / Grand Daughter	0.00	0.00	0.00
Other Relatives	0.00	0.00	0.00
Friends	0.00	0.00	0.00
Middleman	0.00	0.00	0.00
Any Other	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 98% respondents said that they were making 1 to 2 visits to their respective FPS for getting their ration and about 2% stated making 3 to 4 visits to get their due ration [Please refer Table No. 3.44(Delhi)].

Table No. 3.44 (Delhi) Distribution of Respondents as No. of Visits made to their FPS for getting Ration			
Description	Rural %age	Urban %age	Total %age
<= 2 visits	97.52	100.00	97.92
> 2 <= 4 visits	2.48	0.00	2.08
> 4 <= 6 visits	0.00	0.00	0.00
> 6 <= 8 visits	0.00	0.00	0.00
> 8 visits	0.00	0.00	0.00
Total	100.00	100.00	100.00

STATE : Haryana

DISTRICT : Palwal

Tehsils : Hodal, Palwal and Hatn

For primary data collection from the ration card holder respondents in the sampled villages of various Tehsils in Palwal district, a total of 667 respondents were surveyed for this study, out of these 534 were from rural areas and rest 133 were from the vicinity of the Urban areas and Urban areas. The respondents were from following categories

Sl.No.	Description	Rural %age	Urban %age	Total %age
1	BPL	62.73	44.36	59.07
2	AAY	16.67	31.58	19.64
3	APL	1.31	0.75	1.20
4	OPH	19.29	23.31	20.09
	Total	100.00	100.00	100.00

Of the total respondents about 77.4% were Hindus, about 21% were Muslims and remaining were Sikhs [Please refer Table No. 3.1(Haryana)].

Table No. 3.1 (Haryana) Distribution of Respondents as per Religion			
Description	Rural %age	Urban %age	Total %age
Hindu	78.28	73.68	77.36
Muslim	19.48	26.32	20.84
Sikh	1.87	0.00	1.50
Jain	0.19	0.00	0.15
Christian	0.00	0.00	0.00
Neo-Budhist	0.19	0.00	0.15
Zorastrian	0.00	0.00	0.00
Others	0.00	0.00	0.00
Total	100.00	100.00	100.00

Of the total respondents about 57% were from the age group of 35 to 65 years, about 28% from 21 to 35 years, about 7% between 15 to 21 years and remaining above 65 years of age [Please refer Table No. 3.2(Haryana)].

Table No. 3.2 (Haryana) Distribution of Respondents as per Age			
Description	Rural %age	Urban %age	Total %age
> 15 <= 21 years	7.87	4.51	7.20
> 21 <= 35 years	26.59	34.59	28.19
> 35 <= 65 years	57.68	54.14	56.97
> 65 <= 70 years	4.68	4.51	4.65
> 70 <= 75 years	1.12	0.75	1.05
> 75 <= 80 years	1.12	0.75	1.05
> 80 <= 85 years	0.56	0.75	0.60
> 85 years	0.37	0.00	0.30
Total	100.00	100.00	100.00

About 53% respondents were illiterate, about 7% were literate but had no formal education, about 13.6% had studied upto primary school only, about 15.7% upto middle school, about 10.3% upto high school , and remaining were either graduates or post graduates [Please refer Table No. 3.3(Haryana)].

Table No. 3.3 (Haryana) Distribution of Respondents as per Education			
Description	Rural %age	Urban %age	Total %age
Illiterate	51.69	57.14	52.77
Literate	7.68	3.76	6.90
Primary	12.73	17.29	13.64
Middle School	16.85	11.28	15.74
High School	10.30	10.53	10.34
Graduate	0.37	0.00	0.30
Post Graduate	0.00	0.00	0.00
Others	0.00	0.00	0.00
No Response	0.37	0.00	0.30
Total	100.00	100.00	100.00

About 46% were belonging to Scheduled Castes, about 41% to OBC category and remaining were from general (or some other) category [Please refer Table No. 3.4(Haryana)].

Table No. 3.4 (Haryana) Distribution of Respondents as per Social Category			
Description	Rural %age	Urban %age	Total %age
Scheduled Caste	44.01	53.38	50.67
Scheduled Tribe	5.62	1.50	0.00
Other Backward Class	41.39	38.35	40.78
General and Other Category	8.99	6.77	8.55
Total	100.00	100.00	100.00

All the surveyed respondents had a ration card [Please refer Table No. 3.5(Haryana)].

Table No. 3.5 (Haryana) Distribution of Respondents as per Possession of Ration Card	
Description	%age
Yes	100.00
No	0.00
Total	100.00

About 59% respondents were from BPL category, about 20% were from AAY and about 20% were from OPH category and rest from APL category [Please refer Table No. 3.6(Haryana)].

Sl.No.	Description	Rural %age	Urban %age	Total %age
1	BPL	62.73	44.36	59.07
2	AAV	16.67	31.58	19.64
3	APL	1.31	0.75	1.20
4	OPH	19.29	23.31	20.09
	Total	100.00	100.00	100.00

13.2% of the respondents had heard of the Essential Commodities Act, 1955 [Please refer Table No. 3.7(Haryana)].

Table No. 3.7 (Haryana) Distribution of Respondents as per Awareness of ECA -1955			
Description	Rural %age	Urban %age	Total %age
Yes	14.04	9.77	13.19
No	85.96	90.23	86.81
Total	100.00	100.00	100.00

Only about 0.3% of the respondents had heard of the Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980 [Please refer Table No. 3.8(Haryana)].

Table No. 3.8 (Haryana) Distribution of Respondents as per Awareness of PBMMSECA			
Description	Rural %age	Urban %age	Total %age
Yes	0.37	0.00	0.30
No	99.63	100.00	99.70
Total	100.00	100.00	100.00

0.45% of the respondents had heard of any other Act of the Department of Consumer Affairs [Please refer Table No. 3.9(Haryana)].

Table No. 3.9 (Haryana) Distribution of Respondents as per Awareness of Any Other Act of Department of Consumer Affairs			
Description	Rural %age	Urban %age	Total %age
Yes	0.56	0.00	0.45
No	99.44	100.00	99.55
Total	100.00	100.00	100.00

About 99.7% of the respondents were receiving ration while the remaining were not getting [Please refer Table No. 3.10(Haryana)].

Table No. 3.10 (Haryana) Distribution of those Respondents Receiving Ration from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	99.81	99.25	99.70
No	0.19	0.75	0.30
Total	100.00	100.00	100.00

About 80% of the respondents were receiving ration since more than last three years, about 8% were receiving since last less than a year, about 6% since last one to two years and about 6% since last two to three years [Please refer Table No. 3.11(Haryana)].

Table No. 3.11 (Haryana) Distribution of Respondents as per No. of Years since Receiving Ration from FPS			
Description	Rural %age	Urban %age	Total %age
<= 1 year	8.43	5.26	7.80
>1 to 2 years	7.68	1.50	6.45
>2 to 3 years	5.81	5.26	5.70
More than 3 years	78.09	87.97	80.06
Total	100.00	100.00	100.00

Only about 94.7% respondents stated that they are getting ration supply almost every month, about 4.5% stated that they are getting once in two months while rest stated that they are getting once in three months or irregularly[Please refer Table No. 3.12(Haryana)].

Table No. 3.12 (Haryana) Distribution of Respondents as per Periodicity of Getting Ration Supplies			
Description	Rural %age	Urban %age	Total %age
Every month	94.76	94.74	94.75
Once in two months	4.68	3.76	4.50
Once in three months	0.37	0.75	0.45
Once in six months	0.00	0.00	0.00
Once in a year	0.00	0.00	0.00
Uncertain / irregular	0.19	0.75	0.30
Any Other	0.00	0.00	0.00
Total	100.00	100.00	100

Only about 5.4% of the respondents are satisfied with the current PDS system, about 80% are not satisfied and remaining did not comment or did not want to comment (It can safely be assumed that they are also not satisfied with the current system, but being scared of getting victimised by their FPS dealer if he / she comes to know about their negative comment, they chose not to comment) [Please refer Table No. 3.13(Haryana)].

Table No. 3.13 (Haryana) Distribution of Respondents as per Satisfaction with Current PDS			
Description	Rural %age	Urban %age	Total %age
Yes	4.68	8.27	5.40
No	79.96	81.20	80.21
Can't say	15.36	10.53	14.39
Total	100.00	100.00	100.00

Only about 52% of the respondents stated that they are getting right quantity, about 4.5% categorically said that they are not getting the right quantity and the remaining about 43% avoided to comment (most of them informally stated that the were not getting the full quantity, but did not want it to be written against their name, fearing that they would be troubled by the FPS dealer later, if he/she comes to know about this negative comment) [Please refer Table No. 3.14(Haryana)].

Table No. 3.14 (Haryana) Distribution of Respondents as per Receipt of Full Quantity of Ration from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	47.94	69.92	52.32
No	4.31	5.26	4.50
Can't say	47.75	24.81	43.18
Total	100.00	100.00	100.00

Only about 52% respondents confirmed that the FPS dealer was selling the commodities at right price, about 5% categorically denied the commodities being available at the right price and about 43% avoided to comment (most of them informally stated that the were not getting commodities at the stipulated price, but did not want it to be written against their name, fearing that they would be troubled by the FPS dealer later, if he/she comes to know about this negative comment) [Please refer Table No. 3.15(Haryana)].

Table No. 3.15 (Haryana) Distribution of Respondents as per Receipt of Ration at Stipulated Price from FPS			
Description	Rural %age	Urban %age	Total %age
Yes	47.94	69.17	52.17
No	4.31	6.02	4.65
Can't say	47.75	24.81	43.18
Total	100.00	100.00	100.00

Only 22% of the respondent was willing to state and confirm formally that blackmarketing was being done and though informally many more agreed that black-marketing was taking place and there were other problems also, but they did not want this to be recorded formally in their schedules, again fearing backlash from their FPS dealer [Please refer Table No. 3.16(Haryana)].

Table No. 3.16 (Haryana) Distribution of Respondents as per Instances of Blackmarketing of Supplies of the FPS (PDS)			
Description	Rural %age	Urban %age	Total %age
Yes	20.60	28.57	22.19
No	68.91	54.14	65.97
Can't say	10.49	17.29	11.84
Total	100.00	100.00	100

None of the respondents have reported the matter of black-marketing to higher authorities [Please refer Table No. 3.17(Haryana)].

Table No. 3.17 (Haryana) Distribution of Respondents as per Reporting instances of Blackmarketing to Higher Authorities			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	20.60	28.57	22.19
Can't say	0.00	0.00	77.81
Total	100.00	100.00	100

About 0.3% respondents stated that they had heard of some kind of vigilance committee / group formed, while the remaining majority either denied existence of such groups or were ignorant [Please refer Table No. 3.18(Haryana)].

Table No. 3.18 (Haryana) Distribution of Respondents as per Knowledge of Existence of Vigilance Committee / Group in their Area			
Description	Rural %age	Urban %age	Total %age
Yes	0.19	0.75	0.30
No	7.87	5.26	7.35
Can't say	91.95	93.98	92.35
Total	100.00	100.00	100.00

None of the respondents confirmed that the vigilance committees which were formed / existed were involved in any monitoring / review / checking of the FPS [Please refer Table No. 3.19(Haryana)].

Table No. 3.19 (Haryana) Distribution of Respondents as per Monitoring / Review / Checking of FPS by Vigilance Committees	
Description	%age
Yes	0.00
No	100.00
Can't say	0.00
Total	100.00

Amongst those respondents who stated that some kind of Vigilance Committees were existing, about 0.15% of them stated that the Sarpanch was also a member of the vigilance committee / group [Please refer Table No. 3.20(Haryana)].

Table No. 3.20 (Haryana) Distribution of Respondents as per Sarpanch also being Member of Vigilance Committee			
Description	Rural %age	Urban %age	Total %age
Yes	0.19	0.00	0.15
No	7.87	6.77	7.65
Can't say	91.95	93.23	92.20
Total	100.00	100.00	100.00

None of the respondents stated that some or the other official of the Food and Civil Supplies Department of the State / District / Block was visiting their FPS for inspection / monitoring, while the remaining either denied or were not knowing [Please refer Table No. 3.21(Haryana)].

Table No. 3.21 (Haryana) Distribution of Respondents as per visit of FCS officials for Monitoring			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	8.05	6.02	7.65
Can't say	91.95	93.98	92.35
Total	100.00	100.00	100.00

None of the respondents stated that their FPS has been inspected / monitored by anyone, while the remaining either denied or were not knowing [Please refer Table No. 3.21A (Haryana)].

Table No. 3.21A (Haryana) Distribution of Respondents as per visit of FCS officials for Monitoring			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	8.05	5.26	7.50
Can't say	91.95	94.74	92.50
Total	100.00	100.00	100.00

None of the respondents confirmed that they were aware of hoarding, about 7% were not aware while the remaining about 93% chose not to comment, again maybe being scared of facing some backlash after the survey [Please refer Table No. 3.22(Haryana)].

Table No. 3.22 (Haryana) Distribution of Respondents as per Awareness of Hoarding			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	7.49	5.26	7.05
Can't say	92.51	94.74	92.95
Total	100.00	100.00	100.00

None of the respondents were aware of any stock limits imposed by the State / Central Government, while about 7% denied knowledge of stock limits and the remaining were not aware [Please refer Table No. 3.23(Haryana)].

Table No. 3.23 (Haryana) Distribution of Respondents as per Awareness of Stock Limits			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	7.49	5.26	7.05
Can't say	92.51	94.74	92.95
Total	100.00	100.00	100.00

None of the respondents confirmed having seen hoarding in their locality while the remaining refrained from commenting. While 7% said that there was no hoarding, the remaining 93% refrained from making any comment (possibly fearing some back lash after the survey) [Please refer Table No. 3.24(Haryana)].

Table No. 3.24 (Haryana) Distribution of Respondents witnessing Hoarding in their Locality			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	7.49	5.26	7.05
Can't say	92.51	94.74	92.95
Total	100.00	100.00	100.00

Since none of the respondents have confirmed having seen hoarding in their locality, therefore none of the respondents reported any incident of hoarding to any authority / official [Please refer Table No. 3.25(Haryana)].

Table No. 3.25 (Haryana) Distribution of Respondents witnessing Hoarding in their Locality and also Reporting	
Description	%age
Yes	0.00
No	0.00
Total	0.00

About 24% of the respondents confirmed suffering from price rise of Essential Commodities and 7% said that they were not, while the remaining about 69% refrained from commenting on this aspect [Please refer Table No. 3.26(Haryana)].

Table No. 3.26 (Haryana) Distribution of Respondents who Suffered from Price Rise of Essential Commodities			
Description	Rural %age	Urban %age	Total %age
Yes	23.41	26.32	23.99
No	7.12	5.26	6.75
Can't say	69.48	68.42	69.27
Total	100.00	100.00	100

None of those respondents who confirmed suffering from price rise of essential commodities, had reported their grievance regarding price rise to any authority / official, while the remaining refrained from commenting on this issue [Please refer Table No. 3.27(Haryana)].

Table No. 3.27 (Haryana) Distribution of Respondents who suffered due to price rise and also reported to Higher Authorities			
Description	Rural %age	Urban %age	Total %age
Yes	0.00	0.00	0.00
No	7.30	5.26	23.99
Can't say	92.70	94.74	76.01
Total	100.00	100.00	100

None of the respondents was convinced that any action was taken by the Government for control of price of essential commodities [Please refer Table No. 3.28(Haryana)].

Table No. 3.28 (Haryana) Distribution of Respondents as per Action taken for Control of Price Rise	
Description	%age
Yes	0.00
No	0.00
Can't say	100.00
Total	100

About 97% respondents have confirmed that wheat was being distributed through PDS and have received the commodity atleast once in the last 3 months, about 65% have confirmed sugar being distributed through PDS and about 64% have confirmed distribution of Kerosene through PDS. Pulses have been distributed to 26% of the respondents. [Please refer Table No. 3.29(Haryana)].

Table No. 3.29 (Haryana) Distribution of Respondents as per Receipt of Different items under PDS			
Description	Rural %age	Urban %age	Total %age
Wheat	97.57	94.74	97.00
Rice	0.00	0.00	0.00
Sugar	66.48	60.15	65.22
Kerosene	65.73	57.89	64.17
Any Other – Pulses 3 months back	27.72	21.05	26.39

Sugar and Pulses are distributed only to the BPL and AAY. Total number of respondents belonging to BPL category in the Rural and in the vicinity of the Urban areas and Urban areas is 267 and 48 respectively. Total number of respondents belonging to AAY category in the Rural areas and in the vicinity of the Urban areas and Urban areas is 111 and 40 respectively. The % of eligible consumers getting these commodities is as under

Description	Rural %age	Urban %age	Total %age
Sugar	83.73	79.21	82.86
Any Other (Pulses) 3 month back in August 5Kg (2.5kg per month)	34.91	27.72	33.52

As regards the quantity of wheat received by the respondents during last month about 98% received more than 8 kgs, about 0.6% received between four to six kgs and about 0.5% received less than two kgs [Please refer Table No. 3.30(Haryana)].

Table No. 3.30 (Haryana) Distribution of Respondents as per Receipt of Quantity of Wheat (for last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.19	1.79	0.48
> 2 <= 4	0.58	0.89	0.64
> 4 <= 6	0.78	0.00	0.64
> 6 <= 8	0.00	0.00	0.00
> 8	98.45	97.32	98.25
Total	100.00	100.00	100.00

As regards the quantity of wheat received by the respondents during last to last month about 99% received more than 8 kgs, about 1.03% received between four to six kgs and about 0.26% received less than two kgs [Please refer Table No. 3.31(Haryana)].

Table No. 3.31 (Haryana) Distribution of Respondents as per Receipt of Quantity of Wheat (for last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.00	0.00	0.00
> 2 <= 4	0.31	0.00	0.26
> 4 <= 6	0.93	1.49	1.03
> 6 <= 8	0.00	0.00	0.00
> 8	98.76	98.51	98.72
Total	100.00	100.00	100.00

As regards the quantity of wheat received by the respondents two months ago about 99.39% received more than 8 kgs, about 0.6% received between four to six kgs [Please refer Table No. 3.32(Haryana)].

Table No. 3.32 (Haryana) Distribution of Respondents as per Receipt of Quantity of Wheat (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.00	0.00	0.00
> 2 <= 4	0.00	0.00	0.00
> 4 <= 6	0.00	5.00	0.61
> 6 <= 8	0.00	0.00	0.00
> 8	100.00	95.00	99.39
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last month about 3.7% received more than 8 kgs, about 9% received between four to six kgs and about 65.6% received less than two kgs and 21.7% received in between 2 and 4 kgs.[Please refer Table No. 3.33(Haryana)].

Table No. 3.33 (Haryana) Distribution of Respondents as per Receipt of Quantity of Sugar (last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	62.61	78.75	65.59
> 2 <= 4	23.51	13.75	21.71
> 4 <= 6	9.35	7.50	9.01
> 6 <= 8	0.00	0.00	0.00
> 8	4.53	0.00	3.70
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last to last month about 0.82% received more than 8 kgs, about 9.8% received between four to six kgs, about 66.4% received less than two kgs and about 23% received between two to four kgs,[Please refer Table No. 3.34(Haryana)].

Table No. 3.34 (Haryana) Distribution of Respondents as per Receipt of Quantity of Sugar (last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	64.14	76.09	66.39
> 2 <= 4	24.24	17.39	22.95
> 4 <= 6	10.61	6.52	9.84
> 6 <= 8	0.00	0.00	0.00
> 8	1.01	0.00	0.82
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents two months ago about 5.4% received between four to six kgs and about 72% received less than two kgs and about 22.6% received between two to four kgs [Please refer Table No. 3.35(Haryana)].

Table No. 3.35 (Haryana) Distribution of Respondents as per Receipt of Quantity of Sugar (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	72.09	71.43	72.04
> 2 <= 4	22.09	28.57	22.58
> 4 <= 6	5.81	0.00	5.38
> 6 <= 8	0.00	0.00	0.00
> 8	0.00	0.00	0.00
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents during last month about 0.7% received more than 8 litres, about 3% received between six to eight litres, about 69.6% received between four to six litres, about 0.23% received less than two litres and about 26.5% received between two to four Litres [Please refer Table No. 3.36(Haryana)].

Table No. 3.36 (Haryana) Distribution of Respondents as per Receipt of Quantity of Kerosene (last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.29	0.00	0.23
> 2 <= 4	30.37	9.21	26.46
> 4 <= 6	65.62	89.47	69.56
> 6 <= 8	3.72	0.00	3.04
> 8	0.00	1.32	0.70
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents during last month about 0.4% received more than 8 litres, about 4.4% received between six to eight litres, about 71.4% received between four to six litres, about 0.4% received less than two litres and about 23.4% received between two to four litres [Please refer Table No. 3.37(Haryana)].

Table No. 3.37 (Haryana) Distribution of Respondents as per Receipt of Quantity of Kerosene (last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.50	0.00	0.40
> 2 <= 4	27.36	6.38	23.39
> 4 <= 6	66.67	91.49	71.37
> 6 <= 8	5.47	0.00	4.44
> 8	0.00	2.13	0.40
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents during last month about 9% received between six to eight litres, about 68.5% received between four to six litres, and about 22.5% received between two to four litres [Please refer Table No. 3.38(Haryana)].

Table No. 3.38 (Haryana) Distribution of Respondents as per Receipt of Quantity of Kerosene (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.00	0.00	0.00
> 2 <= 4	26.88	0.00	22.52
> 4 <= 6	63.44	94.44	68.47
> 6 <= 8	9.68	5.56	9.01
> 8	0.00	0.00	0.00
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of wheat from the FPS about 0.9% have paid more than Rs. 8/- per kg, about 42% have paid between Rs. 6/- to Rs.8/- per kg, about 30% have paid between Rs. 4/- to Rs. 6/- per kg, about 0.3% have paid between Rs. 2/- to Rs. 4/- per kg and about 26.5% have paid less than equal to Rs. 2/- per kg [Please refer Table No. 3.39(Haryana)].

Table No. 3.39 (Haryana) Distribution of Respondents as per Price / kg paid for purchase of Wheat to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 2	67.25	64.86	66.61
> 2 <= 4	0.39	0.00	0.32
> 4 <= 6	0.19	0.90	0.32
> 6 <= 8	0.19	0.00	0.16
> 8	31.97	34.23	32.59
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of sugar from the FPS about 0.3% have paid more than Rs. 20/- per kg, about 3.3% have paid between Rs. 15/- to Rs.20/- per kg, about 95% have paid between Rs. 10/- to Rs. 15/- per kg, about 1% have paid less than equal to Rs. 5/- per kg [Please refer Table No. 3.40(Haryana)].

Table No. 3.40 (Haryana) Distribution of Respondents as per Price / kg paid for purchase of Sugar to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 5	0.28	0.00	0.23
> 5 <= 10	0.00	0.00	0.00
> 10 <= 15	69.41	82.50	71.82
> 15 <= 20	2.55	1.25	2.31
> 20	27.76	16.25	25.64
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of Kerosene from the FPS about 97% have paid between Rs. 15/- to Rs. 20/- per litre, about 1.4% have paid between Rs. 10/- to Rs.15/- per litre, about 1% have paid between Rs. 5/- to Rs. 10/- per litre, about 0.5% have paid less than equal to Rs. 5/- per litre [Please refer Table No. 3.41(Haryana)].

Table No. 3.41 (Haryana) Distribution of Respondents as per Price / Lts. paid for purchase of Kerosene to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 5	0.00	0.00	0.00
> 5 <= 10	0.86	0.00	0.70
> 10 <= 15	70.86	82.89	73.00
> 15 <= 20	1.43	0.00	1.17
> 20	26.86	17.11	25.12
Total	100.00	100.00	100.00

Almost all the respondents 97.75% are receiving the ration from FP shop. [Please refer Table No. 3.42(Haryana)].

Table No. 3.42 (Haryana) Distribution of Respondents as per Distance traveled to Receive Ration			
Description	Rural %age	Urban %age	Total %age
Home	1.50	2.26	1.65
Panchayat Office/Municipal Office	0.56	0.00	0.45
School Building	0.00	0.00	0.00
Other Public Place	0.19	0.00	0.15
Any Other	97.75	97.74	97.75
Total	100.00	100.00	100.00

Most of the respondents 62% stated that the distance of place of receipt of ration was within about 1 km from their place of stay. For 28.5% the distance was between 1 to 2 kms, for 2.25% the distance is about 3 to 4kms, for rest 5.55% the distance is greater than 5kms. [Please refer Table No. 3.42 A (Haryana)].

Table No. 3.42 A(Haryana) Distribution of Respondents as per Distance traveled to Receive Ration			
Description	Rural %age	Urban %age	Total %age
< 1 kms	60.49	68.42	62.07
> 1 <= 2 kms	31.46	16.54	28.49
> 3 <= 4 kms	2.06	3.01	2.25
> 4 <= 5 kms	0.94	4.51	1.65
> 5 kms	5.06	7.52	5.55
Total	100.00	100.00	100.00

About 99.4% respondents stated that they were themselves going to collect their own ration, while in remaining cases the spouse of some other family member was going [Please refer Table No. 3.43(Haryana)].

Table No. 3.43 (Haryana) Distribution of Respondents as per Person who received the Ration			
Description	Rural %age	Urban %age	Total %age
Self	99.42	100.00	99.40
Spouse	0.58	0.00	0.45
Son / Daughter	0.00	0.00	0.15
Grand Son / Grand Daughter	0.00	0.00	0.00
Other Relatives	0.00	0.00	0.00
Friends	0.00	0.00	0.00
Middleman	0.00	0.00	0.00
Any Other	0.00	0.00	0.00
Total	100.00	100.00	100.00

About 77% respondents said that they were making 1 to 2 visits to their respective FPS for getting their ration and about 14.7% stated making 3 to 4 visits to get their due ration and rest have to make more than 6 visits to collect the ration. [Please refer Table No. 3.44(Haryana)].

Table No. 3.44 (Haryana) Distribution of Respondents as No. of Visits made to their FPS for getting Ration			
Description	Rural %age	Urban %age	Total %age
<= 2 visits	79.59	68.42	77.36
> 2 <= 4 visits	12.55	23.31	14.69
> 4 <= 6 visits	5.06	4.51	4.95
> 6 <= 8 visits	2.81	3.76	3.00
> 8 visits	0.00	0.00	0.00
Total	100.00	100.00	100

STATE : RAJASTHAN

DISTRICT : ALWAR

Tehsils : Tizara, Kotkasim, Ramgarh, Kishangarh, Mundawar, Behrore, Neemrana, Bansur, Alwar Gramin, Rajgarh, Reni, Laxmangarh, Kathumar, Tanagazi, Malakhera, Govindgarh

For primary data collection from the ration card holder respondents in the sampled villages of various Tehsils in Alwar district, a total of 2101 respondents were surveyed for this study, out of these 1667 belonged to the Rural areas and rest 434 belonged to the areas in the vicinity of the Urban areas and Urban areas. The respondents were as per the following categories :

Sl. No.	Description	Urban %age	Rural %age	Total %age
1	BPL	23.22	26.50	23.89
2	AAY	9.72	7.60	9.28
3	APL-NFS	57.95	54.61	57.26
4	SBPL	9.12	11.29	9.57
	Total	100.00	100.00	100.00

Of the total respondents 82.29% were Hindus, 16.04% were Muslims and remaining were Sikhs, etc. [Please refer Table No. 3.1(Rajasthan)].

Table No. 3.1 (Rajasthan) Distribution of Respondents as per Religion			
Description	Urban %age	Rural %age	Total %age
Hindu	79.03	83.14	82.29
Muslim	20.05	15.00	16.04
Sikh	0.69	1.80	1.57
Jain	0.00	0.06	0.05
Christian	0.00	0.00	0.00
Neo-Budhist	0.00	0.00	0.00
Zorastrian	0.23	0.00	0.05
Others	0.00	0.00	0.00
Total	100.00	100.00	100.00

Of the total respondents about 69% were from the age group of 35 to 65 years, about 18% from 21 to 35 years, about 4% between 15 to 21 years and remaining above 65 years of age [Please refer Table No. 3.2(Rajasthan)].

Table No. 3.2 (Rajasthan) Distribution of Respondents as per Age			
Description	Urban %age	Rural %age	Total %age
> 15 <= 21 years	3.23	4.32	4.09
> 21 <= 35 years	17.97	17.76	17.80
> 35 <= 65 years	71.66	68.09	68.82
> 65 <= 70 years	4.15	6.24	5.81

> 70 <= 75 years	1.61	2.10	2.00
> 75 <= 80 years	0.92	0.60	0.67
> 80 <= 85 years	0.23	0.54	0.48
> 85 years	0.23	0.36	0.33
Total	100.00	100.00	100.00

About 45% respondents were illiterate, about 15% were literate but had no formal education, about 16% had studied upto primary school only, 13.76% upto middle school, 8% upto high school, and remaining about 1.3% were either graduates or post graduates [Please refer Table No. 3.3(Rajasthan)].

Table No. 3.3 (Rajasthan) Distribution of Respondents as per Education			
Description	Urban %age	Rural %age	Total %age
Illiterate	42.40	46.01	45.26
Literate	15.21	15.36	15.33
Primary	17.51	16.02	16.33
Middle School	14.06	13.68	13.76
High School	8.53	7.86	8.00
Graduate	1.15	0.90	0.95
Post Graduate	1.15	0.18	0.38
Others	0.00	0.00	0.00
No Response	0.00	0.00	0.00
Total	100.00	100.00	100.00

38.41% of the respondents belonged to Scheduled Castes, 7.57% to Scheduled Tribes, 43.22% to OBC category and remaining were from general (or some other) category [Please refer Table No. 3.4(Rajasthan)].

Table No. 3.4 (Rajasthan) Distribution of Respondents as per Social Category			
Description	Urban %age	Rural %age	Total %age
Scheduled Caste	37.10	38.75	38.41
Scheduled Tribe	4.38	8.40	7.57
Other Backward Class	46.08	42.47	43.22
General and Other Category	12.44	10.38	10.80
Total	100.00	100.00	100.00

100% respondents had ration cards. [Please refer Table No. 3.5(Rajasthan)].

Table No. 3.5 (Rajasthan) Distribution of Respondents as per Possession of Ration Card			
Description	Urban %age	Rural %age	Total %age
Yes	100.00	100.00	100.00
No	0.00	0.00	0.00
Total	100.00	100.00	100.00

23.89% respondents were from BPL category, 9.28% were from AAY and 57.26% were from APL category under NFS and 9.57% were from the State BPL Category (SBPL) [Please refer Table No. 3.6(Rajasthan)].

Sl. No.	Description	Urban %age	Rural %age	Total %age
1	BPL	26.50	23.22	23.89
2	AAY	7.60	9.72	9.28
3	APL-NFS	54.61	57.95	57.26
4	Any Other SBPL	11.29	9.12	9.57
	Total	100.00	100.00	100.00

While majority of the respondents i.e. 98.95% had not heard about the Essential Commodities Act, 1955, only about 1.05% had heard about it [Please refer Table No. 3.7(Rajasthan)].

Table No. 3.7 (Rajasthan) Distribution of Respondents as per Awareness of ECA -1955			
Description	Urban %age	Rural %age	Total %age
Yes	1.61	0.90	1.05
No	98.39	99.10	98.95
Total	100.00	100.00	100.00

None of the respondents had heard of the Prevention of Black Marketing and Maintenance of Supplies of Essential Commodities Act, 1980 [Please refer Table No. 3.8(Rajasthan)].

Table No. 3.8 (Rajasthan) Distribution of Respondents as per Awareness of PBMMSECA			
Description	Urban %age	Rural %age	Total %age
Yes	0.00	0.00	0.00
No	100.00	100.00	100.00
Total	100.00	100.00	100.00

None of the respondents had heard of any other Act of the Department of Consumer Affairs [Please refer Table No. 3.9(Rajasthan)].

Table No. 3.9 (Rajasthan) Distribution of Respondents as per Awareness of Any Other Act of Department of Consumer Affairs			
Description	Urban %age	Rural %age	Total %age
Yes	0.00	0.18	0.14
No	100.00	99.82	99.86
Total	100.00	100.00	100.00

94.81% of the respondents were receiving ration while the remaining were not getting [Please refer Table No. 3.10(Rajasthan)].

Table No. 3.10 (Rajasthan) Distribution of those Respondents Receiving Ration from FPS			
Description	Urban %age	Rural %age	Total %age
Yes	97.47	94.12	94.81
No	2.53	5.88	5.19
Total	100.00	100.00	100.00

Out of those who were receiving ration about 99% of the respondents were receiving ration since more than last three years, and other 1% were receiving since last less than a year, since last one to two years and since last two to three years [Please refer Table No. 3.11(Rajasthan)].

Table No. 3.11 (Rajasthan) Distribution of Respondents as per No. of Years since Receiving Ration from FPS			
Description	Urban %age	Rural %age	Total %age
<= 1 year	0.69	0.78	0.76
>1 to 2 years	0.00	0.06	0.05
>2 to 3 years	0.00	0.18	0.14
More than 3 years	99.31	98.98	99.05
Total	100.00	100.00	100.00

About 86% respondents stated that they are getting ration supply almost every month, about 4% stated that they are getting once in two months, about 1% stated that they are getting once in three months, about 0.05% said that they were getting once in six months and remaining about 9% were either not getting at all or the supply was irregular [Please refer Table No. 3.12(Rajasthan)].

Table No. 3.12 (Rajasthan) Distribution of Respondents as per Periodicity of Getting Ration Supplies			
Description	Urban %age	Rural %age	Total %age
Every month	97.70	95.44	95.91
Once in two months	2.07	2.52	2.43
Once in three months	0.00	0.24	0.19
Once in six months	0.00	0.12	0.10
Once in a year	0.00	0.00	0.00
Uncertain / irregular	0.23	1.68	1.38
Any Other	0.00	0.00	0.00
Total	100.00	100.00	100.00

Only about 0.05% of the respondents are satisfied with the current PDS system, 69.92% are not satisfied and remaining did not comment or did not want to comment (It can safely be assumed that they are also not satisfied with the current system, but being scared of getting victimised by their FPS dealer if he / she comes to know about their negative comment, they chose not to comment) [Please refer Table No. 3.13(Rajasthan)].

Table No. 3.13 (Rajasthan) Distribution of Respondents as per Satisfaction with Current PDS			
Description	Urban %age	Rural %age	Total %age
Yes	0.00	0.06	0.05
No	72.81	69.17	69.92
Can't say	27.19	30.77	30.03
Total	100.00	100.00	100.00

64.97% of the respondents stated that they are getting right quantity, 20.61% of the respondents categorically said that they are not getting the right quantity and the remaining 14.42% avoided to comment (most of them informally stated that the were not getting the full quantity, but did not want it to be written against their name, fearing that they would be troubled by the FPS dealer later, if he/she comes to know about this negative comment) [Please refer Table No. 3.14(Rajasthan)].

Table No. 3.14 (Rajasthan) Distribution of Respondents as per Receipt of Full Quantity of Ration from FPS			
Description	Urban %age	Rural %age	Total %age
Yes	69.35	63.83	64.97
No	18.43	21.18	20.61
Can't say	12.21	15.00	14.42
Total	100.00	100.00	100.00

64.92% of the respondents confirmed that the FPS dealer was selling the commodities at right price, about 20.75% categorically denied the commodities being available at the right price and about 14.33% avoided to comment (most of them informally stated that the were not getting commodities at the stipulated price, but did not want it to be written against their name, fearing that they would be troubled by the FPS dealer later, if he/she comes to know about this negative comment) [Please refer Table No. 3.15(Rajasthan)].

Table No. 3.15 (Rajasthan) Distribution of Respondents as per Receipt of Ration at Stipulated Price from FPS			
Description	Urban %age	Rural %age	Total %age
Yes	69.35	63.77	64.92
No	18.43	21.36	20.75
Can't say	12.21	14.88	14.33
Total	100.00	100.00	100.00

92.91% of the respondents were willing to state and confirm formally that blackmarketing was being done and though informally many more agreed that black-marketing was taking place and there were other problems also, but they did not want this to be recorded formally in their schedules, again fearing backlash from their FPS dealer [Please refer Table No. 3.16(Rajasthan)].

Table No. 3.16 (Rajasthan) Distribution of Respondents as per Instances of Blackmarketing of Supplies of the FPS (PDS)			
Description	Urban %age	Rural %age	Total %age
Yes	92.40	93.04	92.91
No	7.60	6.84	7.00
Can't say	0.00	0.12	0.10
Total	100.00	100.00	100.00

Negligible 0.05% of the respondents have reported the matter of black-marketing to higher authorities [Please refer Table No. 3.17(Rajasthan)].

Table No. 3.17 (Rajasthan) Distribution of Respondents as per Reporting instances of Blackmarketing to Higher Authorities			
Description	Urban %age	Rural %age	Total %age
Yes	0.00	0.06	0.05
No	100.00	99.94	99.95
Can't say	0.00	0.00	0.00
Total	100.00	100.00	100.00

Almost negligible, 0.33% of the respondents stated that they had heard of some kind of vigilance committee / group formed, while the remaining either denied existence of such groups or were ignorant [Please refer Table No. 3.18(Rajasthan)].

Table No. 3.18 (Rajasthan) Distribution of Respondents as per Knowledge of Existence of Vigilance Committee / Group in their Area			
Description	Urban %age	Rural %age	Total %age
Yes	0.69	0.24	0.33
No	51.38	51.11	51.17
Can't say	47.93	48.65	48.50
Total	100.00	100.00	100.00

Almost negligible, 0.33% of the respondents confirmed that the vigilance committees which were formed / existed were involved in any monitoring / review / checking of the FPS [Please refer Table No. 3.19(Rajasthan)].

Table No. 3.19 (Rajasthan) Distribution of Respondents as per Monitoring / Review / Checking of FPS by Vigilance Committees			
Description	Urban %age	Rural %age	Total %age
Yes	0.69	0.24	0.33
No	51.38	51.11	51.17
Can't say	47.93	48.65	48.50
Total	100.00	100.00	100.00

Amongst those respondents who stated that some kind of Vigilance Committees were existing, only 0.29% of them stated that the Sarpanch was also a member of the vigilance committee / group [Please refer Table No. 3.20Rajasthan].

Table No. 3.20 (Rajasthan) Distribution of Respondents as per Sarpanch also being Member of Vigilance Committee			
Description	Urban %age	Rural %age	Total %age
Yes	0.69	0.18	0.29
No	50.92	51.53	51.40
Can't say	48.39	48.29	48.31
Total	100.00	100.00	100.00

About 0.33% of the respondents stated that some or the other official of the Food and Civil Supplies Department of the State / District / Block was visiting their FPS for inspection / monitoring, while the remaining either denied or were not knowing [Please refer Table No. 3.21Rajasthan].

Table No. 3.21 Rajasthan Distribution of Respondents as per visit of FCS officials for Monitoring			
Description	Urban %age	Rural %age	Total %age
Yes	1.15	0.12	0.33
No	49.08	50.27	50.02
Can't say	49.77	49.61	49.64
Total	100.00	100.00	100.00

Almost negligible, 0.19% of the respondents stated that their FPS has been inspected / monitored by anyone, while the remaining either denied or did not know [Please refer Table No. 3.21A Rajasthan].

Table No. 3.21 A Rajasthan Distribution of Respondents as per Monitoring/ Inspection of FPS			
Description	Urban %age	Rural %age	Total %age
Yes	0.46	0.12	0.19
No	49.31	49.85	49.74
Can't say	50.23	50.03	50.07
Total	100.00	100.00	100.00

48.12% of the respondents confirmed that they were aware of hoarding, 50.69% were not aware while the remaining 1.19% chose not to comment, again maybe being scared of facing some backlash after the survey [Please refer Table No. 3.22Rajasthan].

Table No. 3.22 (Rajasthan) Distribution of Respondents as per Awareness of Hoarding			
Description	Urban %age	Rural %age	Total %age
Yes	45.85	48.71	48.12
No	53.23	50.03	50.69
Can't say	0.92	1.26	1.19
Total	100.00	100.00	100.00

Barely about 0.10% of the respondents were aware of any stock limits imposed by the State / Central Government, while 99.05% denied knowledge of stock limits and the remaining were not aware [Please refer Table No. 3.23(Rajasthan)].

Table No. 3.23 (Rajasthan) Distribution of Respondents as per Awareness of Stock Limits			
Description	Urban %age	Rural %age	Total %age
Yes	0.23	0.06	0.10
No	98.62	99.16	99.05
Can't say	1.15	0.78	0.86
Total	100.00	100.00	100.00

None of the respondents confirmed having seen hoarding in their locality while the remaining refrained from commenting. While 50.88% said that there was no hoarding, the remaining 49.12% refrained from making any comment (possibly fearing some back lash after the survey) [Please refer Table No. 3.24(Rajasthan)].

Table No. 3.24 (Rajasthan) Distribution of Respondents witnessing Hoarding in their Locality			
Description	Urban %age	Rural %age	Total %age
Yes	0.00	0.00	0.00
No	52.76	50.39	50.88
Can't say	47.24	49.61	49.12
Total	100.00	100.00	100.00

Since almost negligible number of the respondents have confirmed having seen hoarding in their locality, therefore none of the respondents reported any incident of hoarding to any authority / official [Please refer Table No. 3.25(Rajasthan)].

Table No. 3.25 (Rajasthan) Distribution of Respondents witnessing Hoarding in their Locality and also Reporting	
Description	Total %age
Yes	0
No	100
Total	100.00

83.82% of the respondents confirmed suffering from price rise of Essential Commodities and 0.43% said that they were not, while the remaining about 15.75% refrained from commenting on this aspect [Please refer Table No. 3.26(Rajasthan)].

Table No. 3.26 (Rajasthan) Distribution of Respondents who Suffered from Price Rise of Essential Commodities			
Description	Urban %age	Rural %age	Total %age
Yes	79.49	84.94	83.82
No	0.46	0.42	0.43
Can't say	20.05	14.64	15.75
Total	100.00	100.00	100.00

None of those respondents who confirmed suffering from price rise of essential commodities, had reported their grievance regarding price rise to some Higher authority / official, while the remaining refrained from commenting on this issue [Please refer Table No. 3.27(Rajasthan)].

Table No. 3.27 (Rajasthan) Distribution of Respondents who suffered due to price rise and also reported to Higher Authorities			
Description	Urban %age	Rural %age	Total %age
Yes	0.00	0.00	0.00
No	79.95	85.12	84.06
Can't say	20.05	14.88	15.94
Total	100.00	100.00	100.00

None of the respondents was convinced that any action was taken by the Government for control of price of essential commodities [Please refer Table No. 3.28(Rajasthan)].

Table No. 3.28 (Rajasthan) Distribution of Respondents as per Action taken for Control of Price Rise			
Description	Urban %age	Rural %age	Total %age
Yes	0.00	0.00	0.00
No	1.38	1.02	1.09
Can't say	98.62	98.98	98.91
Total	100.00	100.00	100.00

87.62% respondents have confirmed that wheat was being distributed through PDS, and have received the commodity atleast once in the last 3 months, 17.42% have confirmed sugar being distributed through PDS and 57.78% have confirmed distribution of Kerosene through PDS [Please refer Table No. 3.29(Rajasthan)].

Table No. 3.29 (Rajasthan) Distribution of Respondents as per Receipt of Different items under PDS			
Description	Urban %age	Rural %age	Total %age
Wheat	86.14	93.32	87.62
Rice	0.00	0.00	0.00
Sugar	16.92	19.35	17.42
Kerosene	58.79	53.92	57.78
Any Other	0.66	1.84	0.90

Sugar is distributed only to the BPL and AAY. Total number of BPL card holder respondents were 387 and 115 in the Rural areas and in the areas in the vicinity to the Urban areas and Urban areas respectively. Total number of AAY card holder respondents were 162 and 33 in the Rural areas and in the areas in the vicinity to the Urban areas and Urban areas respectively. The % of eligible consumers getting sugar is as under

Description	Urban %age	Rural %age	Total %age
Sugar	51.37	56.76	52.51

As regards the quantity of wheat received by the respondents during last month about 90.95% received more than 8 kgs, 3.16% received between four to six kgs, 0.6% received less than two kgs and rest of the respondents received other quantities. [Please refer Table No. 3.30(Rajasthan)].

Table No. 3.30 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Wheat (for last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.25	0.70	0.60
> 2 <= 4	2.22	2.03	2.07
> 4 <= 6	4.20	2.87	3.16
> 6 <= 8	1.73	3.64	3.22
> 8	91.60	90.76	90.95
Total	100.00	100.00	100.00

As regards the quantity of wheat received by the respondents during last to last month 92.13% received more than 8 kgs, 3% received between four to six kgs and 0.09% received less than two kgs and rest of the respondents received other quantities. [Please refer Table No. 3.31(Rajasthan)].

Table No. 3.31 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Wheat (for last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.00	0.12	0.09
> 2 <= 4	1.76	2.02	1.97
> 4 <= 6	4.41	2.62	3.00
> 6 <= 8	2.20	2.98	2.81
> 8	91.63	92.26	92.13
Total	100.00	100.00	100.00

As regards the quantity of wheat received by the respondents two months ago about 92.07% received more than 8 kgs, 2.96% received between four to six kgs and rest of the respondents received other quantities. [Please refer Table No. 3.32(Rajasthan)].

Table No. 3.32 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Wheat (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	0.00	0.12	0.10
> 2 <= 4	1.83	2.06	2.01
> 4 <= 6	4.11	2.66	2.96
> 6 <= 8	2.28	3.02	2.87
> 8	91.78	92.14	92.07
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last month none of the respondents received more than 6 kgs, 2.73% received between four to six kgs, 16.39% received less than two kgs, 80.87% received in between 2 and 4 kgs and rest of the respondents received other quantities.[Please refer Table No. 3.33(Rajasthan)].

Table No. 3.33 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Sugar (last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	15.48	16.67	16.39
> 2 <= 4	79.76	81.21	80.87
> 4 <= 6	4.76	2.13	2.73
> 6 <= 8	0.00	0.00	0.00
> 8	0.00	0.00	0.00
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents during last to last month none of the respondents received more than 6 kgs, about 1.19% received between four to six kgs, about 25% received less than two kgs and 73.81% received between two to four kgs and rest of the respondents received other quantities.[Please refer Table No. 3.34(Rajasthan)].

Table No. 3.34 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Sugar (last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	15.79	27.69	25.00
> 2 <= 4	78.95	72.31	73.81
> 4 <= 6	5.26	0.00	1.19
> 6 <= 8	0.00	0.00	0.00
> 8	0.00	0.00	0.00
Total	100.00	100.00	100.00

As regards the quantity of sugar received by the respondents two months ago about 1.28% received between four to six kgs and 25.64% received less than two kgs and 73.08% received between two to four kgs and rest of the other respondents received other quantities. [Please refer Table No. 3.35(Rajasthan)].

Table No. 3.35 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Sugar (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	16.67	28.33	25.64
> 2 <= 4	77.78	71.67	73.08
> 4 <= 6	5.56	0.00	1.28
> 6 <= 8	0.00	0.00	0.00
> 8	0.00	0.00	0.00
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents during last month 1.07% received more than 8 litres, 0.08% received between six to eight litres, 1.15% received between four to six litres, 5.69% received less than two litres and 92% received between two to four Litres [Please refer Table No. 3.36(Rajasthan)].

Table No. 3.36 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Kerosene (last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	12.39	4.09	5.69
> 2 <= 4	86.32	93.36	92.00
> 4 <= 6	0.43	1.33	1.15
> 6 <= 8	0.00	0.10	0.08
> 8	0.85	1.12	1.07
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents during last to last month 0.93% received more than 8 litres, none received between six to eight litres, 1.08% received between four to six litres, 4.48% received less than two litres and 93.51% received between two to four litres [Please refer Table No. 3.37(Rajasthan)].

Table No. 3.37 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Kerosene (last to last month) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	13.68	2.45	4.48
> 2 <= 4	84.62	95.47	93.51
> 4 <= 6	0.85	1.13	1.08
> 6 <= 8	0.00	0.00	0.00
> 8	0.85	0.94	0.93
Total	100.00	100.00	100.00

As regards the quantity of kerosene received by the respondents 2 months ago none received between six to eight litres, 1.1% received between four to six litres, 93.57% received between two to four litres [Please refer Table No. 3.38(Rajasthan)].

Table No. 3.38 (Rajasthan) Distribution of Respondents as per Receipt of Quantity of Kerosene (two months ago) under PDS			
Description	Rural %age	Urban %age	Total %age
< = 2	13.91	2.29	4.39
> 2 <= 4	84.35	95.60	93.57
> 4 <= 6	0.87	1.15	1.10
> 6 <= 8	0.00	0.00	0.00
> 8	0.87	0.96	0.94
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of wheat from the FPS 21.28% have paid more than Rs. 8/- per kg, 0.05% have paid between Rs. 6/- to Rs.8/- per kg, 0.05% have paid between Rs. 4/- to Rs. 6/- per kg, 0.55% have paid between Rs. 2/- to Rs. 4/- per kg and majority 78.07% have paid less than equal to Rs. 2/- per kg [Please refer Table No. 3.39(Rajasthan)].

Table No. 3.39 (Rajasthan) Distribution of Respondents as per Price / kg paid for purchase of Wheat to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 2	75.80	78.71	78.07
> 2 <= 4	0.99	0.42	0.55
> 4 <= 6	0.00	0.07	0.05
> 6 <= 8	0.00	0.07	0.05
> 8	23.21	20.73	21.28
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of sugar from the FPS 14.75% have paid more than Rs. 20/- per kg, 13.93% have paid between Rs. 15/- to Rs.20/- per kg, 45.9% have paid between Rs. 10/- to Rs. 15/- per kg, 0.82% have paid less than equal to Rs. 5/- per kg [Please refer Table No. 3.40(Rajasthan)].

Table No. 3.40 (Rajasthan) Distribution of Respondents as per Price / kg paid for purchase of Sugar to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 5	2.38	0.35	0.82
> 5 <= 10	32.14	22.34	24.59
> 10 <= 15	39.29	47.87	45.90
> 15 <= 20	11.90	14.54	13.93
> 20	14.29	14.89	14.75
Total	100.00	100.00	100.00

As regards the amount per kg paid by the respondents for purchase of Kerosene from the FPS 76.59% have paid between Rs. 15/- to Rs. 20/- per litre, 4.29% have paid between Rs. 10/- to Rs.15/- per litre, 0.66% have paid between Rs. 5/- to Rs. 10/- per litre, 0.82% have paid less than equal to Rs. 5/- per litre [Please refer Table No. 3.41(Rajasthan)].

Table No. 3.41 (Rajasthan) Distribution of Respondents as per Price / Lts. paid for purchase of Kerosene to the FPS			
Description	Rural %age	Urban %age	Total %age
< = 5	1.28	0.72	0.82
> 5 <= 10	1.28	0.51	0.66
> 10 <= 15	5.13	4.09	4.29
> 15 <= 20	72.22	77.63	76.59
> 20	20.09	17.06	17.64
Total	100.00	100.00	100.00

Almost all the respondents are receiving the ration from FP shop. [Please refer Table No. 3.42(Rajasthan)].

Table No. 3.42 (Rajasthan) Distribution of Respondents as per Place of Receipt of Different items under PDS			
Description	Urban %age	Rural %age	Total %age
Home	0.24	0.07	0.10
Panchayat Office/Municipal Office	0.00	0.00	0.00
School Building	0.24	0.39	0.36
Other Public Place	0.00	0.07	0.05
Any Other (FPS shop)	99.52	99.48	99.49
Total	100.00	100.00	100.00

57.13% of all the respondents stated that the distance of place of receipt of ration was within about 1 km from their place of stay, while a substantial number had to travel a long distance to collect the ration. [Please refer Table No. 3.42 A (Rajasthan)].

Table No. 3.42 A (Rajasthan) Distribution of Respondents as per Distance traveled to Receive Ration			
Description	Urban %age	Rural %age	Total %age
< 1 kms	61.24	56.01	57.13
> 1 <= 2 kms	17.94	24.28	22.92
> 3 <= 4 kms	4.78	10.51	9.28
> 4 <= 5 kms	6.46	1.63	2.67
> 5 kms	9.57	7.57	8.00
Total	100.00	100.00	100.00

80.96% respondents stated that they were themselves going to collect their own ration, while in remaining cases the spouse / son/ daughter and other family members were going [Please refer Table No. 3.43(Rajasthan)].

Table No. 3.43 (Rajasthan) Distribution of Respondents as per Person who received the Ration			
Description	Urban %age	Rural %age	Total %age
Self	82.54	80.52	80.96
Spouse	14.35	15.54	15.29
Son / Daughter	3.11	3.61	3.50
Grand Son / Grand Daughter	0.00	0.20	0.15
Other Relatives	0.00	0.07	0.05
Friends	0.00	0.00	0.00
Middleman	0.00	0.00	0.00
Any Other	0.00	0.07	0.05
Total	100.00	100.00	100.00

81.43% respondents said that they were making 1 to 2 visits to their respective FPS for getting their ration and 18.57% stated making more than 3 visits to get their due ration [Please refer Table No. 3.44(Rajasthan)].

Table No. 3.44 (Rajasthan) Distribution of Respondents as No. of Visits made to their FPS for getting Ration			
Description	Urban %age	Rural %age	Total %age
<= 2 visits	80.82	81.59	81.43
> 2 <= 4 visits	18.94	18.41	18.52
> 4 <= 6 visits	0.24	0.00	0.05
> 6 <= 8 visits	0.00	0.00	0.00
> 8 visits	0.00	0.00	0.00
Total	100.00	100.00	100.00

SECTION – II

State-wise Details of Main Relevant Acts / Control Orders

This Section provides the state-wise details of the main relevant Acts / Control Orders, as has been informed to us by concerned officials (excepting Rajasthan Government, which has till date not provided details in requisite format).

STATE – UTTAR PRADESH

As per the information provided to us by the State Government of Uttar Pradesh through their District Supply Officer, Ghaziabad, the following Control orders are currently applicable in the state of Uttar Pradesh :

1. Uttar Pradesh Scheduled Commodities Distribution Order, 2004 (Please refer Annexure 3.1(UP) of Volume-II, for details)
2. Uttar Pradesh Scheduled Commodities Dealers (Licensing and Restriction on Hording) Order, 1989 (Annexure 3.2(UP) of Volume-II, for details)
3. UP Kerosene Control Order 1962 (Please refer Annexure 3.3 (UP) of Volume-II, for details)
4. UP High Speed Diesel oil Light Diesel Oil (Maintenance of Supply and Distribution order 1981 (Please refer Annexure 3.4(UP) of Volume-II, for details)
5. The Uttar Pradesh Food Grains And other Essential Articles Distribution, 1977
6. High Speed Diesel Oil and Light Diesel Oil (Restriction on use) Order, 1974 (Please refer Annexure 3.5(UP) of Volume-II, for details)
7. The LPG (Regulation of Supply and Distribution) Order 2000

Further, the following Government Orders are also currently applicable :

1. G.O. for Prevention of use of Domestic Gas Cylinder / LPG for Commercial Purposes and or Blackmarketing (Please refer Annexure 3.6(UP) of Volume-II, for details)
2. G.O. for Inspection / Raids and Sample Testing at Petrol and Diesel Pumps (Please refer Annexure 3.7(UP) of Volume-II, for details)
3. G.O. for Market Discipline Guidelines 2013 – Duties of SKO Dealers : Kerosene Supplies Under Public Distribution System (Please refer Annexure 3.8(UP) of Volume-II, for details)
4. G.O. pertaining to Roles and Responsibilities of the FPS Dealer/ Owner (Please refer Annexure 3.9(UP) of Volume-II, for details)
5. G.O. Pertaining to Recovery of Bogus Ration Cards (As per the Directives of the Hon'ble Supreme Court) (Please refer Annexure 3.10(UP) of Volume-II, for details)
6. G.O. pertaining to items to be Displayed on the Display Board in the FPS (Please refer Annexure 3.11(UP) of Volume-II, for details)

Salient Details of various Control Orders and GOs

Some of the Salient Features / Details w.r.t to these Control Orders and GOs are as follows :

The Uttar Pradesh Scheduled Commodities Distribution Order, 2004

The Uttar Pradesh Scheduled Commodities Distribution Order, 2004 has been issued by the State of Uttar Pradesh in exercise of the powers conferred under Section 3 of the Essential Commodities Act 1955, for the purpose of maintaining supplies of foodgrains and other Essential Commodities and for securing their equitable distribution and availability at fair prices.

Vide this order, procedure for setting up an FPS and running of FPS have been prescribed. This order also specifies the procedure for identification of families living below the poverty line, issue of ration cards, procedure for the change in the ration card, quantities per unit to be prescribed to the ration card holders, action

for false presentation and keeping in possession of invalid ration card, report about change in number of units in the ration card, procedure of issue of duplicate ration cards in case of loss etc., validity of the ration card, elimination of bogus ration cards and units, prohibition of use of ration cards for identity purposes and monitoring of the working of the FPS by the concerned officers of the department in accordance with the orders issued by the State Government.

This order also vests in the competent authority, the power of entry, search and seizure etc. Any Government officer may be authorized, under this order, for inspection of the shops. Besides, this order also lays down the penalty for contravention of the provisions of this order. The order also provides for an appeal against the order of the authorities. To strengthen and improve PDS, decisions have been taken by the State Government and directions have been issued from time to time to commissioners and collectors to implement the decisions of the Government and to ensure compliance so that the consumers can get the essential commodities on the fixed rates and in time. One such instruction was vide letter no. 3674/29-7-97-6(K.O.)/90 dated 18.12.2007.

The detailing of this order has been given section-wise under the following heads (sections) :

1. Short title, extent and commencement
2. Definition
3. Setting up for fair price shop
4. Running of fair price
5. Identification of families living below the poverty line.
6. Ration Card
7. Amendment etc, of Ration Card.
8. Quantity per unit to be prescribed.]
9. Quantities that may be purchased on Ration Card.
10. False presentation and keeping in possession of invalid Ration Card.
11. Dishonest application for Ration Card.
12. Duty to deliver up invalid card.
13. Report about change in number of unit.
14. Increase in number of unit etc.
15. Issue of duplicate Ration Card in case of loss etc.
16. Entry on the Ration Card and keeping registers etc.
17. Prohibition on keeping of Ration Card by distributor and use of bogus Ration Card.
18. Validity of Ration Card.
19. Elimination of bogus Ration Card and units.
20. Prohibition for use of the card in relation to nationality.
21. Monitoring with the accordance with the order issued by the State Government.
22. Power of entry, search, seizure, etc.
23. Power of State of Government to authorize any person to inspect etc.
24. Unlawful Ration Cards.
25. Condition to be observed by the agent.
26. Ben of transfer of Agency.
27. Penalty.
28. Appeal.
29. Protection of action taken under order.
30. Savings.
31. Provision of the order to prevail over previous orders of State Government.

The Uttar Pradesh Scheduled Commodities Dealers (Licensing and Restriction on Hording) Order, 1989.

The detailing of this order has been given section-wise under the following heads (sections) :

- 1- Short title extent.
- 2- Definition
- 3- Licensing of dealers and commission Agent.
- 4- Issue of License.
- 5- Period of License and fees.
- 6- Deposit of Security.
- 7- Power to refuse the license
- 8- Contravention of conditions of license.
- 9- Forfeiture of security deposit.
- 10- Appeal.
- 11- Restriction on procession of Scheduled commodities.
- 12- Power to exempt.
- 13- Power to remove difficulties.

- 14- Power of entry search seize etc.
- 15- Rescission and Saving.

The Uttar Pradesh Food Grains And other Essential Articles Distribution, 1977

The detailing of this order has been given section-wise under the following heads (sections) :

1. Short title, extent and commencement.
2. Definitions.
3. Sale only through authorized retail distributor.
4. Restriction on sale of other commodity.
5. Distributors, obligation to sell.
6. Duty to observe business hours.
7. Price to be charged.
8. Preparation of identity cards.
9. Contents of identity cards.
10. Amendment etc. of identity cards.
11. Quantity per unit to be prescribed.
12. Quantities that may be purchased on identity card.
13. False presentation and keeping in possession of invalid identity cards.
14. Dishonest application for identity card.
15. Duty to deliver up invalid identity cards.
16. Report about change in number of individuals.
17. Increase in number of units etc.
18. Issue of duplicate identity card in case of loss etc.
19. Entry on the identity card and keeping of registers, etc.
20. Prohibition on keeping of card by distributor.
21. Prohibition on the use of bogus identity cards etc.
22. Ban on transfer of agency.
23. Maintenance of accounts, etc.
24. Display of notices.
25. Power of entry, search, seizure, etc.
26. Power of State Government to authorize any person to inspect, etc.
27. Unlawful identity cards.

U.P. Kerosene Control Order, 1962

The detailing of this order has been given section-wise under the following heads (sections) :

1. Short title, extent and commencement.
2. Definition.
3. Registration on sale and storage.
4. Price control.
5. Application for license.
6. Number of criteria for licenses.
7. Form of conditions of license.
8. Period of License and renewal.
9. Duplicate license.
10. License fee.
11. Forfeiture of security, suspension and cancellation of and refusal to renew license.
12. Appeal.
13. Restriction on utilization of kerosene.
14. Powers of licensing authority, etc.
15. Repeal.
16. Savings.

High Speed Diesel Oil and Light Diesel Oil (Restriction on use) Order, 1974.

The detailing of this order has been given section-wise under the following heads (sections) :

1. Short title, extent and commencement.
2. Definitions.
3. Restriction on use of High Speed Diesel Oil and Light Diesel Oil.
4. Power of entry, search and seizure.

The LPG (Regulation of Supply and Distribution) Order 2000

The detailing of this order has been given section-wise under the following heads (sections) :

1. Short title and commencement.
2. Definition.
3. Restriction on unauthorized possession, supply and consumption of liquefied petroleum gas.
4. Restriction on storage and transport of liquefied petroleum gas.
5. Restriction on sale or distribution of liquefied petroleum gas below or in excess of the standard weight.
6. Prohibition on carrying unauthorized business of selling L.P.G.
7. Possession, supply or sale of liquefied petroleum gas equipments.
8. Display of stock and price of liquefied petroleum gas.
9. Procurement, storage and sale of liquefied petroleum gas by a distributor.
10. Maintenance of register, account books by a distributor.
11. Assessment and certification rating of parallel marketers.
12. Maintenance of records and furnishing of information by parallel marketer.

Field Observations

G.O. for Prevention of use of Domestic Gas Cylinder / LPG for Commercial Purposes and or Blackmarketing

As per the observations and reports during the field visits the menace of Black Marketing of the LPG and use of domestic LPG cylinders for commercial purposes is still going on and probably in a rampant manner. Though the District level officials are conducting raids and confiscating the cylinders (to a limited extent), but possibly due to the shortage of manpower and the large geographical area to be covered, the steps taken by the officials are not bringing desired results.

G.O. for Inspection / Raids and Sample Testing at Petrol and Diesel Pumps

The District Officials could not provide any data with respect to conduction of inspections of the petrol pumps in District Ghaziabad. As per the officials it is very difficult to form a collective team of officials from various departments as per the guidelines for undertaking such raids, unless there are specific directives from the State Government.

G.O. for Market Discipline Guidelines 2013 – Duties of SKO Dealers : Kerosene Supplies Under Public Distribution System

Distribution of PDS Kerosene in the State of Uttar Pradesh is under 3-tier system. In the 1st tier, supplies of PDS Kerosene are received by the Wholesale Dealers from Oil Marketing Companies on ex-Mi basis, through tank trucks arranged by them. The tank truck at the Wholesale Dealer's premise is necessarily decanted in the storage tank(s) under the Joint supervision, of a team of Officers of the State Government, comprising of one Gazetted Officer & the Supply inspector nominated by the District Magistrate.

In the 2nd tier, the Fair Price Shops (FPSs) linked with the Wholesale Dealer are allotted up to 2400 Itrs or more in case of any exigency, of PDS Kerosene from that Wholesale Dealer, which is to be uplifted in 12 barrels of 200 Itrs in one go. Distribution to the FPSs from the Wholesale dealer is done in presence of one Supply/ Revenue Official, as nominated by the District Magistrate. In case of any Fair Price Shop (FPS) requires to exceed 2400 liters quota, appointment of new FPS in that area is done by the State Govt.

In the 3rd tier, the receipt of PDS Kerosene by the FPSs is supervised/ certified by Supply Inspector/ Lekhpal/Gram Panchayat Adhikari. The Retailer gives advance intimation to the Lekhpal & Gram Panchayat Adhikari (in rural areas) and to the Supply Inspector (in the urban areas) about the date wise quantities to be uplifted by him from the Wholesale Dealer, who have been entrusted with the responsibility of verification at FPS's level. An empowered committee of Government Officials issues a certificate to the FPS for quantities distributed by him. Only upon production of this certificate by the FPS, further quantity is issued to him by the Wholesale Dealer.

The upliftment of PDS Kerosene by the Wholesale Dealers, from the supply points of Oil Marketing Companies, commences from the first day of the month, as there is not much variation in Wholesale Dealer allocation from month to month. To ensure consistent availability, MOP & NG has laid down the following norms for upliftment of PDS Kerosene by the Wholesale Dealers:

- 60% of allocations to be uplifted by 10th of the month
- 85% of allocations to be uplifted by 17th of the month

- 100% of allocations to be uplifted by 25th of the month

The above pattern has been modified in the State of Uttar Pradesh, wherein 85% of the allocation of PDS Kerosene is to be uplifted by 15th of the month and balance by 20th of the month

G.O. pertaining to Roles and Responsibilities of the FPS Dealer/ Owner

It has been reported that the FPS Dealers rarely show any of their documents to the villagers or the vigilance committees. There is no specified time when these records can be checked by the Villagers / GP / VCs, etc. The FPS Dealers as a general practice do not display the samples of the grains being distributed to the consumers. It has also been reported that the FPS Dealers try their best not to take the RTI fees, to avoid the liability of showing any documents under RTI's purview / regulations.

G.O. Pertaining to Recovery of Bogus Ration Cards (As per the Directives of the Hon'ble Supreme Court)

During the course of the survey it has been brought to the notice that almost in every village 10 to 15% bogus cards / card holders are there (in some villages it is much more). It also appeared that many of the villagers had managed to get the BPL status though they did not seem to be eligible for the same, while many poor and seemingly deserving people who should have actually been categorized under BPL category were allocated APL cards. It is also alleged that the FPS Dealer hardly took action / did anything about the bogus cards, inspite of the fact that they were aware of this malpractice, probably because the FPS Dealer does not want to worsen his relations with the powerful villagers adopting this practice.

G.O. pertaining to items to be Displayed on the Display Board in the FPS

In few of the surveyed villages, information was displayed through wall writings. In some of the villages the information was lacking as nothing was displayed on the walls of the FPS.

Items to be displayed as per PDS Control Order 2001	Kalchina	Tauri-13	Amipur Badaila	Bhojpur	Yusufpur N.Bair
	1	2	3	4	5
Name of Shop	Yes	Yes	Yes	Yes	Yes
Total no. of Ration card holders	Yes	Yes	Yes	No	No
Total no. of APL card holders	No	No	No	No	No
Total no. of AAY card holders	Yes	No	No	No	No
Total no. of BPL card holders	Yes	No	No	No	Yes
Quantity of stock available	No	Yes	Yes	No	Yes
Price of Commodities	No	Yes	Yes	No	Yes
Volume of Commodities sold under PDS	No	No	No	No	Yes

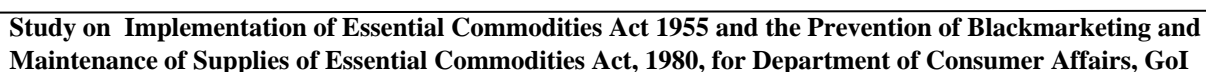
Items to be displayed as per PDS Control Order 2001	Khora- labour chowk Anuj Kumar RC 11011 Bharat Nagar	Khanpur Jobti	Khora colony pushta 2 (Satinder)	Khora colony Anil vihar (Ramesh Chand Dubey)	Ashlatpur Faruk Nagar
	6	7	8	9	10
Name of Shop	Yes	Yes	Yes	No	Yes
Total no. of Ration card holders	No	No	Yes	No	No
Total no. of APL card holders	No	No	Yes	No	No
Total no. of AAY card holders	No	No	Yes	No	Yes
Total no. of BPL card holders	No	No	Yes	No	Yes
Quantity of stock available	Yes	No	Yes	No	Yes
Price of Commodities	Yes	Yes	Yes	No	Yes
Volume of Commodities sold under PDS	Yes	No	Yes	No	Yes

Items to be displayed as per PDS Control Order 2001	Jalalabad	Dasna Dehat	Masoori	Noorpur	Kanauja
	11	12	13	14	15
Name of Shop	Yes	Yes	No	Yes	No
Total no. of Ration card holders	No	No	No	No	No
Total no. of APL card holders	No	No	No	Yes	No
Total no. of AAY card holders	No	No	No	Yes	No
Total no. of BPL card holders	No	No	No	No	No
Quantity of stock available	No	No	No	Yes	No
Price of Commodities	No	Yes	No	Yes	No
Volume of Commodities sold under PDS	No	No	No	Yes	No

PHOTOGRAPHS OF DISPLAYED MATTER ON DISPLAY BOARDS



क्र.सं.	योजना का नाम	मद	दय माजान बना
1.	APL / BPL	गेहूँ एवं चावल	17 रु. प्रति कु. व खाली वारदाना
2.	अन्तोदय अन्न योजना	गेहूँ एवं चावल	6 रु. // // // // //
3.	BPL / अन्तोदय अन्न योजना	चीनी	8. 85 रु. // // // // //
4.	APL / BPL / अन्तोदय अन्न योजना	मिट्टी तेल	1 कमीशन- 17 पैसे/लीटर 2 हैंडलिंग चार्जिज 20 पैसे/ली. 3. परिवहन व्यय- 1-20 कि.मी. तक 15 पैसे / लि. 2 20 कि.मी. से अधिक 20 पैसे/लि.



OTHER FIELD OBSERVATIONS

Most of the Dealers by themselves are trying to distribute the ration fairly due to less allocation of ration for APL House Holds. They have made a rule that the HH which are relatively poor in the APL category will be getting ration every month or regularly with the concurrence of Panchayat or Sarpanch. Every prosperous HH of APL will get ration in every second month. This will ensure fair distribution of ration and will also ensure smooth functioning of PDS system in UP.

For Fair distribution of ration most of the Panchayats have formed a vigilance committee under the chairmanship of Sarpanch which includes the members of Panchayat and Gram Sabha, who regularly monitor the FPS and are also present in the FP shop when the stock is received by the FPS Dealer from the transporter.

Community Participation for Fair Distribution of Ration to Poor

GP Kalchina in Modi Nagar Tehsil, is dominated by Muslim population. (Sarpanch is Muslim and Dealer is Muslim) GP Taoditera is also dominated by Muslim population (Sarpanch is Muslim and Dealer is Muslim), Biswa, Yousufpur, Bhojpur the dealer along with the Panchayat and the villagers have decided to give ration to poor (Widows, widower, person who is having only daughters, handicapped, etc) on priority basis every month and the prosperous to take ration after every two or three months.

Dealer Mukarram of Yusufpur Nangla called a meeting of the villagers and discussed the marriage of a poor girl. He allotted sugar from the quota of all the beneficiaries and gave a 25kg by cutting 1 kg sugar of the other villagers after their consent.

Transparency

Many fair price shops have wall paintings containing the list of cardholders of BPL and AAY.

Contact numbers of DSO, SDM and Inspectors are also mentioned in the wall paintings.

Many Panchayats have formed a vigilance committee under the Chairmanship of Sarpanch which includes the members of Panchayat and Gram Sabha. The names and contact numbers of the vigilance committee members are also painted in the FP shops.

FP shops mostly are open six days in a week from 9 am to 5 pm.

Monitoring and Inspection

As per the responses of the Dealers, targets have been fixed for the officers of district level, field level.

District level – District Supply Officer has to inspect minimum 9 shops every month.

Area Level- Area Inspector has to monitor all the FP shops of their jurisdiction within 3 months.

All the Dealers have maintained a log book having the details of the inspections done by the officers.

Operational Observations

1- Dealers are on commission basis, and they deduct their commission from the Demand Draft they submit to the Department viz-a-viz the allocation they receive.

2- Dealers are allowed to check the quantity and quality of ration at the warehouse and also at the time of loading in the transport vehicle.

3- There is a mechanism in UP that if the dealer is not getting the full quantity of stock, he can report it to the Inspector. Usually the Inspector is present when the unloading is done. The inspector will conduct an enquiry and if the claims of the Dealer are correct, the Inspector will order the RFC to give the full quantity to the Dealer.

4- Districts Magistrate is empowered to send any officer from Block or Panchayat level to check the quality and quantity of ration and also keep a check that the distribution is done in a fixed time frame of 1st to 4th of every month to the FPS shop from the from warehouse/ godown.

5- All the Area Inspectors have to check that all the PDS shops in their jurisdiction receive their allocation within the fix time frame from 23rd to 30th every month.

STATE – DELHI

As per the information provided to us by the NCT of Delhi through their various officials of the Department of Food and Civil Supplies, the following Control orders are currently applicable in the NCT of Delhi :

1. Delhi Specified Articles (Regulation of Distribution Order 1981) (Please refer Annexure 3.1 (Delhi) of Volume-II, for details).
2. Public Distribution System Control order 2001 (Please refer Annexure 3.2 (Delhi) of Volume-II, for details).
3. Delhi Kerosene Oil (Export & Price) control order 1962.
4. Liquefied Petroleum Gas(Regulation of Supply & Distribution) 2000 (Please refer Annexure 3.3 (Delhi) of Volume-II, for details).
5. Delhi Essential Articles (Price Control) order 1977.
6. Delhi display of price and stocks of scheduled essential commodities order 1977.

Further, the following Government Orders are also currently applicable :

1. Monthly Inspection of the FPS
2. Guidelines for PDS outlets (Please refer Annexure 3.4 (Delhi) of Volume-II, for details).
3. Guidelines for allotment of PDS outlets.

Salient Details of various Control Orders and GOs

Some of the Salient Features / Details w.r.t to these Control Orders and GOs are as follows :

The Public Distribution System (Control) Order, 2001

The Public Distribution System (Control) Order, 2001 has been issued by the Central Government in exercise of powers conferred by Section 3 of the Essential Commodities Act, 1955 for maintaining supplies and securing availability and distribution of essential commodities under the Public Distribution System. The said Order has been amended in 2004.

Liquefied Petroleum Gas(Regulation of Supply & Distribution) 2000

Liquefied Petroleum Gas (Regulation of Supply and Distribution) Control Order 2000 issued under the Essential Commodities Act-1955 bans unauthorised possession, supply and consumption of LPG, as well as unauthorised storage and transport of LPG. There is also ban on the sale and distribution of LPG cylinders below or in excess of the standard weight.

The various sections of the Control order are as follows :

- 1- Short title and commencement.
- 2- Definitions.
- 3- Restriction on unauthorized possession, supply and consumption of liquefied petroleum gas.
- 4- Restriction on storage and transport of liquefied petroleum gas.
- 5- Restriction on sale or distribution of liquefied petroleum gas below or in excess of the standard weight.
- 6- Prohibition on carrying unauthorized business of selling LPG.
- 7- Possession, supply or sale of liquefied petroleum gas equipments.
- 8- Display of stock and price of liquefied petroleum gas.
- 9- Procurement, storage and sale of liquefied petroleum gas be a distributor.
- 10- Maintenance of register, account books by a distributor.

- 11- Assessment and Certification Rating of parallel marketers.
- 12- Maintenance of records and furnishing of information by parallel marketer.
- 13- Power of entry, search and seizure.
- 14- Overriding effect of the order.
- 15- Power to exempt.
- 16- Repeal and saving.

The Delhi Specified Articles (Regulation of Distribution) Order, 1981

The Delhi Specified Articles (Regulation of Distribution) Order, 1981 has been issued by the Administrator of Delhi in exercise of the powers conferred by Section 3(2)(d) of the Essential Commodities Act, 1955, for the purpose of maintaining supplies and securing equitable distribution of essential commodities in Delhi.

The various sections of the Control order are as follows :

- 1- Short title and Commencement.
- 2- Definition
- 3- Issue of authorization to wholesalers and fair price shop holders.
- 4- Suspension/ cancellation of authorization.
- 5- Termination of authorization.
- 6- Appeal.
- 7- Cancellation of authorization upon conviction.
- 8- Supply by wholesaler.
- 9- Supply by fair price shop holders.
- 10- Powers to issue authorized documents.
- 11- Procedure for obtaining consumer cards.
- 12- Power to issue special permits.
- 13- Prohibition to obtain consumers card by the Armed service.
- 14- Power to issue Establishment permits to Establishment.
- 15- Availability of Authorized Document.
- 16- Procedures for obtaining supplies against consumer cards.
- 17- Formation of circle.
- 18- Power to call for information and records.
- 19- Instructions to Fair Price shop Holder.
- 20- Instructions to authorized wholesalers.
- 21- Power to authorize supply and distribution of specified articles otherwise then by means of authorized documents.
- 22- Exemption.
- 23- Delegation of powers by the Administrator.
- 24- Powers to issue directions.
- 25- Powers to enter and inspect premises require information check accounts and seize articles etc.
- 26- Repeal and savings.

Clause 24(1) of the Delhi Specified Articles Order, 1981 provides that the Administrator/ Commissioner may by a notification in the Official Gazette issue general directions for the purpose of giving effect to the provisions of the Order. Clause 24(2) provides that any contravention of such directions will be deemed to be a contravention of the Order. The Circulars/Orders/Instructions etc. which have been issued by the Office of the Commissioner Food Supplies and Consumer Affairs for the purpose of regulating different aspects of the Public Distribution System are issued in exercise of the power conferred under the aforementioned provision of the Delhi Specified Articles Order.

Clause 25(1) of the Delhi Specified Articles Order, 1981 empowers the Commissioner or the Deputy Commissioner or any Magistrate or any officer of the Food and Supplies Department not below the rank of Sub Inspector or person or body of persons authorised by the Commissioner in this behalf to inter-alia inspect stocks, books, accounts or other documents pertaining to dealing in specified articles

and for the purpose of such inspection enter to break- open or seal if necessary any premises used or believed to be used for the sale or distribution or storage of any specified articles on the premises of an establishment.

Clause 25(2) provides that the provisions of Section 100 Cr.P.C. will be applicable to searches and seizures made under this Clause.

The Delhi Specified Articles Order, 1981 provides under Clause 6(1) that a person who is aggrieved by the cancellation/recession of the license/authorization in respect of an FPS or the forfeiture of his/her security deposit by the Deputy Commissioner under Clause 4(1) or (2) may prefer an appeal before the Commissioner within 30 days of receipt of the order. Clauses 6(2) to 6(6) deal with the procedure for filing and disposal of the appeal. Clause 6(7) provides that any person who is aggrieved by an order passed suo moto by the Commissioner revising an order passed by the Deputy Commissioner may file an appeal to the Financial Commissioner, Delhi. Clause 6(8) empowers the Administrator to call for and examine the records of any proceeding before the Deputy Commissioner, Commissioner or any other Officer and pass such orders as he may deem fit.

GO for Monthly Inspections of FPS

As per departmental order of April 2005, the officers of the department are required to conduct monthly inspection of FPS/KOD as under:

Sl. No.	Officials	No. of inspections to be conducted per year FPS/KODs
01.	Areas Inspector	180
02.	FSO	120
03.	Asstt. Commissioner	84
04.	Addl. Commissioner	60
Total		444

http://saiindia.gov.in/english/home/Our_Products/audit_report/Government_Wise/state_audit/recent_reports/Delhi/2008/Civil/Civil_Delhi_2008/vol_1_chap_5.pdf, <http://pdscvc.nic.in/regulation-dist.htm>

Delhi display of price and stocks of scheduled essential commodities order 1977

Mandatory Information to be displayed by the P.D.S. Outlet is as follows :

- License/Name and number of Authority Letter;
- Stock as on date;
- Weekly Off;
- Rates of Commodities;
- Samples of sugar, wheat and rice;
- Timing of Fair Price Shop i.e. 9 am to 1 pm and 3pm to 7 pm on all working days of the concerned area.
- Procedure for making complaint.
- List of BPL/AAY beneficiaries
- Entitlement of commodities for BPL/AAY/APL
- Scale of issue
- Stock of essential items/SFAs received during the month
- Information about inspection of record by any citizen on every Saturday except for second Saturday between 2PM to 5PM. Commodities.
- Name & Telephone No. of FSO
- Name & Telephone No. of Zonal Assistant Commissioner
- Name & Telephone No. of A.S.

The FP Shops are not displaying all the information as per the order. The FPS are displaying the following :

Items to be displayed as per PDS Control Order 2001	Roop Nagar	Lalbagh	Gur mandi	Lal Bagh (Ajadpur)	Bakner	Tikrikhurd
	1	2	3	4	5	6
Name of Shop	Yes	Yes	Yes	Yes	No	No
Total no. of Ration card holders	No	Yes	Yes	No	No	No
Total no. of APL card holders	No	No	No	No	No	No
Total no. of AAY card holders	No	No	No	No	No	No
Total no. of BPL card holders	No	No	No	No	No	No
Total no. of JRC card holders	No	No	No	No	No	No
Quantity of stock available	No	Yes	Yes	No	No	No
Price of Commodities	No	Yes	Yes	No	No	No
Volume of Commodities sold under PDS	No	No	No	No	No	No

Items to be displayed as per PDS Control Order 2001	Samaypur	Nangali Puna	Swatantra nagar-Narela	Bakhtiyarpur	Homla mbikalan	Lalbagh Mukundpur
	7	8	9	10	11	12
Name of Shop	Yes	Yes	Yes	Yes	Yes	Yes
Total no. of Ration card holders	No	No	No	No	No	No
Total no. of APL card holders	No	No	No	No	No	No
Total no. of AAY card holders	No	No	No	No	No	No
Total no. of BPL card holders	No	No	No	No	No	No
Total no. of JRC card holders	No	No	No	No	No	No
Quantity of stock available	No	No	Yes	Yes	Yes	Yes
Price of Commodities	Yes	Yes	Yes	Yes	Yes	Yes
Volume of Commodities sold under PDS	No	No	Yes	Yes	Yes	No

PHOTOGRAPHS OF DISPLAYED MATTER ON DISPLAY BOARDS



PHOTOGRAPHS OF DISPLAYED MATTER ON DISPLAY BOARDS



Field Observations

- **Monitoring :** Monitoring / inspections of the FPS are not done in accordance to the various provisions of the PDS Control order 2001 / Delhi Specified Articles (Regulation of Distribution) Order, 1981. The Officials hardly visit the FP shops for inspection. They usually call the Dealer to the office to discuss the various modalities.
- FPS Dealers couldnot show any records which could ascertain that the Higher level officials had visited their FP shops in the last few months.
- Selection of the dealers/ the appointment of the dealers/ size of the shop/ location of the house of the dealer, usually donot comply the various provisions/ regulations of Government orders.
- Many of the Dealers are having multiple businesses, politically connected and occupy various posts in various political parties.
- Most of the dealers are not aware of the various provisions of the ECA Act and the various control orders.
- Atta Chakki was adjacent to the FP shop in Roopnagar. No display board is there in the shop. He opens the shop as per his wishes. The shop is in the name of Asha Ram, who has died many years back, but as per the respondents, now it is being run by some Ashok on commission basis.
- Display Boards as per the specifications, were not there in many of the surveyed FPS shops.
- In Tikari Khurd the FPS dealer is not distributing the ration to all the consumers and is behaving very badly with the poor consumers. The FPS dealer did not show his records and did not turn up for the survey and ran away from the shop to evade the survey and giving details of the FPS. He doesnot open the shop. As per the respondents, Police came 5-6 days back, but they went back after taking some compensation and did not listen to the complains of the consumers. They have complained to the FSO also, but he also has not taken any action against the FPS dealer. The area is predominantly Muslim area and the consumers are very poor.
- The dealer of Ajadpur (Lalbagh) was in jail for some dowry case. His dealership has not been suspended or cancelled and his jija was running the FPS.
- For last 3-4 months, FP shop of Dharamvir Om Prakash (Village Bakner in Narela) is run at a distance of around 2 kms away from the previous distribution centre.
- No grievance register is maintained in the FPS.
- In Delhi, rice and wheat are distributed by the FPS Dealer. Since the price of the rice is higher the dealer mostly tries to give wheat to the BPL and AAY HHs. The left over rice is sold in the market, at higher price, to the other shop keepers.
- PDS is not covering all the HHs. This is because the old cards are being converted to smart cards. Further the department is issuing NFS Cards also.
- There is no fix date and time for delivering the Ration by FPS Dealers.

STATE – HARYANA

As per the information provided to us by the State of Haryana through their various officials of the Department of Food and Civil Supplies, the following Control orders are currently applicable in the State of Haryana:

Further, the following Government Orders are also currently applicable :

1. The Haryana Public Distribution System (Licensing Prices Control) Order, 2009
2. The Haryana Kerosene Dealers Licensing Order, 1976 (Please refer Annexure – 3.1 (Haryana) of Volume-II, for details).
3. The Haryana Motor Spirit and High Speed Diesel Oil (Maintenance of Supplies) Order, 1979 (Please refer Annexure – 3.2 (Haryana) of Volume-II, for details).
4. The Haryana Food Prevention of Hoarding and Maintenance of Quality Order, 1977 (Please refer Annexure – 3.3 (Haryana) of Volume-II, for details).
5. The Haryana Commodities Price Marking and Display Order, 1975 (Please refer Annexure – 3.4 (Haryana) of Volume-II, for details).
6. The Liquefied Petroleum Gas (Regulation of Supply and Distribution) Order, 2000 (Please refer Annexure – 3.5 (Haryana) of Volume-II, for details).
7. The Liquefied Petroleum Gas (Regulations of use on Motor vehicle) Order, 2001
8. The Motor Spirit and High Speed Diesel (Regulation of Supply and Distribution and Prevention of Malpractices) Order, 1998
9. Kerosene (Restriction on use and fixation of ceiling price) Order, 1993

Salient Details of various Control Orders

Some of the Salient Features / Details w.r.t to these Control Orders are as follows :

Haryana Commodities Price Marking and Display Order, 1975

The various sections of the Control order are as follows :

1. Short title and extent:
2. Definitions:-
3. Display of list of commodities, their quality, unit of price, price and opening balance-
4. Signing of lists:
5. Power to issue directions.-
6. Prohibition of sale of commodities at prices higher than those specified in the list
7. Powers of entry, search and seizure
8. Repeal and Saving

The Liquefied Petroleum Gas (Regulation of Supply and Distribution) Order, 2000

The various sections of the Control order are as follows :

1. Short title and commencement-
2. Definitions- In this Order, unless the context otherwise requires-
3. Restriction on unauthorized possession, supply and consumption of liquefied petroleum gas.-
4. Restriction on storage and transport of liquefied petroleum gas-
5. Restriction on sale or distribution of liquefied petroleum gas below or in excess of the standard weight
6. Prohibition on carrying unauthorized business of selling LPG
7. Possession, supply or sale of liquefied petroleum gas equipments
8. Display of stock and price of liquefied petroleum gas –

9. Procurement storage and sale of liquefied petroleum gas by a distributor.-
10. Maintenance of register, account books by a distributor.-
11. Assessment and Certification Rating of parallel marketers.-
12. Maintenance of records and furnishing of information by parallel marketer.
13. Power of entry, search and seizure.
14. Over riding effect of the Order
15. Power to exempt-
16. Repeal and savings-

The Haryana Public Distribution System (Licensing and Prices Control) Order, 2009

The various sections of the Control order are as follows :

1. Short title, extent and commencement.
2. Definition.
3. Grant of license to dealers.
4. Licensing authority of Fair price Shop Owner.
5. Issue of Fair Price Shop License.
6. Period of license and fee chargeable.
7. Security deposit.
8. Power to refuse, renewal of license of dealer and Fair Price Shop Owner.
9. Responsibilities and duties of Fair Price Shop Licensees.
10. Responsibilities and duties of dealers.
11. Facilities at wholesale/ retail point of dealers and Fair Price Shops and their working hours.
12. Maintenance of Accounts.
13. Contravention of conditions of license or control order.
14. Cancellation of license in case of conviction.
15. Submission of returns.
16. Appeal.
17. Power to direct disposal of stocks.
18. Issue of direction and guidelines.
19. Issue of ration cards.
20. Power of entry search and seizure etc.
21. Prohibition of benami dealership.
22. Repeal and savings.
23. Exemption.

The State has issued the Haryana Public Distribution System (Licensing and Price Control) Order, 2009 on 13.07.2009 superseding the Haryana Control Order, 2002. The new order inter alia provides for the grant of license to the dealers, licensing authorities, procedure to be followed for issue of FPS license, responsibilities and duties of FPS dealers, requirements and forms of accounts to be maintained by FPS dealers. The procedure for issuance of ration cards and use thereof has been provided in the new order. The Control Order also provides for the enforcement procedure in the form of powers of entry, search and seizure. There is a provision of appeal against the order of the licensing authority and requirement of submission of returns by the licensee. The involvement of Panchayati Raj Institutions and Municipal Committees / Councils have been recognized in the new Control Order, 2009 in grant of license to the FPS dealers.

Appointment of Fair Price shop dealer

As per Clause 2(k) of the Haryana Public Distribution System (licensing and control Order), 2009 the District Food and Supplies Controller of the concerned district provides the License of a fair Price shop. The license of a fair price shop shall be granted for a minimum number of 600 ration cards not exceeding 1200 ration cards, but in rural areas a village shall be treated as one unit for this purpose and as such the license for the fair price shop may be issued even for less than 600 ration cards of the village.

Clause 5. (I) Licensing authority shall call for applications through local publicity and munadi in the local area of the Fair Price Shop. If any applicant is a graduate he shall be preferred. The order of preference of all eligible applicants shall be as under:-

1. Self Help Group or Sakshar Mahila Group;
2. Unemployed female/ male graduate;
3. Scheduled Caste female/ male;
4. Backward Class (A) female/ male;
5. Ex-serviceman.

A committee comprising District Food and Supplies Controller, Inspector Food and Supplies concerned and the Sarpanch of village in rural area and District Food and Supplies Controller, Inspector Food and Supplies concerned and Municipal Councilor in urban area shall recommend to the licensing authority the name of the eligible applicant as per these priorities/ preference.

Clause 13. (I) No holder of a license issued under this order shall contravene any of the terms or conditions of the license or of any control order issued under the Act. If he contravenes any of the said terms or conditions, without prejudice to any other action that may be taken against him, the licence shall be suspended immediately without giving any notice. If the licensing authority is satisfied that the licensee has contravened any of the conditions of the license or is not performing his responsibility and duties properly, the licensing authority shall take one or more actions against the licensee as mentioned below:-

1. forfeiture of the security deposit in full and suspension of license:
 - Provided that the license may however, be validated and suspension revoked by depositing the amount of security by the licensee;
2. cancellation of the license and forfeiture of the security deposit in full;
3. registration of criminal case as per provisions of the Act:
 - Provided that no order with regard to above mentioned penal action shall be made under this clause unless the licensee has been given a reasonable opportunity of being heard.

Clause 2(h) Provides the eligibility condition for the applicant. Provides that a person having 10+2 or its equivalent qualification, not less than 21 years of age and is a resident of the locality for which the fair price shop license is applied for. However, in case of a Group like Self Help Group and Sakshar Mahila Smooh, the condition of 10+2 pass and age will not apply;

Clause 15 (1) of the Haryana PDS control Order 2009 provides the licensee shall submit to the licensing authority concerned a true return in Form C so as to reach him not later than the fifth day of each month, of stocks, receipts and deliveries of each of the essential commodities pertaining to the preceding month. Clause 15 (2) says notwithstanding anything contained in sub-clause (1), the State Government or the Director of Food Supplies or the Collector of the District or the licensing authority may direct the licensee to submit a return in a form prescribed by that authority.

Responsibilities and Duties of a Fair Price Shop Licensee

Clause-9 of the Haryana PDS control Order 2009 provides the responsibilities and duties of the Fair Price Shop Licensees

9. the responsibilities and duties of the Fair Price Shop Licensees shall include inter alia---

- i) sale of essential commodities as per the entitlement of ration card holders at the retail issue price fixed by the State Government under the Public Distribution System
- ii) display of upto date information on a notice board at a prominent place in the shop on a daily basis regarding—
 - a. list of Below Poverty Line and Antyodaya beneficiaries;
 - b. entitlement of essential commodities;
 - c. scale of issue;
 - d. retail issue price;
 - e. timings of opening and closing of the Fair Price Shop;

- f. stocks of essential commodities received during the month;
- g. opening and closing stock of essential commodities; and
- h. authority for redressal of grievances/lodging complaints with respect to quality and quantity of essential commodities under the Public Distribution system.
- iii) maintenance of record of ration card holders (Above Poverty Line, Below Poverty Line and Antyodaya) stock register, issue or sale register;
- iv) furnishing of copies of specified documents namely, ration card register, stock register, sale register to the office of the Gram Panchayat or Nagar Palikas or Vigilance Committee or any other body authorized for this purpose;
- v) display of samples of foodgrains being supplied through the Fair Price Shop;
- vi) production of books and records relating to the allotment and distribution of essential commodities to the inspecting agency and furnishing of such information as may be called for by the authority;
- vii) account of the actual distribution of essential commodities and the balance stock at the end of the month to the concerned Sub Inspector Food and Supplies/ Inspector Food and Supplies/ Assistant Food and Supplies Officer and District Food and Supplies Controller with a copy to the Gram Panchayat/ local municipal body;
- viii) opening and closing of the Fair Price Shop as per the prescribed timings displayed on the notice board;
- ix) the ration card holder shall not be denied the supply as per entitlement of essential commodities lying in stock with Fair Price Shop owner under the Public Distribution System;
- x) the Fair Price Shop owner shall provide the relevant extract of the record maintained by him to the beneficiary on payment of Rs. 10/- only;
- xi) the Fair Price Shop Owner shall not retain ration card after the supply of essential commodities;
- xii) the Fair Price Shop Owner shall use only such weights and measures which are duly verified by the Legal Metrology Department, Haryana;
- xiii) the Fair Price Shop Owner shall keep the complete records of the PDS items for at least two years in his/her safe custody;
- xiv) the Fair Price Shop Owner shall give information every month about the allocated PDS item, the quantity distributed by him to the eligible consumers and the balance stock etc. to any two members of the Vigilance Committee otherwise no supply of PDS item shall be given to the Fair Price Shop owner for the next month. He shall also obtain "satisfaction certificate" from the Vigilance Committee regarding satisfactory distribution of all allotted items in the previous month;
- xv) the Fair Price Shop Owner shall be responsible for making all essential entries in the ration cards;
- xvi) the Fair Price Shop Owner shall store and sell essential commodities only at the place specified in the license;
- xvii) behave with the consumers cordially and with due courtesy.

Haryana Food Prevention of Hoarding and Maintenance of Quality Order, 1977

The section 4 of Haryana Prevention of Hoarding and Maintenance of Quality Order, 1977 is as under:

4. (1) No dealer or producer shall unless previously authorised to do so by the Government:-
- (i) without sufficient cause, refuse to sell to any person any article within the limits as to quantity imposed by or under this order; or
 - (ii) require the purchaser of any article to purchase at the same time any other article as a condition for the purchase of that article.
- (2) No wholesale or retail dealer shall, without sufficient cause, refuse to sell to retail dealer or consumer as the case may be, any article which is in stock with him, even if the maximum quantitative limits have not been fixed for the said dealer or consumer.
- (3) No producer shall, unless otherwise provided in any other law for the time being in force, and without sufficient cause refuse to sell his products to any person, who is entitled to purchase the same.
- Explanation.- The possibility of expectation of obtaining a higher price for any article at a later date shall not be deemed to a sufficient cause for the purposes of this clause.

Haryana Commodities Price Marking and Display Order, 1975

The section 3 of Haryana Commodities Price Marking and Display Order, 1975 is as under :

3. Display of list of commodities, their quality, unit of price, price and opening balance- Every dealer shall, in respect of the commodities specified in column 3 of the Schedule, display conspicuously in the form prescribed in the schedule during the hours of business at a place as near to the entrance of his business premises as possible, the class of commodities, their quality, if any, unit of price and price in column 2,4,5 and 6 respectively of the schedule in Devnagri scrip in Hindi. He shall also display the daily opening balance of the controlled cloth, kerosene oil, diesel, oil, torch, cells, transistor cells, papers including exercise books, matches, baby foods, Razer blades and electric bulbs:

Field Observations

- **Monitoring :** The monitoring / inspections of the FPS are not done in accordance to the various provisions of the PDS Control order 2002/ 2009. The FPS Dealers could hardly show any records which could ascertain that the officials have visited their FPS in last 2-3 months. As per the Dealers, the Officials hardly visit the FPS shops for inspection. They usually call the Dealer to the office to discuss the various modalities. Higher level officials hardly visit the FPS shops in their jurisdiction.
- The selection of the dealers/ the appointment of the dealers/ size of the FP shop/ location of the house of the dealer, in few cases donot comply as per the various regulations/ provisions of the GOs/ control orders. There are many FPS dealers who are not the resident of the same village. They come from far off places and donot open the Ration shop as specified. In some cases, one dealer is having many FP shops. They are managing all the shops, but theses FP shops are licensed to someone else. The person in whose name the shop has been sanctioned is getting his monthly commission from the person who is managing the shop. In Hatin there is a Dealer who is managing 8-10 FP shops. In Palwal there is a Dealer who is handling 4-5 shops. These are the dealers who are not distributing the ration properly to the consumers. The poor are not getting the specified quantity of ration.
- There is a systemic failure in Hatin and some other tehsils as the distribution is not proper.
- Most of the dealers are not aware of the various provisions of the ECA Act and the various control orders.
- Display Boards donot contain information as per the specifications.
- In many villages in Hatin, the FPS dealers are not distributing the ration to all the consumers and are behaving very badly with the poor consumers. The FPS dealers of Hatin did not show their records and in some cases did not turn up during the survey and ran away from the shops to evade the survey and evade in giving details of the FPS and the ration distribution. Mostly in Hatin the FPS dealers donot open the shop regularly. The area is predominantly Muslim area and the consumers are very poor.
- No grievance register is maintained in the FPS.

The FP Shops are not displaying all the information as per the orders. The FPS are displaying the following :

Items to be displayed as per PDS Control Order 2001	Baghpur	Baroli	Kulena	Sekhpur	Ghughera
	1	2	3	4	5
Name of Shop	Yes	Yes	Yes	Yes	Yes
Total no. of Ration card holders	No	Yes	No	No	No
Total no. of APL card holders	No	No	No	No	No
Total no. of AAY card holders	No	Yes	Yes	Yes	No
Total no. of BPL card holders	No	Yes	Yes	Yes	No
Total no. of OPH card holders	No	No	No	Yes	No
Quantity of stock available	No	Yes	Yes	Yes	No
Price of Commodities	Yes	Yes	No	Yes	No
Volume of Commodities sold under PDS	No	No	Yes	No	No

Items to be displayed as per PDS Control Order 2001	Rooprakha Zakir	Ransika	Manpur	Kot	Malokda	Rooprakha Shersingh
	6	7	8	9	10	11
Name of Shop	No	No	Yes	Yes	No	Yes
Total no. of Ration card holders	No	No	No	No	No	No
Total no. of APL card holders	No	No	No	No	No	No
Total no. of AAY card holders	No	No	No	No	No	Yes
Total no. of BPL card holders	No	No	No	No	No	Yes
Total no. of OPH card holders	No	No	No	No	No	No
Quantity of stock available	No	No	Yes	No	No	No
Price of Commodities	No	No	No	Yes	No	Yes
Volume of Commodities sold under PDS	No	No	No	No	No	No

Items to be displayed as per PDS Control Order 2001	Pangaltu	Baswa	Banchari	Pingore	Bhiduki
	12	13	14	15	16
Name of Shop	Yes	Yes	Yes	Yes	Yes
Total no. of Ration card holders	No	No	No	No	No
Total no. of APL card holders	No	No	No	No	No
Total no. of AAY card holders	No	No	No	No	No
Total no. of BPL card holders	No	No	No	No	No
Total no. of OPH card holders	No	No	No	No	No
Quantity of stock available	Yes	No	Yes	No	No
Price of Commodities	Yes	Yes	Yes	No	Yes
Volume of Commodities sold under PDS	No	No	No	No	No

Most of the things displayed on the FP shops are : name of the shop, owner of the shop, license number and the Price of the commodities was mentioned, no other details related to the PDS, in contravention to the Control orders, are mentioned on the display boards.

PHOTOGRAPHS OF DISPLAYED MATTER ON DISPLAY BOARDS



ALMOST NOTHING IS WRITTEN ON THE DISPLAY BOARDS

PHOTOGRAPHS OF DISPLAYED MATTER ON DISPLAY BOARDS



OTHER PHOTOGRAPHS / FIELD OBSERVATIONS

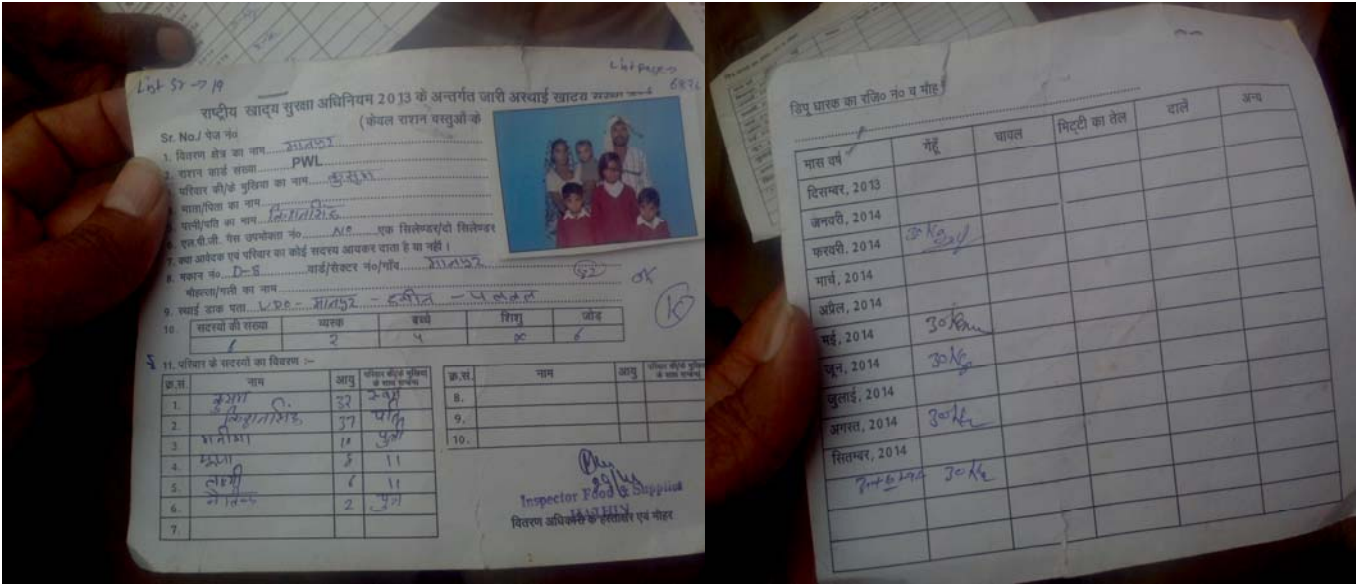


The State Government has not issued the ration cards for almost 12-14 years in Haryana. The Consumers have to take ration on these dilapidated cards. These cards cannot be used in the court of law. The FPS Dealer doesnot make any entry on these cards, but gives the ration on personal basis. No one can verify whether the consumer has received the ration or not. In every village there are almost 20-30% consumers who are getting ration without the ration card, as most of the consumers have lost the cards or their cards have been torn or are in dilapidated state. It is a boon for the FPS Dealer as no one can verify whether the consumer has taken any ration or not. Further the consumer is in the obligation of the FPS dealer that he gives the ration without the card. The consumer doesnot makes any complain as his ration would be stopped if he complains against the FPS Dealer.

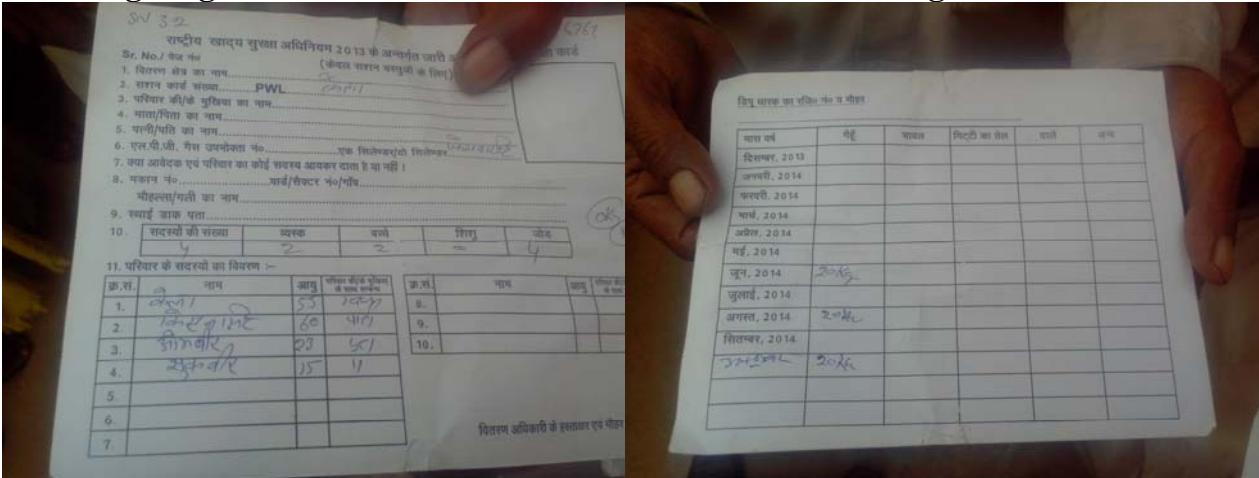
[illegible]

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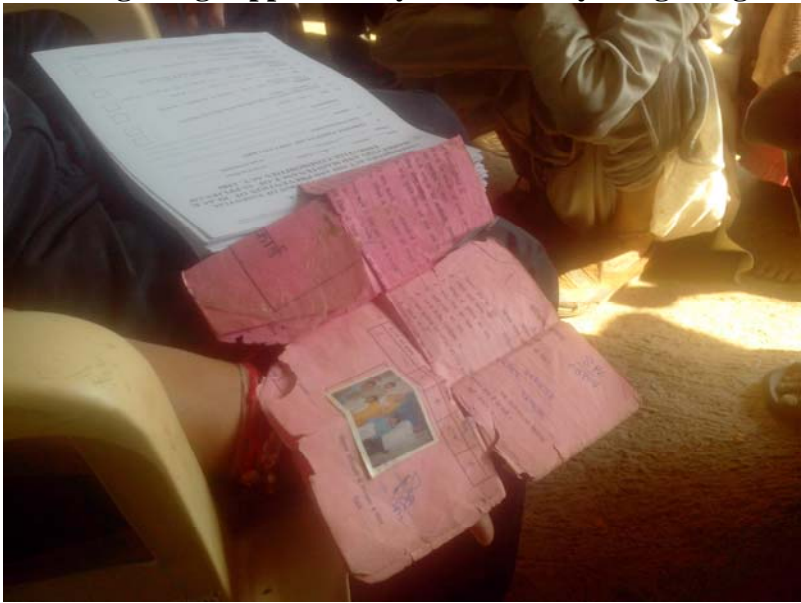
OTHER PHOTOGRAPHS / FIELD OBSERVATIONS



The FPS Dealers are not giving Kerosene to the APL-NFS/ OPH Card holders. Dealers are giving ration once in 2 months. The Dealers are making fake entries on cards



Palwal – OPH consumers not getting supplies every month. They are getting once in 2 months



Dilapidated state of the ration cards. The FPS Dealers are not making the entries on the card

STATE – RAJASTHAN

The Government of Rajasthan has not provided any information officially nor have their filled any of the questionnaires (designed for this study) duly approved by the Ministry of Food, Public Distribution and Civil Supplies, Government of India and given to them. Whatever information is provided in this sub-section is based on its collection through other secondary sources, such as internet, reports, etc. Based on this information the following Control orders seem to be applicable in the State of Rajasthan:

- Motor Spirit and Speed Diesel (Supply and Distribution Regulations and Adulteration Prevention) Order, 2005
- Specified Foods (Expectations on licensing, stock limits and restricting movement) Removal Order, 2002
- Public Distribution System (Control) Order, 2001 [Please refer Annexure 3.1(Rajasthan) of Volume-II, for details]
- Liquefied Petroleum Gas (used in Motor Vehicles Regulation) Order, 2001
- Liquefied Petroleum Gas (Supply and Distribution Regulation) Order, 2000
- Solvent, Refined and Slop (Acquisition, Sale, Storage and Use in Automobiles Prevention) Order, 2000
- Petroleum Products (Production, Storage and Maintenance of Supply) Order, 1999
- Sugar (Control) Order, 1996
- Kerosene (Restricting the use and maximum Price Fixation) Order, 1993
- Rajasthan Food and Other Essential Substances (Regulation of Distribution) Order, 1976 [Please refer Annexure 3.2(Rajasthan) of Volume-II, for details]
- Rajasthan Petroleum Products (Licensing and Control) Order, 1990 [Please refer Annexure 3.3(Rajasthan) of Volume-II, for details]
- Lubricant Oil and Grease (processing, supply and distribution Regulation) Order, 1987
- Rajasthan Merchandise / Goods (Licensing and Control) Order, 1980
- Naphtha (Acquisition, Sale, Storage and Prevention of Use in Automobiles) Order, 2000
- National Food Security Act (English) - 2013
- Various important (GOs and Instructions)

Further, the following Government Orders also seem to be relevant :

- Checking of FPS by Public Representative [Please refer Annexure 3.4(Rajasthan) of Volume-II, for details]
- Vigilance Committees for FPS
- 15 FPS Inspections in a month by SDOs
- Bogus Ration Cards
- No. of Inspections to be undertaken by the Officials of Department
- Kerosene Distribution to Single LPG Gas holder
- Presence of Vigilance Committee Member while unloading
- Grievance Redressal
- Government of Rajasthan Order to distribute 5kgs of Grains to all the Beneficiaries under the NFSA [Please refer Annexure 3.5(Rajasthan) Volume-II, for details]
- Door step Delivery [Please refer Annexure 3.6(Rajasthan) for details]
- Atta Chakki / General Stores Shops Should be at a distance from the FPS (Provision 3(3) of Rajasthan Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976) [Please refer Annexure 3.7(Rajasthan) Volume-II, for details]
- Hon'ble Supreme Court Order for opening FPS regularly every month [Please refer Annexure 3.8(Rajasthan) Volume-II, for details]
- New Dealers should have 500 ration cards
- Things to be displayed on Display Boards
- FPS shop to be open full day in consumers week and half day on other days as per given schedule
- Single LPG Cylinder holder eligible to receive Kerosene @2l/card, as the GO dated 10-12-2010 [Please refer Annexure 3.9(Rajasthan) Volume-II, for details]
- Criteria for Selection under Food Security [Please refer Annexure 3.10(Rajasthan) Volume-II, for details]
- Quantity of Sugar to be distributed under PDS 2014 [Please refer Annexure 3.11(Rajasthan) Volume-II, for details]
- Distribution of Ration during Consumer Fortnight [Please refer Annexure 3.12(Rajasthan) Volume-II, for details]

Salient Details of various Control Orders and GOs

Some of the Salient Features / Details w.r.t to these Control Orders and GOs are as follows :

Rajasthan Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976

In the state of Rajasthan the major essential commodities distributed at present under the PDS are wheat, sugar and Kerosene. The distribution is done in accordance with the provisions of the Rajasthan food grains and other essential Articles (Regulation of Distribution order 1976) issued under the Essential Commodities Act-1955.

Rajasthan Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976 has provided that no member of the Rajasthan Panchayati Raj Institution of local body or any public servant shall be granted or entitled to hold or continue to hold any authorization as an authorized wholesaler/authorized fair price shop keeper under the above Rajasthan Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976.

The relevant sub-clause (1) of clause(3) of the order of 1976 is: - "Provided that no Member of Rajasthan Panchayat Raj. Institution of Local Body or any Public Servant shall be granted or entitled to hold or continue to hold any authorisation as an authorised whole seller/authorized Fair Price Shop Keeper under this Order."

<http://www.rishabhdara.com/sc/view.php?case=62554>

In Rajasthan Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976, the power has been given to the authorities to issue directions regarding purchase/sale/distribution of foodgrains and other essential articles. In Part III and Part IV of the Order, 1976, there is a provision as to how the ration cards are to be maintained. Clause 20 of the Order, 1976 is as under:-

"Power to issue directions regarding purchase/sale/distribution of foodgrains and other essential articles.- Every authorisation holder shall comply with all general or special directions given in writing, from time to time by the State Government or the Collector in regard to purchase, sale, storage for sale, distribution and disposal of foodgrains and other essential articles on permits or ration cards or otherwise and the manner in which the accounts thereof shall be maintained and returns submitted."

Clause 22a of the Rajasthan Foodgrains & Others Essential Articles (Regulation of District) Order, 1976 is as under:- " 22a. Revision- The Commission suo moto or on an application, may, call for the record of any case decided by the Collector or any other officer authorised by the State Government in this behalf under the provisions of this Order and if he is satisfied that the Collector or the authorised officer:- (a) has exercised a jurisdiction not vested in him, or (b) has exercised the jurisdiction vested in him with material irregularity, or he may pass such orders as he may thinks fit. "

<http://www.the-laws.com/Encyclopedia/Browse/ShowCase.aspx?CaseId=818002712000>

Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976 in which it has been provided that no member of the Rajasthan Panchayati Raj Institution of local body or any public servant shall be granted or entitled to hold or continue to hold any authorization as an authorized wholesaler/authorized fair price shop keeper under the above Rajasthan Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976. The relevant sub-clause (1) of clause(3) of the order of 1976 is as under: -

"Provided that no Member of Rajasthan Panchayat Raj. Institution of Local Body or any Public Servant shall be granted or entitled to hold or continue to hold any authorisation as an authorised whole seller/authorized Fair Price Shop Keeper under this Order."

<http://www.rishabhdara.com/sc/view.php?case=62554>

Rajasthan Trade Articles (Licensing & Control) Order, 1980

"Power to issue directions to dealers (and Producers).- The State Government or the Collector or the Licensing Authority may issue directions to any dealer (and producer) with regard to purchase, sale, disposal, storage or exhibition of the price and stock list of all or any of the trade articles."

<http://www.rishabhdara.com/sc/view.php?case=71133>

The State Government, while resorting to the provisions of the Rajasthan Trade Articles (Licensing and Control) Order 1980, decided to issue licenses for carrying on wholesale business of kerosene and requisite licenses were issued to the members of the petitioner association by the District Supply Officer, Sri Ganganagar. It was envisaged in the Control Order of 1980 that wholesaler is to receive kerosene from oil companies, namely Hindustan Petroleum, Bharat Petroleum, Indian Oil Corporation etc and after receiving kerosene from these companies the wholesalers to distribute it to the retailers on the recommendation of District Supply Officer the requisite quantity fixed by it. The object of the Control Order of 1980 was to facilitate proper distribution of kerosene to the consumers by the retailers. The fixation of ceiling price of kerosene is regulated by the orders issued in this behalf by the Government from time to time. <http://courtnic.nic.in/jodh/judfile.asp?ID=CW&nID=2140&yID=1998&doj=1%2F28%2F2014>

Checking of FPS by Public Representative

As per the Government order of Government of Rajasthan, the public representatives can check the FPS.

जनप्रतिनिधियों को उचित मूल्य दुकान की जाँच करने हेतु अधिकार— राज्य सरकार द्वारा आदेश दिनांक 25.02.2011 जारी करते हुए उचित मूल्य की दुकानों पर निगरानी हेतु जाँच एवं निरीक्षण के लिए उनके निर्वाचन क्षेत्र में समस्त सांसद, विधायक, नगर निगम के महापोर, नगर परिषद के सभापति, नगरपालिका के चेयरमेन, जिला प्रमुख एवं पंचायत समितियों के प्रधान, पंचायत समितियों के सदस्यगण, जिला परिषद सदस्य, नगर निगम/नगर परिषद/नगर पालिका के पार्षद तथा ग्राम पंचायतों के सरपंच/वार्ड पंचों को राज्य सरकार द्वारा प्राधिकृत किया गया है।

नियंत्रित वस्तुओं की उचित मूल्य दुकान पर पहुंच सुनिश्चित कराने एवं सार्वजनिक वितरण प्रणाली को और प्रभावी बनाने के उद्देश्य से उचित मूल्य दुकान स्तर पर अनलॉडिंग के समय सतर्कता समिति के सदस्यों, पटवारी, ग्रामसेवक, सरकारी कर्मचारी अथवा किसी निगम या सहकारी संस्था के कार्मिक द्वारा सत्यापन कराये जाने के निर्देश जारी किये गये।

Field Observations

In none of the FPS we came across that the MP or the MLA or the members of the Nagar Plaika came to check/ inspect the FPS. In the GPs also none of the ZP members or the PS members came to check/ inspect the FPS.

Vigilance Committees for FPS

Field Observations

In most of the Panchayats there are no vigilance committees for the FPS. In some Panchayats there are vigilance committees for the whole GP, which operates under the GP, but there is no committee formed for the FPS or for Public distribution system. The member's donot visit the FPS when the stock is being unloaded. There is no time schedule when the stock is going to be unloaded at the FPS. The dealers donot intimate the members when the stock would arrive and they should keep themselves available when the stock is unloaded.

In none of the surveyed FP shops, the members of the vigilance committee were displayed on the FPS display board, nor was there any evidence that the committee was formed. While interacting with the villagers, the villagers had expressed their ignorance about existence of any such committee or its functioning at the ground level.

15 FPS Inspections in a month by SDOs

Field Observations

In contravention to the GO, in none of the FPS we came across that the SDO or the Tehsildar or any other official from the district administration came to check/ inspect the FPS. The SDM / SDO/ Tehsildar comes only when there is a complaint against the FPS dealer or there is a complaint regarding the distribution of ration to the beneficiaries. They donot make surprise checks or donot inspect/ monitor the FPS regularly.

Bogus Ration Cards

Provision 14 of Rajasthan Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976

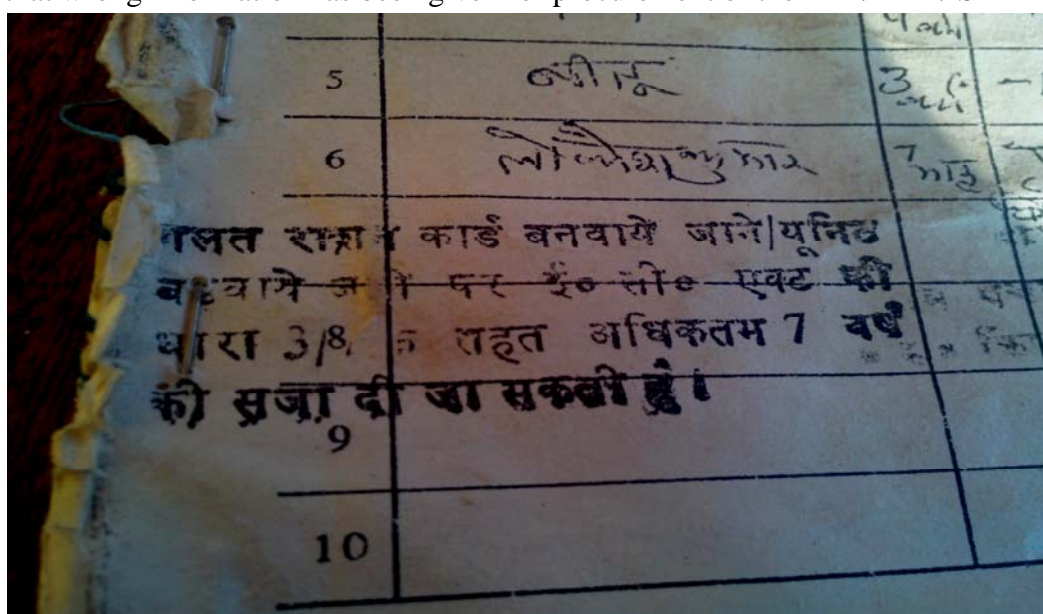
14. राशनकार्ड आदि के लिए बेईमानी से आवेदन करने के विरुद्ध निषेध-

कोई भी व्यक्ति-

- क. राशनकार्ड के लिए बेईमानी से आवेदन नहीं करेगा या प्राप्त करेगा, यदि वह जानता है या उसके यह विश्वास करने का कारण हो कि उसका नाम किसी गृहस्थी को जारी किए गए किसी राशन कार्ड में पहले ही सम्मिलित किया जा चुका है;
- ख. मिथ्या सूचना प्रस्तुत कर राशनकार्ड प्राप्त नहीं करेगा, बिना विधिपूर्ण प्राधिकार के उसको जारी किया गया राशनकार्ड परिवर्तित या नष्ट नहीं करेगा;
- ग. विधिपूर्ण प्राधिकार के बिना उसे जारी किए गए राशनकार्ड में न तो कोई परिवर्तन करेगा, न उसे नष्ट करेगा।

Observations - Field study

In contravention to the Control order, in almost all the FPS we came across almost 10-20% or even more ration cards given to ineligible persons under various categories. Most of the BPL card holders have big houses, large chunk of land and income more than of actual BPL. The state government has not taken the help the clause 14 of the part 3 of the Control order 1976, to cancel the cards on the pretext that wrong information has been given for procurement of the BPL/AAY/ SBPL card



Though on the Ration card it is mentioned that under the provisions 3(8) of the EC act, Government can take action against the consumers who have a wrong/ illegal Ration card, are liable for 7 years imprisonment, but the officials donot bother to use this clause for removing bogus cards and punishing the culprits/ illegal consumers.

No. of Inspections to be undertaken by the Officials of Department

As per the RTI Manual the field level officials of the department have to conduct the inspection/ checking of the FPS as per the table given below :

क्र. स	पद नाम	निरीक्षण		भ्रमण	
		उचित मूल्य दुकाने	अन्य अनुज्ञापन धारी	दिन	रात
1.	जिला रसद अधिकारी (जिलों में पदस्थापित)	07	2	7	3
2.	सहायक जिला रसद अधिकारी	10	—	7	3
3.	प्रवर्तन अधिकारी	15	—	8	5
4.	प्रवर्तन निरीक्षक	15	—	10	6

ये मानदण्ड विभागीय आदेश क्रमांक एफ 21 (5) खा. वि. / नि.री. / 93-94 दिनांक 16.1.2002 द्वारा निर्धारित है।

RTI manual

Observations - Field study

In contravention to the provisions for monitoring as prescribed in the RTI manual, the Observations - Field study brings out a startling fact that the officials of the district are not conducting the routine monitoring of the FPS. The FPS dealers and the villagers have reported that the officials barely come to monitor the FPS at the site. Mostly the FPS Dealers are called in the District HQ by the officials for checking of the records and putting the signatures of the officials. The officials visit when there is a complain or any irregularity in the records.

Kerosene Distribution to Single LPG Gas holder

As per the provisions, the Card holders who are having 2 gas cylinders are not eligible to get the Kerosene. The card holders who are having 1 gas cylinders are eligible to get 2 litres of the Kerosene.

केरोसीन वितरण :- सार्वजनिक वितरण प्रणाली के अन्तर्गत भारत सरकार द्वारा आवंटित नीला केरोसीन अनुदानित दर पर उपभोक्ताओं को उचित मूल्य की दुकान से राशन कार्ड के माध्यम से वितरण किया जाता है। राज्य सरकार की नीति के अनुरूप जिन उपभोक्ताओं के पास रसोई के उपयोग हेतु प्रदत्त एल.पी.जी के दो सिलेण्डर हैं उन्हें यह केरोसीन नहीं दिया जाता। जिनके पास इस प्रकार के एक सिलेण्डर हैं उन्हें प्रतिमाह दो लीटर केरोसीन अनुदानित दर पर वितरित किया जाता है। शेष राशन कार्डधारियों को उपलब्ध आवंटन का समानुपातिक मात्रानुरूप केरोसीन अनुदानित दर पर वितरण कराया जाता है। विद्या अध्ययन के लिए गांवों से आकर कस्बों/शहरों में रहने वाले छात्रों के उपयोग के लिए भी अनुदानित दर पर केरोसीन उपलब्ध कराया जाता है।

RTI manual

Observations - Field study

In contravention to the Control order and the GO, in various GPs the FPS dealer is not giving the kerosene to SBC holders. The FPS Dealers are not giving any quantity of kerosene to them, where as the beneficiary should get atleast 2 liters of kerosene. The dealers are denying the consumers their due quantity of Kerosene who are having any seal of the LPG agency on their card. Thought he dealer get the allocation on these cards, but they don't distribute it to the genuine beneficiaries on the pretext that the government is not giving any kerosene to gas cylinder holders.

Presence of Vigilance Committee Member while unloading

The Vigilance committee members should be present while unloading is being done.

- नियन्त्रित वस्तुओं की उचित मूल्य दुकान पर पहुंच सुनिश्चित कराने एवं सार्वजनिक वितरण प्रणाली को ओर प्रभावी बनाने के उद्देश्य से उचित मूल्य दुकान स्तर पर अनलोडिंग के समय सतर्कता समिति के सदस्यों, पटवारी, ग्रामसेवक, एएनएम, प्रधानाध्यापक अथवा किसी सरकारी कर्मचारी द्वारा सत्यापन कराये जाने के निर्देश जारी किये गये।
- सम्पूर्ण राज्य में उचित मूल्य दुकानों के खुली रहने के समय में एक रूपता की गई है—

माह	समय
1 अप्रैल से 30 सितम्बर तक	प्रातः 8 बजे से दोपहर 1 बजे तक
1 अक्टूबर से 31 मार्च तक	प्रातः 9 बजे से दोपहर 2 बजे तक

साप्ताहिक अवकाश का दिन निर्धारित करने के लिए जिला कलक्टर को अधिकृत किया गया है।

Rajasthan Pragati_Prativedan_09-10

Observations - Field study

In contravention to the provisions of the government order there is no one to oversee the unloading of the ration in the FPS dealers shop. First of all the vigilance committees of the FPS are not formed. If these are formed in a few villages, No one is intimated that the ration is coming for distribution in the FPS.

Grievance Redressal

A separate cell has been formed within the District Supply Office under the Office Assistant to look into the complaints received with regard to functioning of the PDS. Accordingly the following registers are maintained for the purpose:-

- (i) A register for complaints received from the office of the Chief Minister.
- (ii) A register for complaints received from the office of the Food Minister.
- (iii) A register for complaints received from the Food Department, Jaipur.
- (iv) A register for complaints received from the office of the vigilance office of the District Collector.
- (v) A register for complaints received from the office of the District Supply Officer.

Observations - Field study

In contravention to the provisions of the government in Alwar there was no separate cell within the DSO office to look into the direct complains of the consumers with regard to the PDS. Though a lower level officer is there to collect the complains and maintain a register. The consumers donot have the facility to directly lodge their complain in the DSO office.

GO to distribute 5kgs of Grains to all the Beneficiaries under the NFSA

Observations - Field study

In contravention to the provisions of the government order, in Alwar the full quantity of 5kgs per unit is not being distributed to the eligible consumers. In many of the Tehsils like Kathumar the ration is distributed after 2 months. In some surveyed villages the Ration is distributed as per the whims and fancies of the FPS dealer at 2.5kgs or 3kgs or 4kgs under the APL-NFS category. The plea that the FPS Dealer takes is that they receive less quantity of food grains from the state government and so they distribute it less among the consumers. Majority of the consumers are not satisfied with the PDS, but they donot report their grievance to any one as they are not aware where to lodge their complain and how to lodge their complain. Further they have a fear that once the FPS dealer comes to know who has complained, he will stop their ration and they would not be able to get 2 square meals for their family.

Door Step Delivery

Observations - Field study

The Government has issued orders in the right earnest, that the Wholesalers should deliver the commodities at the door step of the FPS. In Alwar the door step delivery is happening only for the food grains and kerosene. Door step delivery also means that the loading and unloading charges have to be meant by the Distributor and not the retailer. But in Alwar in many villages the FPS Dealers are giving the loading and unloading charges to the transporters. Further in most of the villages in Alwar the door step delivery of Sugar is not happening. Sugar is distributed only to the BPL and AAY. The FPS Dealer has bring the sugar from the KVSS (wholesaler) at his own cost. The sugar has to be collected by the FPS Dealer at his own cost from the outlet/ godown of the wholesaler. In most of the villages though the government has made the allocation of sugar to the FPS dealers and even the FPS dealers have taken the stock from the Wholesalers KVSS but the FPS Dealer has not distributed the sugar to the villages in the last 3 months. In some of the villages, the FPS Dealers started the distribution of the sugar when the survey team visited.



FPS Dealer Distribution less Quantity of Sugar to meet the expenses of Transportation

Atta Chakki / General Stores Shops Should be at a distance from the FPS (Provision 3(3) of Rajasthan Foodgrain and other Essential Articles (Regulation of Distribution) Order, 1976)

The state orders state that the dealer cannot have his shop near the Atta Chakki or any other general store. It is not being abided by many dealers in Alwar District. One case was found in Kotkasim Dealer Dharamvir, but the

shop was being run by Sitaram. The shop is in the name of Dharamvir but is run in contravention to the licensing order by Sitaram. It is alleged that Dharamvir is getting the commission from Sitaram monthly.



Atta Chakki adjacent to the FP shop of Dharamvir operated by Sitaram GP Budhibawal
In Chikani the FPS dealer shadi lal has his own General store adjacent to the FP Shop.

Hon'ble Supreme Court Order for opening FPS regularly every month **Observations - Field study**

In contravention to the Control order and government order 2011 and the Supreme Court order in 2002, almost all the FPS are not open full month. The government has mandated that the shop should be open in the Consumer Fortnight. Even in the Consumers fortnight the FPS are not open for the full day. On other days the FPS is closed and the consumers get the ration only for 2-3 days. On the other days the ration is not given to the genuine card holders.

New Dealers should have 500 ration cards

The Dealer should have 500 ration cards or 2000 units. There is a government order that a new dealer should not be appointed by dividing the number of cards of an old dealer. If new dealers are to be appointed then they should have 500 ration cards and 2000 units.

(26) प्रतिलिपि आदेश क्रमांक एफ. 17 (9) खा.वि./विधि/2012 जयपुर, दिनांक 11.07.12 द्वारा उपायुक्त एवं उपशासन सचिव, खाद्य विभाग वास्ते जिला रसद अधिकारी समस्त राजस्थान ।

विभागीय पत्र क्रमांक एफ 17(1) खा.वि./विधि/2008 दिनांक 07.04.2010 के द्वारा 500 राशनकार्डों की संख्या अथवा 2000 यूनिट के आधार पर उचित मूल्य की दुकान का पुनर्निर्धारण किया जाकर रिक्तियों का निर्धारण किये जाने हेतु निर्देश प्रदान किये गये थे ।

इसी क्रम में स्पष्ट किया जाता है कि वर्तमान में उचित मूल्य की दुकानों को विभक्त कर नयी उचित मूल्य की दुकान सृजित नहीं की जावे । जिन जिलों में पूर्व में विज्ञप्ति जारी कर रिक्त उचित मूल्य की दुकानों के लिये डीलरों की नियुक्ति की जानी है, उनमें डीलरों की नियुक्ति की कार्यवाही की जाये ।

Observations - Field study

In contravention to the GO, in various GPS the FPS dealers are having a large number of units of AAY/ BPL/APL-NFS/ SBPL. Some of FPS dealers have more than 5000 units and even around 7000 units. There is a large variation of number of units allotted to the FPS Dealers. There is no uniform criteria adopted for fixing the number of units to be allocated to a particular FPS dealer. Mostly in the rural areas the FPS dealer is having his FPS in the GP HQ. If the GP is large the division is done by appointing a new dealer. Mostly $\frac{1}{2}$ or $\frac{1}{3}$ or $\frac{1}{4}$

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divisions are done for large population and large number of villages. But here no priority is given to the distance of the villages from the FPS.

Things to be Displayed on Display Boards

The PDS Control order 2001/2004 mentions that the FPS has a mandate to display various details of the FPS on a display board. The State government has issued various GOs with regard to this. The essential items to be displayed are as follows

उचित मूल्य की दुकान पर प्रदर्शित सूचनाएँ		
1.	दुकान एवं दुकानदार का विवरण	<ul style="list-style-type: none"> दुकान का क्रमांक दुकानदार का नाम व पता दुकान खुलने का समय छुट्टी के दिन की सूचना दुकान से संबद्ध राशन कार्डों की संख्या मय यूनिट
2.	वस्तुओं से संबंधित सूचनाएँ	<ul style="list-style-type: none"> वितरित की जाने वाली समस्त वस्तुओं की सूची वस्तुओं की वितरण मात्रा (प्रति व्यक्ति/प्रति परिवार) वस्तुओं हेतु निर्धारित दरें वस्तुओं के स्टॉक की स्थिति
3.	आवंटन संबंधी सूचनाएँ	<ul style="list-style-type: none"> प्रत्येक वस्तु पृथक्-पृथक् आवंटन की तिथि एवं वितरण तिथि आवंटन माह का नाम आवंटन मात्रा का विवरण
4.	वस्तुओं की गुणवत्ता संबंधी सूचनाएँ	<ul style="list-style-type: none"> वस्तुओं के सीलबन्द नमूने का प्रदर्शन गुणवत्ता संबंधी सूचनाएँ यदि कोई हों
5.	शिकायत कहाँ करें संबंधी सूचनाएँ	<ul style="list-style-type: none"> प्रवर्तन निरीक्षक/प्रवर्तन अधिकारी का नाम, कार्यालय व घर के पत्तों की मय फोन नं. (यदि हो) सूचना सतर्कता समिति के सदस्यों की मयनाम पते के पूरी सूची प्रत्येक दुकान पर शिकायत पेटी।

Observations - Field study

In contravention to the Control order and the GOs the various things displayed on the display board of the surveyed GPs, are as follows:

Items to be displayed as per PDS Control Order 2001	Behrore	Kankardopa	Kohrana	Karoda	Chikanl	Kakoli	Simroli	Bahadurpur
	1	2	3	4	5	6	7	8
Name of Shop	Yes	Yes	No	Yes	No	Yes	Yes	Yes
Total no. of Ration card holder	No	No	No	No	No	No	No	No
Total no. of APL card holders	No	No	No	No	No	No	No	No
Total no. of AAY card holders	No	No	No	No	No	No	No	No
Total no. of BPL card holders	No	No	No	No	No	No	No	No
Total no. of SBPL card holders	No	No	No	No	No	No	No	No
Quantity of stock available	Yes	No	No	No	No	No	No	No
Price of Commodities	Yes	No	No	No	No	No	No	No

(*स्टेट बीपीएल ऐसे परिवार हैं जो वर्ष 1997 के सर्वे के अनुसार बीपीएल थे, परन्तु 2002 के सर्वे में बीपीएल से बाहर हो गये थे लेकिन अब राज्य सरकार द्वारा इनको स्टेट बीपीएल माना गया है।

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Items to be displayed as per PDS Control Order 2001	Jatiyana	Bhounkar	Gadi maman	Khaikali	Ganj	Khanpur	Musha Khera	Kisha ngarh
	9	10	11	12	13	14	15	16
Name of Shop	No	No	Yes	Yes	Yes	Yes	Yes	Yes
Total no. of Ration card holder	No	No	No	No	No	No	No	No
Total no. of APL card holders	No	No	No	No	No	No	No	No
Total no. of AAY card holders	No	No	No	No	No	No	No	No
Total no. of BPL card holders	No	No	No	No	No	No	No	No
Total no. of SBPL card holders	No	No	No	No	No	No	No	No
Quantity of stock available	No	No	No	No	No	No	No	Yes
Price of Commodities	No	No	No	No	No	No	No	Yes

Items to be displayed as per PDS Control Order 2001	Chula	Budana	Rampura	Hajipur	Hame-erpur	Neemrana	Silarpur	P.singh pura	Kalila
	17	18	19	20	21	22	23	24	25
Name of Shop	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
Total no. of Ration card holder	No	No	No	No	No	No	No	No	No
Total no. of APL card holders	No	No	No	No	No	No	No	No	No
Total no. of AAY card holders	No	No	No	No	No	No	No	No	No
Total no. of BPL card holders	No	No	No	No	No	No	No	No	No
Total no. of SBPL card holders	No	No	No	No	No	No	No	No	No
Quantity of stock available	No	No	No	No	No	No	No	No	No
Price of Commodities	No	No	No	No	No	No	No	No	No

Items to be displayed as per PDS Control Order 2001	Neekach	Hajipur	Bijwa	Ram-garh	Gadi ghaneta	Motoor	Tatarpur	Kusha-lgarh	Janduli
	26	27	28	29	30	31	32	33	34
Name of Shop	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Total no. of Ration card holder	No	No	No	No	No	No	No	No	No
Total no. of APL card holders	No	No	No	No	No	No	No	No	No
Total no. of AAY card holders	No	No	No	No	No	Yes	No	No	No
Total no. of BPL card holders	No	No	No	No	No	Yes	No	No	No
Total no. of SBPL card holders	No	No	No	No	No	No	No	No	No
Quantity of stock available	No	No	No	Yes	No	Yes	No	No	No
Price of Commodities	No	No	No	Yes	No	Yes	No	No	No

Mostly name of the shop, owner of the shop, license number was mentioned. Though the boards are there the information is lacking. The dealers donot want to update the data or enter the data as they feel that they would not be able to meet the cost of running the FPS, if consumers know what stock is coming, is available, he is distributing, etc. They want that the system should be opaque so that they can do whatever they want.

PHOTOGRAPHS OF DISPLAYED MATTER ON DISPLAY BOARDS







Criteria for Selection under Food Security

Observations - Field study

The Government has issued orders regarding the criteria for the selection of beneficiaries under the NFS. Though many points have been mentioned which have to be kept in mind while issuing the APL-NFS card, but many of the ineligible consumers have been enrolled and many of the eligible consumers have been left. In every village there are approximately 20-30% ineligible card holders who are taking the benefit under BPL/ AAY/ SBPL illegally. The government is not taking action against the illegal card holders, though there are provisions that the government can take suitable action against the consumers who give wrong details in getting the ration card.

Quantity of Sugar to be distributed under PDS 2014

Observations - Field study

The Government has issued orders in the right earnest, that 500grams of sugar has to be distributed per unit to the HHS of BPL and AAY. In the surveyed villages no where the FPS Dealers were distributing 500grams of sugar per unit to the BPL and AAY HHs. In the surveyed villages where the sugar was distributed, it was distributed 2kg per BPL or AAY card.

Distribution of Ration during Consumer Fortnight

Observations - Field study

The Government has issued orders as per the directions of the Hon'ble Supreme Court to open the FPS every day of the month. This order has not reached the FPS Dealers. In Alwar the FPS Dealers are informed about various GOs through news paper also. But this order has not been released in the news papers or directly to the FPS Dealers. The Observations - Field study indicates that the FPS Dealers donot open the shop full month. They even donot open it in the Consumer Pakhwada. In most of the surveyed villages the FPS Dealers are opening the shops only 2-3 days. Many of the consumers donot get the ration.

Variation in Prices of Petroleum Products in Rajasthan and Haryana

पेट्रोलियम उत्पाद एवं एलपीजी की उपलब्धता :-

सीमावर्ती राज्य हरियाणा में पेट्रोलियम पदार्थों यथा डीजल, पेट्रोल की कीमते राजस्थान राज्य से अपेक्षाकृत 3 से 4 रु० प्रति लीटर कम होने के कारण राज्य सीमा से लगे काश्तकारों तथा अन्य उपभोक्ताओं द्वारा हरियाणा राज्य से इनकी खरीद की जाती है । इससे अलवर जिले में स्थित पेट्रोल पम्पों द्वारा की जाने वाली बिक्री की मात्रा अपेक्षाकृत कम हो जाती है । मूल्य में अन्तर होने का कारण दोनों राज्यों में विक्रय कर की दरों में भिन्नता है । बिक्री कर की दरों में समानता किए जाने सम्बन्धी प्रकरण राज्य सरकार के स्तर पर लम्बित है ।



Filling of Diesel at Haryana Border in Plastic Containers by Rajasthan dealers to be sold in black



Diesel being Rampantly sold on the road sides and the Department is not taking any measures

Black Marketing of Diesel. The illegal distributors/ Retailers who donot have authority to sell diesel (in contravention to the control order of the Ministry of Petroleum) in Panchayat Hajipur get the diesel from Haryana which is bordering Hajipur. They take diesel in 50 litres cans. No one stops them either at the toll or are not stopped by the police or by any Civil supplies Officer. There is a difference of Rs 4-5 per litre in the diesel supplied in Haryana and in Rajasthan. The illegal dealers sell the diesel at Rs 1 less than the diesel available in Rajasthan Petrol pumps at their illegal retail outlets/ shops.

This gives huge loss to the government exchequer in Rajasthan.

Other Important Field Observations

Supply Register of Hawa Singh FPS Dealer Barod of Behrore Tehsil District Alwar

सप्लाय रजिस्टर									
क्र. सं.	दिनांक	ग्राहक का नाम	ग्राहक का पता	ग्राहक का मोबा. नं.	ग्राहक का ईमेल	ग्राहक का जन्म तिथि	ग्राहक का लिंग	ग्राहक का पेशा	ग्राहक का धर्म
1	22.6.5	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
2	13.6	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
3	25.4.3	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
4	25.7.8	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
5	25.5.8	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
6	26.9.7	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
7	2.7.1	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
8	2.3.7.1	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
9	1.5.1	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
10	1.9.1	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
11	1.4.1	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
12	1.2.3	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
13	1.2.8	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
14	1.5.2	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
15	1.2.7	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
16	2.7.2.3	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
17	2.3.2.1	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
18	2.3.2.4	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
19	2.7.4.3	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा
20	2.5.4.5	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा	श्री. अ. ल. शर्मा

The FPS dealer has made the entries into the register without actually selling the Kerosene to the consumers. The supply register was showing the distribution of kerosene to all the card holders without the signatures of the consumers on the visit date 23-11-2014



Hawa Singh is Housing the FP Shop in his own house, no safety measures are employed and FPS is not in an outlet in the market or easy accessible location by all consumers of different communities.

Supply Register of Hawa Singh FPS Dealer Barod of Behrore Tehsil District Alwar

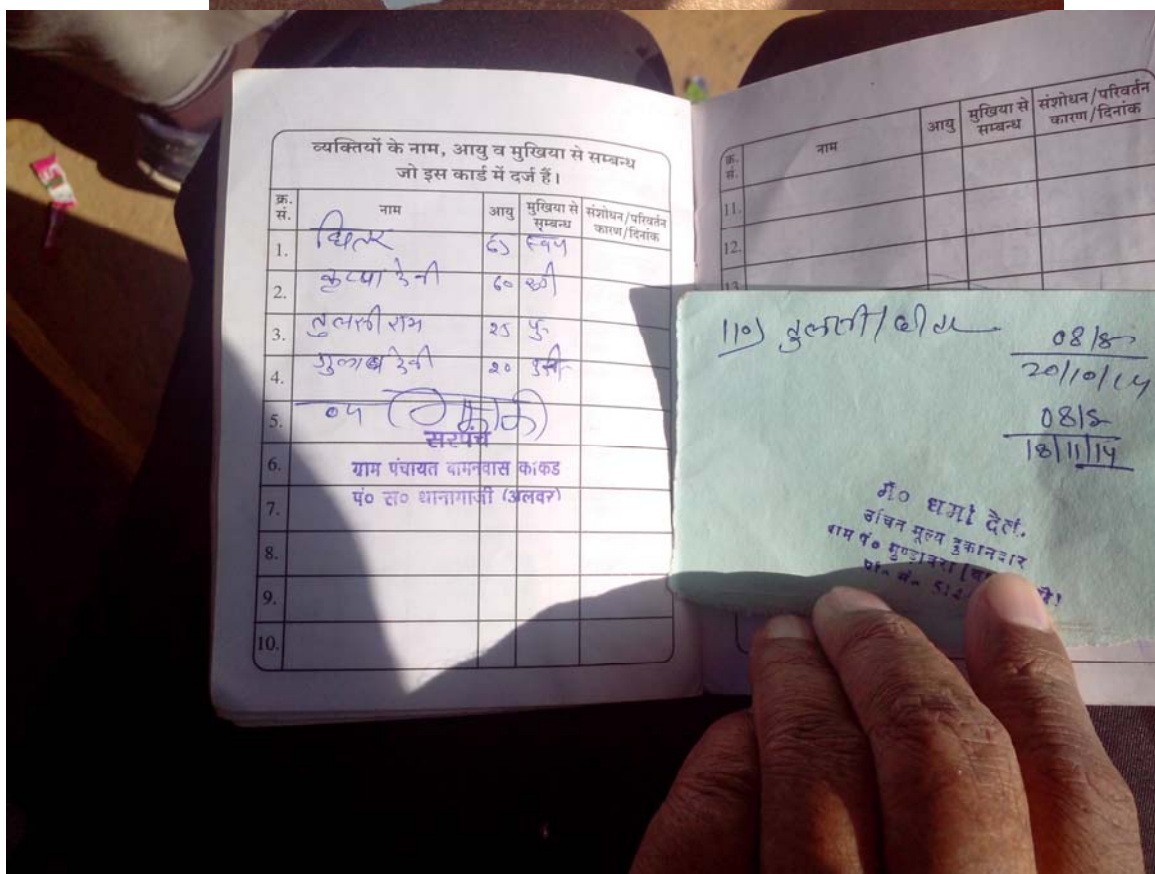
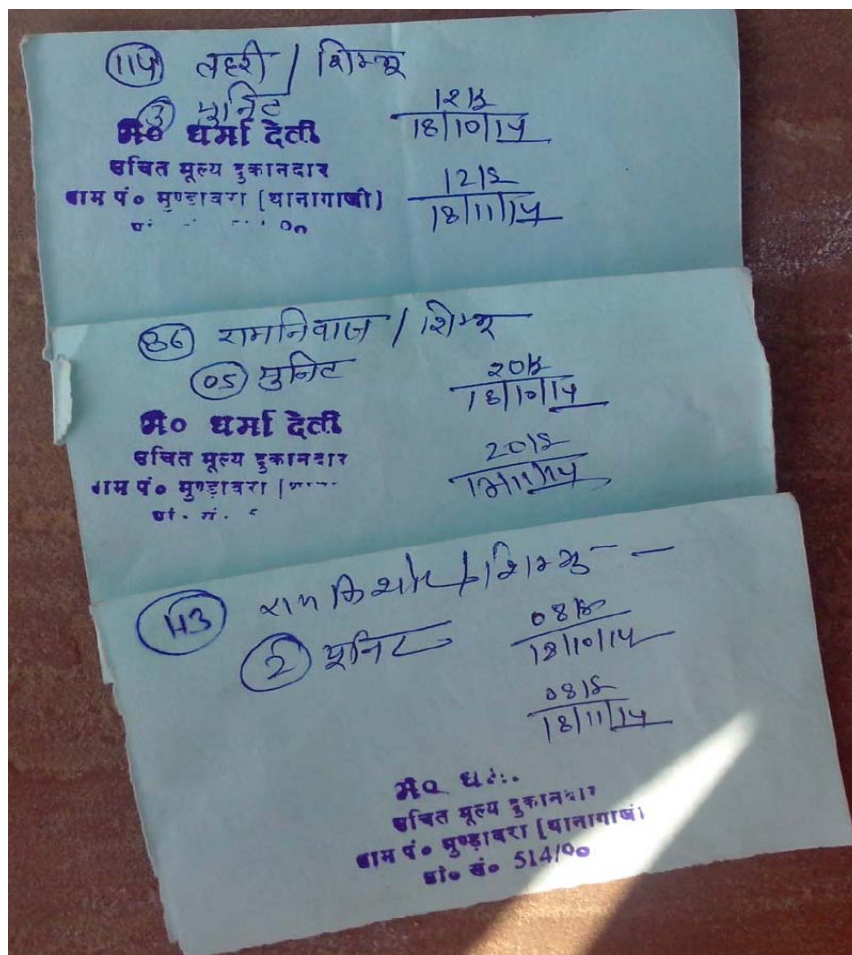
As per the supply register the Kerosene has been distributed to 143 and 298 consumers without having taken the signatures of the consumers.

Date	Description	Amount
05.02.13	TRF TO CASH MANAGEMENT PRODUCE	100.00
05.02.13	TRF TO CASH MANAGEMENT PRODUCE	100.00
05.02.13	TRF TO CASH MANAGEMENT PRODUCE	100.00
05.02.13	TRF TO CASH MANAGEMENT PRODUCE	100.00
05.02.13	TRF TO CASH MANAGEMENT PRODUCE	100.00
25.02.13	By Pension201302000390875Pen:44000239700	538976288
27.02.13	KEROSENE SUBSIDY	16000.00
28.02.13	CASH WOL SELF	
12.10.12	By Pension201208000390875Arr:44000239700	538976288
12.10.12	By Pension201209000390875Arr:44000239700	14000.00
19.10.12	KEROSENE SUBSIDY	100.00
30.10.12	By Pension201210000390875Pen:44000239700	
30.10.12	CASH WOL SELF	

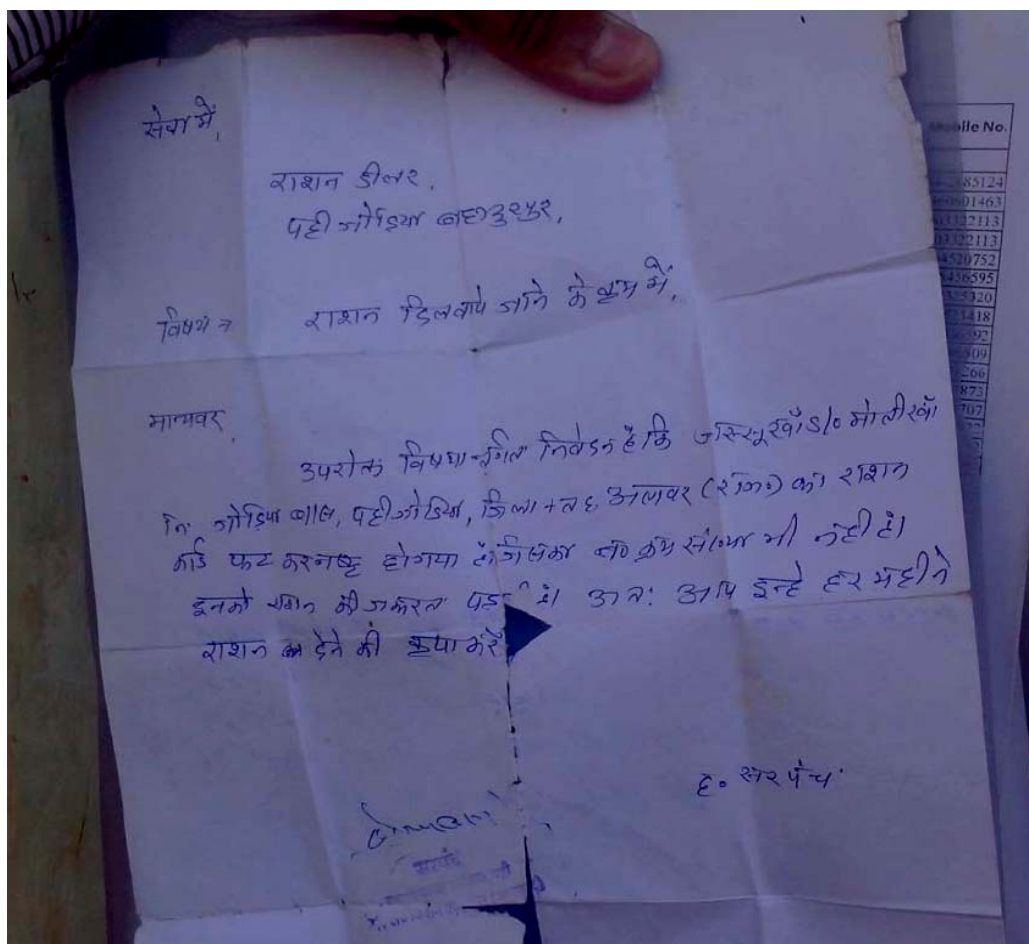


Kerosene Subsidy- Direct Benefit Scheme A Failure in Kotkasim

Subsidy scheme from 1-12-2010 to 23- 12-2013, Subsidy given only 2-3 time though the consumer Maman Chand Joshi under FPS Dealer Nirmala, Kotkasim has taken Kerosene for approximately 9 months. Subsidy of approximately 7 months not given to consumer. His 2 sons did not get subsidy, though they were entitled to and have paid full amount of Rs 51/- per Liter every month. He got subsidy only for 2 months (27-2-2013 and 20-10-2012)



The FPS dealers are giving the ration on self issued slips and not on the Ration Cards. The 2nd Photograph shows entries on the slip and not on Ration card

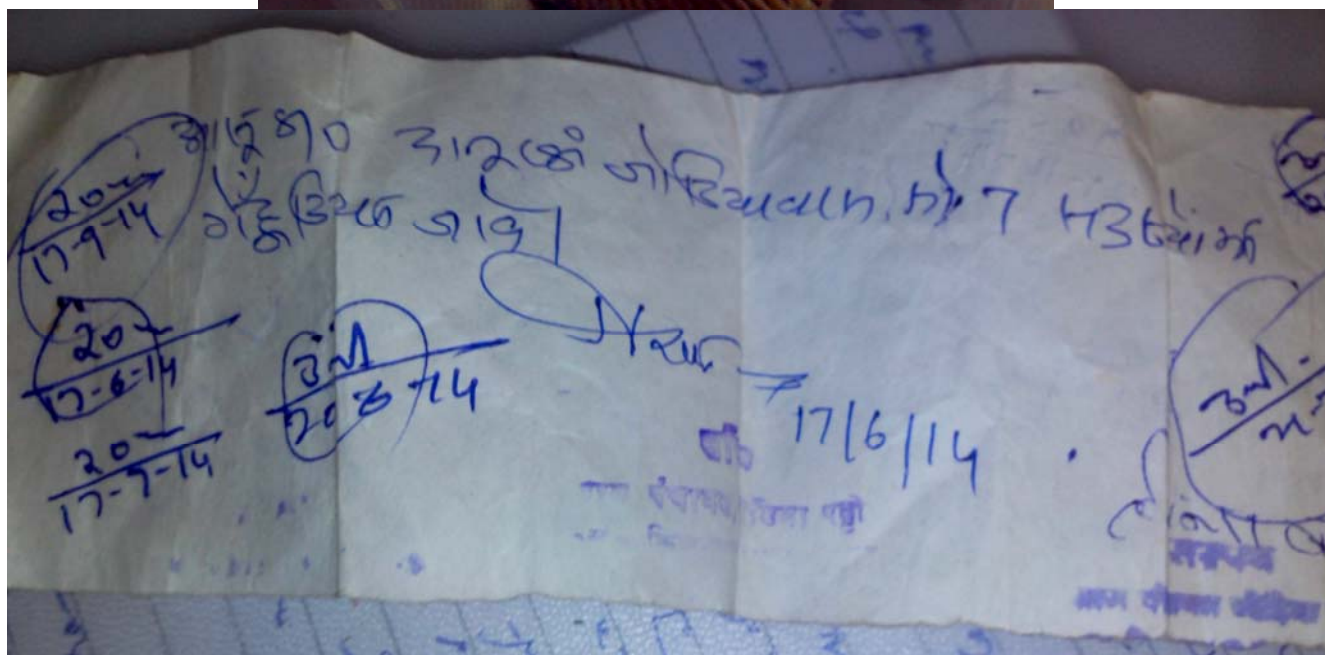


The FPS dealers are giving the ration on letter issued by the Sarpanch as the Department has not issued ration cards to the beneficiaries.



The Villagers have to walk a large distance with the head load as no conveyance is available / sometimes the conveyance charges are more than the cost of the ration, so the women prefer to take ration as head load

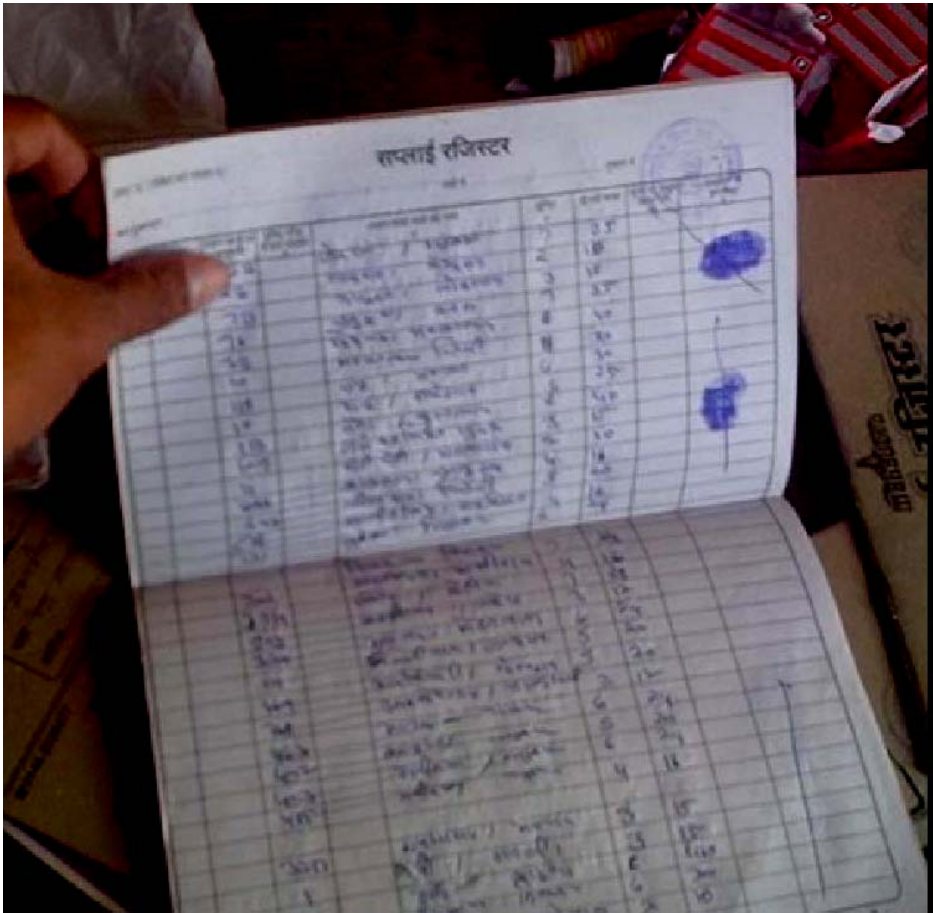
Other Important Field Observations



The FPS dealers are giving the ration on slips issued by the Sarpanch in Jodiawas GP in contravention to the PDS control order 2001/2004 where the distribution of the ration has to be done on card issued by the Department.

[illegible]

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Jodiapatti FPS Dealer Ibrahim Khan’s Supply register is having illegal entries on 21-11-2014. There are no signatures of the consumer. The dealer says he gave the ration to single person, There are more than 38 entries and each entry has around 4 or more than 4 units. No date of distribution has been mentioned.

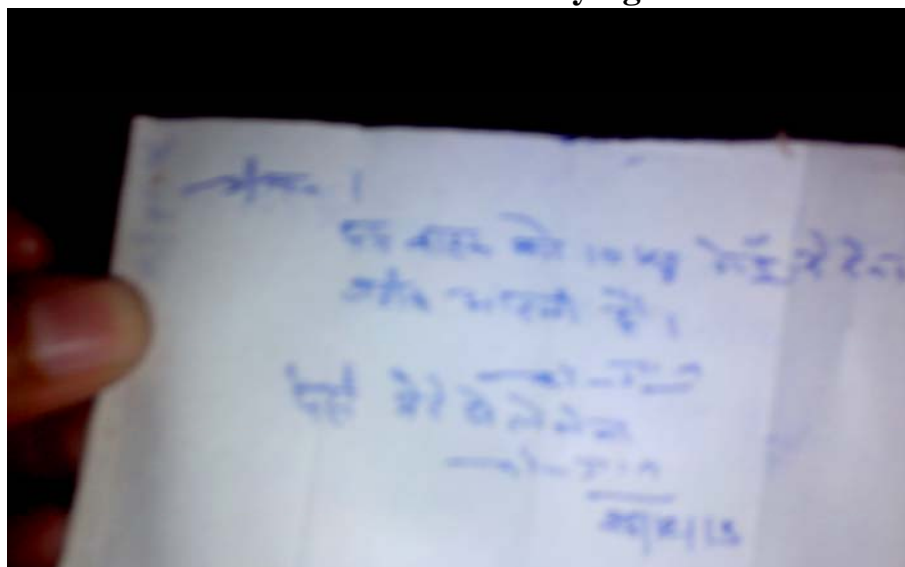
SURVEY PHOTOGRAPHS



BPL Card holder carrying ration in CAR



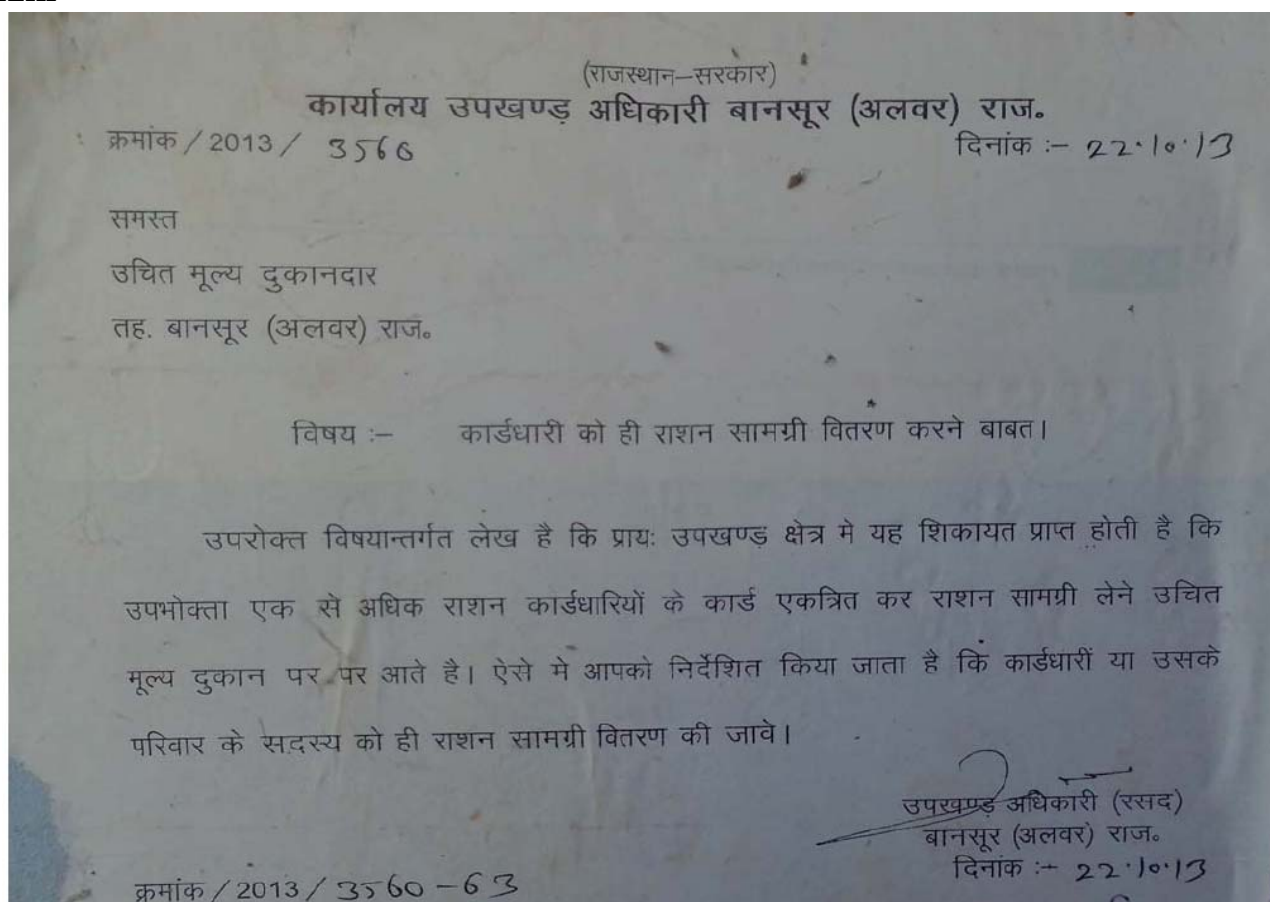
FPS Dealer giving ration on 10-20 cards to a single person and the person is carrying ration in Tractor



Slips Given by the Sarpanch Ordering the FPS Dealer to give the Ration to the Bearer



Dilapidated state of Ration cards



BPL Card holder carrying ration in Bike. There is an order that the FPS Dealer cannot give ration on multiple cards to a single bearer, but the FPS Dealer is giving ration a person holding 20-30 cards and the person is carrying ration in Tractor

SECTION – III

This Section provides details on the Enforcement System, based on information made available by concerned stakeholders and or gathered from other secondary sources.

Enforcement Mechanism/ System

Each state Delhi, Haryana, Rajasthan, UP, has an enforcement mechanism/ system for the enforcement of the Essential Commodities act 1955 and Prevention of Black Marketing and Maintenance of Supply of Essential Commodities Act 1980 act. Enforcement is mostly done with respect to the irregularities in the supply/ distribution of the ECs by the Wholesalers/ FPS Dealers. Mostly the covered commodities are Wheat, Rice, Grains, Pulses, Kerosene, LPG, Sugar, Diesel, Petrol, etc.

Enforcement of the act is being done in the states through the Department of Food and Civil Supplies in the respective states at the State Level and the District level. In each of the surveyed States, there is no separate enforcement department which enforces these Acts or other related acts. Only in Delhi apart from the departments own machinery, there is one cell of the Delhi Police which is under the Department for conducting enforcements. At the State level, the Departments form special flying squads to conduct surprise checks in the districts/ FPS Dealers. At the field level or the District level, the enforcement of the Essential Commodities act 1955 and Prevention of Black Marketing and Maintenance of Supply of Essential Commodities Act 1980 act is being done by the field officers of the Department and the administration. Enforcement of the act is mostly restricted to certain essential commodities like, food grains distributed under PDS, levy sugar, kerosene oil, diesel and petrol in petrol pumps, LPG. Most of the powers of the department relating to the Mandi (Grain mandi/ vegetable Mandi/ fruits Mandi, etc.) have been taken away and they donot have the authority of conducting raids/ searches with regard to the essential commodities coming in the Mandis. This power was earlier there with the department (in Haryana), but in all the states, now this power has been taken. In the Mandis, the Market Committee or the Officials of the Mandi Board conduct the raids and searches with regard to the Grains/ vegetables/ fruits, etc.

Enforcement of the act is also being done by the District Administration and the police department at the district level. In the state of Delhi the District Administration is headed by the Dy. Commissioner. In the state of Haryana the District Administration is headed by the Dy. Commissioner. In the state of Rajasthan the District Administration is headed by the District Magistrate cum Collector. In the state of UP the District Administration is headed by the District Magistrate cum Collector. At the District level the SP is also authorized to enforce the act. At the Tehsil level SDM (in some states SDO/ Tehsildar also) are the Enforcing authority.

Enforcement by State Authorities

In each of the state, Delhi, Haryana, Rajasthan, U.P, the officials of only Department of Food and Civil Supplies, apart from the Police department, have the power to register FIR against the culprits on having some/ substantial evidence. If the case, which is filed, is fool proof and has substantial evidence and it prevails in the court of law during prosecution, the culprits can be convicted.

Enforcement by District Administration

The enforcement of the act can also be done by the officials of the District Administration. The District Administration has a larger role in the Black Marketing of commodities like :

1. Farmers Fertilizers : manure/ DAP/ Urea, etc.
2. Commodities in Mandis : Food Grains / Vegetables/ Horticulture produce, etc.
3. Seeds : Various seeds of various varieties of various food grains/ vegetables/ cattle fodder, etc.
4. PDS : PDS grains / food grains distributed under PDS, levy sugar, kerosene oil
5. Petroleum products : LPG/ Petrol pumps (petrol and diesel)

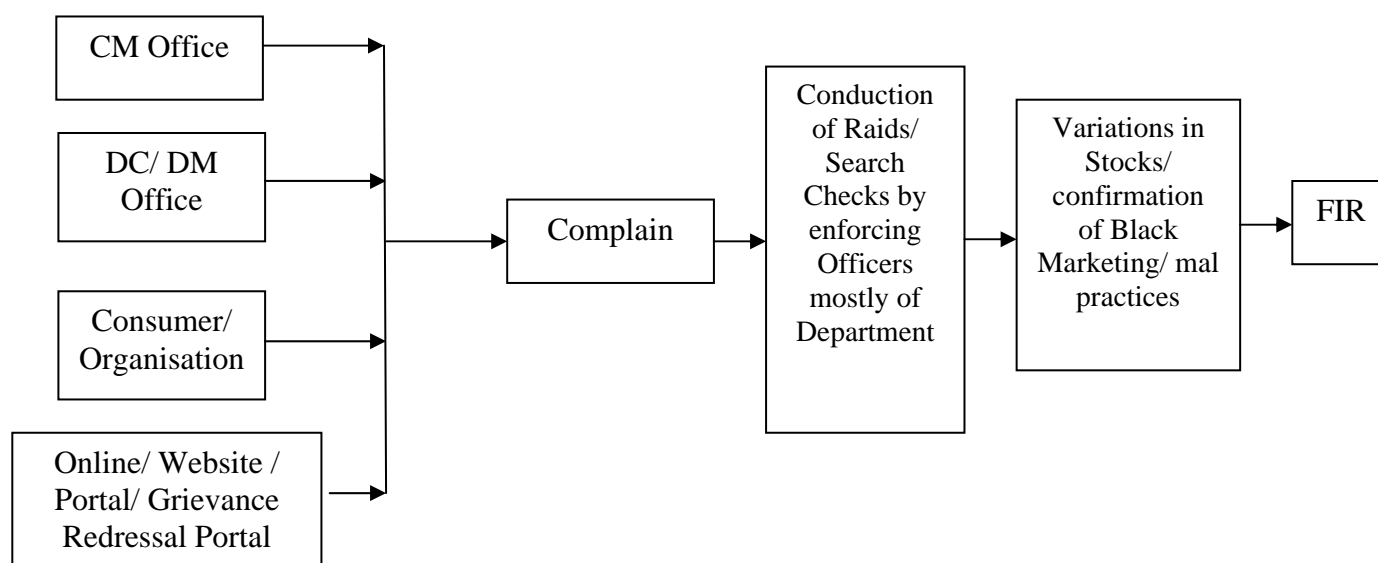
Enforcement by Other Departments

The enforcement of the act can also be done by the officials of other line departments. The line departments have a larger role in the Black Marketing of commodities related to their department like :

Sr. No.	Name of Commodity	Dealt by other Departments
1	(1) drugs.	Health Department, Food and Drugs Department of the state
2	(2) fertilizer, whether inorganic, organic or mixed;	Agriculture Department of the state
3	(3) foodstuffs, including edible oilseeds and oils;	Agriculture Department/ of the state Sugarcane Department of the state
4	(4) hank yarn made wholly from cotton;	Ministry of Textiles, GOI
5	(5) petroleum and petroleum products;	Ministry of Petroleum and Natural Gas, GOI, Oil Companies
6	(6) raw jute and jute textiles;	Ministry of Textiles, GOI
7	(7) (i) seeds of food-crops and seeds of fruits and vegetables;	Agriculture Department of the state
8	(ii) seeds of cattle fodder; and	Agriculture Department of the state
9	(iii) jute seeds;	Commissioner of Jute/ Textiles, GOI
10	*(iv) cotton seed	Agriculture Department of the state

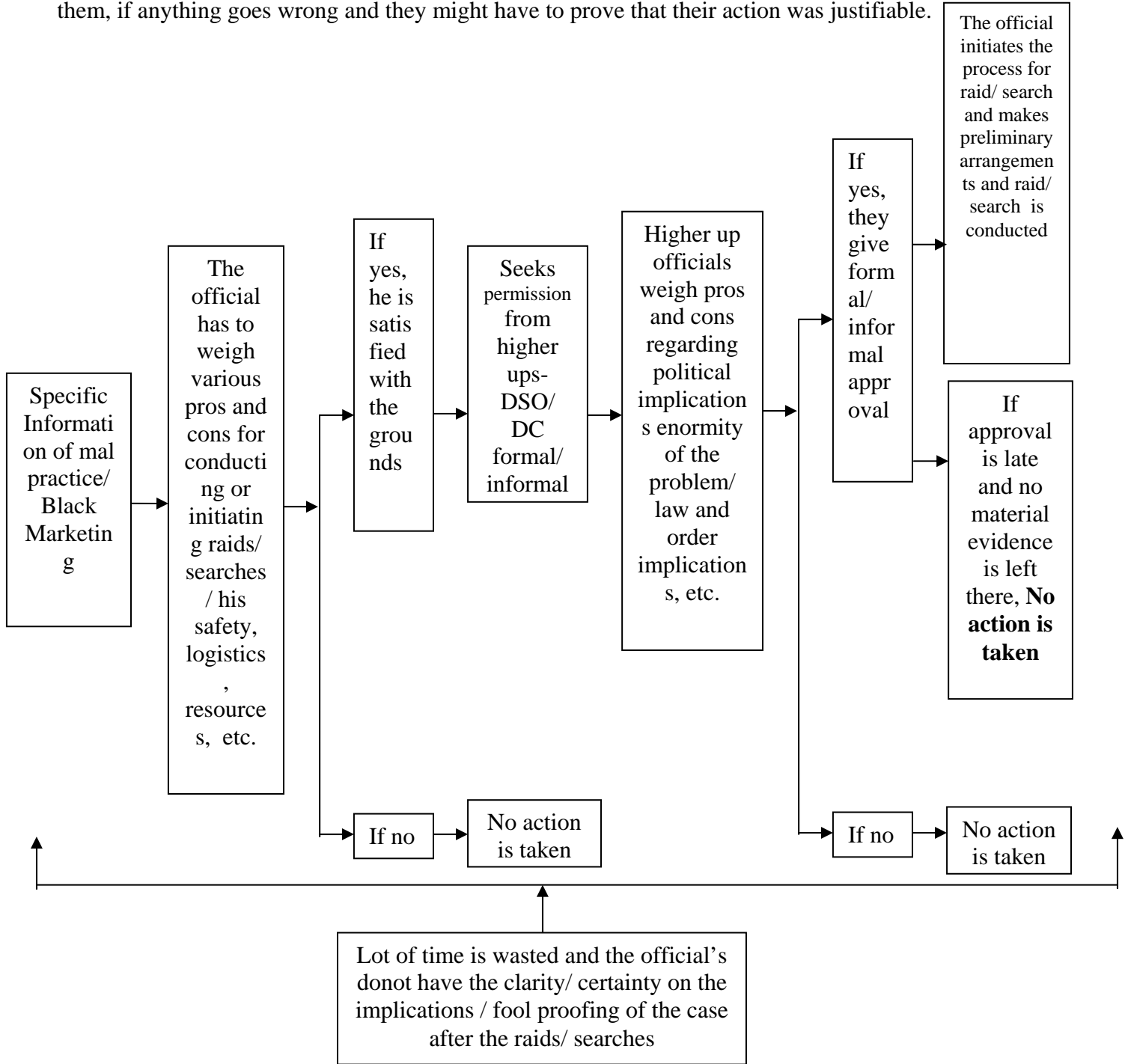
Enforcement of the Act on Receipt of Complaints

Usually enforcement of the act is done if the department or the district administration officials receive complains regarding mal practices by the Ration dealer or doing black marketing of the essential commodities. They conduct raids in the premises of the Ration dealer or any other person / retailer/ wholesalers who is involved in mal practice with regard to essential commodities.



Enforcement of the Act on Suo Moto basis

The officials of the Department have the authority to conduct raids on suo moto basis also on having some information from considerably reliable sources regarding Black Marketing/ trade mal practices / Hoarding, etc. of essential commodities. During discussions, the officials have stated that they usually donot conduct raids/ searches on suo moto basis as they fear that the whole responsibility would fall on them, if anything goes wrong and they might have to prove that their action was justifiable.



Enforcement of the Act on routine sorties by the Police department

The officials of the police Department also get complains regarding Black Marketing/ hoarding, etc. directly from various sources. They conduct the raids searches along with the officials of the Food and Civil Supplies department. If the police finds any suspicious person/ movement of vehicles during their routine sorties, they search/ inspect the vehicle or interrogates the person then they call on the officials

of the Food and Civil Supplies department and asks them to register a case against the culprits and seize the essential commodities, etc.

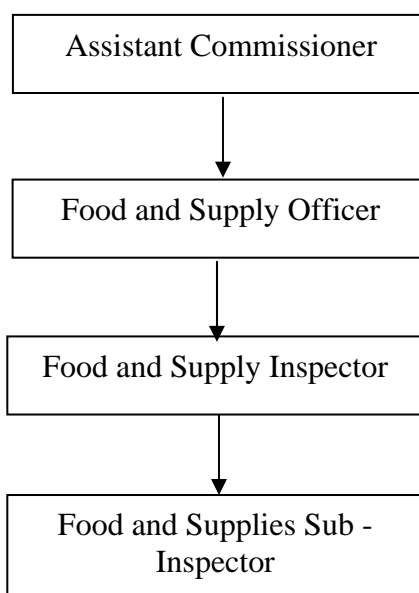
Enforcement of the Act on routine monitoring by the department officials

The field level officials of the police Food and supplies Department have been given certain targets in a month to check the FPS Shops, etc. During these checks if they find any mal practices they issue a notice to the offenders and seize their records/ essential commodities and suspend the FPS dealer.

The State Specific findings of the Enforcement Mechanism are given state-wise as below :

Enforcement Mechanism - Delhi

The Department consists of 70 circle offices situated at each Assembly Constituency and headed by an officer of the rank of Food & Supply Officer. These Circles have been divided into nine zones. Each zone is headed by the officers of the rank of Assistant Commissioner/Dy. Commissioner and they are further supervised by the Addl. Commissioner / Special Commissioner /Commissioner.



Enforcement

The various levels of officials of the Food and Civil Supplies Department have been given due powers to execute/ enforce the Essential Commodities act 1955 and Prevention of Black Marketing and Maintenance of Supply of Essential Commodities Act 1980 act.

The enforcement of the act has to be done by the field level officials of the Department of Food and Civil Supplies and the District Administration.

Authorized Departmental Officials

Inspector/ FSO/ AC

Commodities under Purview

Food grains distributed under PDS, levy sugar, LPG, motor spirit.

Enforcement of the Act on routine monitoring by the department officials

The field level officials of the police Food and supplies Department have been given certain targets in a month to check the FPS Shops, etc. During these checks if they find any mal practices they issue a notice to the offenders and seize their records/ essential commodities and suspend the FPS dealer.

Authority for Raids / Searches

Departmental

Inspector has to take permission from the FSO/ AC for conducting search/ raid in the PDS FPS shops.

FSO/ AC : food grains distributed under PDS, levy sugar, in his area of jurisdiction.

FSO/ AC : LPG The AC takes permission from the commissioner to conduct search/ raids for LPG depot / supplier

Committee to be formed by AC of 1 FSO & 2 Inspectors : The AC takes permission from the commissioner to conduct search/ raids for diesel and petrol in petrol pumps

District Administration

At the district level the SDM/ DC has been vested with the powers of Raids and Searches, both for Essential Commodities as well as for Prevention of Black Marketing / Prevention of Hoarding, etc.

Frequency / Periodicity of Inspection / Checking

As per discussion with officials, Inspector has to check all PDS Shops in three months in his jurisdiction

As per departmental order of April 2005, the officers of the department are required to conduct monthly inspection of FPS/KOD as under:

Sl. No.	Officials	No. of inspections to be conducted per year FPS/KODs
01.	Areas Inspector	180
02.	FSO	120
03.	Asstt. Commissioner	84
04.	Addl. Commissioner	60
Total		444

By order No. PS/CFS/F&S/2005/128 dated 06.04.2005 the Office of the Commissioner Food Supplies has directed the Officers of the Department to conduct monthly random inspections of Fair Price Shops in the following manner :

- Area Inspector - 15
- FSO - 10
- Assistant Commissioner - 7
- Additional Commissioner - 5

By Circular No. 6(1)/Misc./CFS(D)/2005/370 dated 27.03.2006 the Office of the Commissioner, Food Supplies and Consumer Affairs has made it mandatory for all Food Supply Officers to conduct surprise checks on the opening of Sales of about 10% of the sales opened by the Inspectors on a random basis and submit a monthly report to the Assistant Commissioner. The Assistant Commissioners are required to conduct surprise checks/inspections of at least 5% of the sales opened by the Inspector and send a report to the Commissioner.

However, it has also been discovered that as per the citizen Charter monitoring has to be done as specified below :

AC

- To visit at least 50 fair price shops, 5 kerosene oil depots every month
- To visit circle offices of his zone on specified days every week for the purpose of hearing grievances of the staff, owners of PDS outlets and the public.

FSO

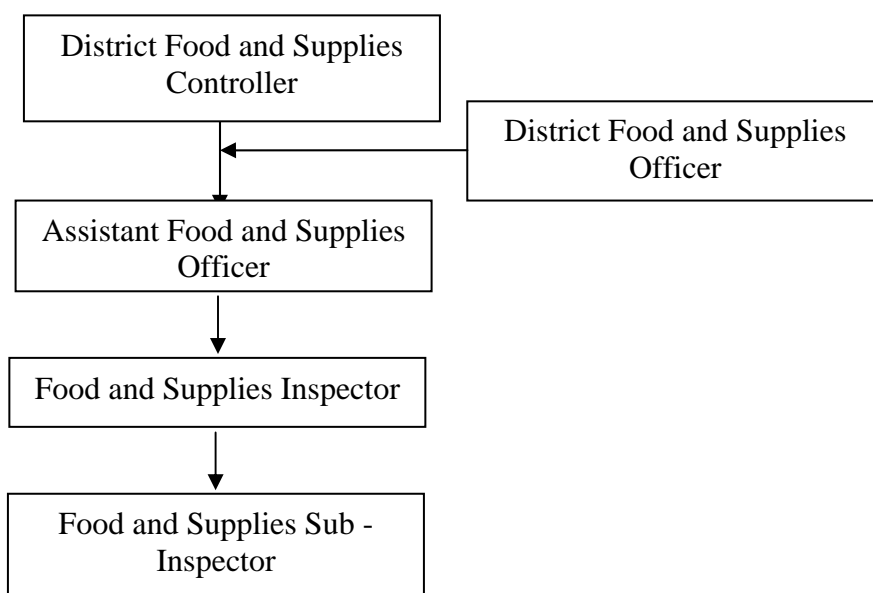
- To visit at least 75 fair price shops, 10 kerosene oil depots every month and maintain diary indicating their visit to PDS outlets.
- To initiate action against retail licencees habitually depositing their drafts late.

Inspectors

- To inspect Fair Price Shops periodically.
- To ensure availability of essential Commodities at Fair Price Shop.
- To allow ration cards after verification of details.
- To allow deletion/addition of units.

Enforcement Mechanism – Haryana

The Department consists of 22 district offices situated at each district and headed by an officer of the rank of District Food & Supply Controller. The next level in the districts is Tehsils. Each Tehsil is headed by the officers of the rank of Assistant Food and Supplies Officer and they are further supervised by the Deputy Director/Joint Director/Additional Director / DG & Secretary, Food & Supplies Department.



Powers

The Department has powers to search and seize under the various control orders right from the level of Inspector, Food and Supplies to the Director, Food and Supplies.

Duties

Enforcement of Control orders mentioned in PR Manual is the prime duty of the Department apart from procurement of foodgrains (wheat and paddy) under the Minimum Support Price regime for the Central pool.

Sanctioned Posts

District Food and Supplies Controller -23 (Hqrs 2+ Field 21)

District Food and Supplies Officers -23 (Hqrs.2+ Field 21)

Assistant Food and Supplies Officers -83

Inspectors -317

Sub Inspectors -318

CONFED is the wholesale nominee of the State for lifting of Foodgrains meant for TPDS and is required to deliver the foodgrains at each Fair Price Shop by tenth of each month. Wholesale dealers of K-Oil have to supply the K-Oil before 25th of each month at each Fair Price Shops. The farmers of the state get their payment for the sale of their produce within 72 hours

Enforcement

The various levels of officials of the Food and Civil Supplies Department have been given due powers to execute / enforce the Essential Commodities act 1955 and Prevention of Black Marketing and Maintenance of Supply of Essential Commodities Act 1980 act.

The enforcement of the act has to be done by the field level officials of the Department of Food and Civil Supplies and the District Administration.

But in District Palwal there is a shortage of staff for enforcing the act. The details are as follows :

STAFF/ VACANT POSITIONS IN THE DISTRICT PALWAL

पद	स्वीकृत पद	भरे हुए पद	खाली पद
जिला खाद्य एवं पूर्ति नियन्त्रक	1	1	0
जिला खाद्य एवं पूर्ति अधिकारी	1	0	1
अधीक्षक	1	1	0
लिपिक	10	2	8
लेखा परीक्षक	2	0	2
लेखाकार	2	0	2
सहायक	1	0	1
अनुभाग अधिकारी	1	0	1
स्टैनो टाईपिस्ट	1	1	0
स्वीपर कम चौकीदार	1	0	1
सेवादार	4	3	1
सहायक खाद्य एवं पूर्ति अधिकारी	3	3	0
निरीक्षक खाद्य एवं पूर्ति	9	8	1
उपनिरीक्षक खाद्य एवं पूर्ति	8	6	2
कुल	45	25	20

Departmental Officials

Sub-Inspector/ Inspector/ AFSO/ DFSC

Commodities

Food grains distributed under PDS, levy sugar, kerosene oil, diesel and petrol in petrol pumps, LPG.

Authority for Raids / Searches

Departmental

Sub-Inspector/ Inspector/ AFSO/ DFSC : food grains distributed under PDS, levy sugar, kerosene oil
Inspector/ AFSO/ DFSC : LPG
DFSO/ DFSC : diesel and petrol in petrol pumps
DFSO/ DFSC : pass the complain of vegetable to the Mandi Committee/ Market Committee

District Administration

At the district level the Tehsildar/ SDM/ SP/ DC has been vested with the powers of Raids and Searches, both for Essential Commodities as well as for Prevention of Black Marketing / Prevention of Hoarding, etc.

Enforcement of the Act on routine monitoring by the department officials

The field level officials of the police Food and supplies Department have been given certain targets in a month to check the FPS Shops, etc. During these checks if they find any mal practices they issue a notice to the offenders and seize their records/ essential commodities and suspend the FPS dealer.

Frequency / Periodicity of Inspection / Checking

Sub Inspector has to check 4 PDS Shops in a month (as per discussions with officials)
Inspector has to check 6 PDS Shops in a month (as per discussions with officials)
AFSO has to check 5% PDS Shops in the district in a year (as per discussions with officials)
DFSC / DFSO has to check 5% PDS Shops in the district in a year (as per discussions with officials)
DFSC / DFSO has to check 1 petrol pump in 6 months (as per discussions with officials)

Inspection of Depots

The number of inspections to be carried out by various officials as mentioned in the website of the food department is as follows :

<u>DFSC</u>	<u>DFSO</u>	<u>AFSO</u>	<u>IFS/SIFS</u>
2	2	8	100%

<http://haryanafood.gov.in/PDS%20HRY/Distribution.aspx>

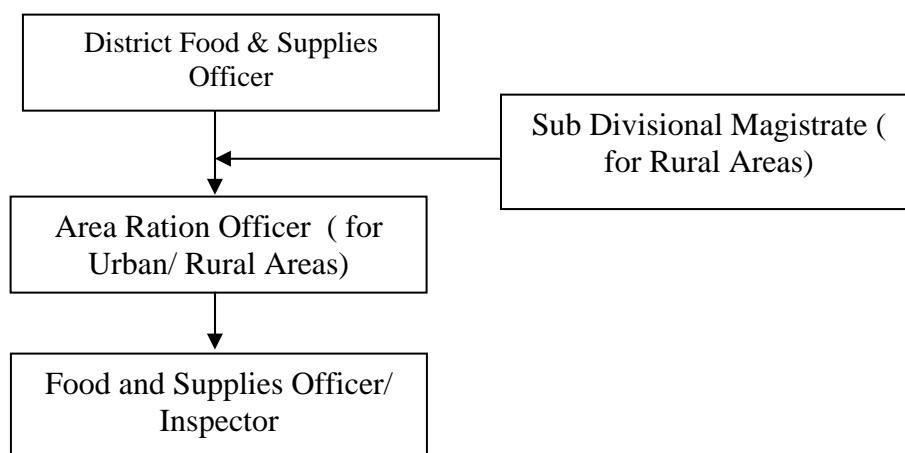
Status of Cases Registered and Action taken

The status of cases registered, action taken, etc. is as follows :

	2010-11	2011-12	2012-13	2013-14	2014-15 (Sept,14)
No. of cases registered with Police.	30	20	3	1	11
Person arrested	24	7	9	0	5
No. of depot cancelled	240	169	239	205	125
No. of dealers whose security forfeited.	701	517	391	453	158
Amount of security forfeited (Rs.)	9,05,100	8,30,800	14,17,000	12,78,500	6,26,000

Enforcement Mechanism – Uttar Pradesh

The Department consists of 74 district offices situated at each district and headed by an officer of the rank of District Food & Supply Officer. The next level in the districts is Tehsils. Each Tehsil is headed by the officers of the rank of Area Ration Officer. The next level in the districts is Blocks. Each Block is headed by the officers of the rank of Food and Supplies Inspector and they are further supervised by the Dy. Commissioner/ Jt. Commissioner/ Upper Commissioner/ Commissioner.



In Uttar Pradesh the Rural areas are under the direct control of the SDM and the urban areas are under the direct control of the DSO.

Enforcement

The various levels of officials of the Food and Civil Supplies Department have been given due powers to execute / enforce the Essential Commodities act 1955 and Prevention of Black Marketing and Maintenance of Supply of Essential Commodities Act 1980 act.

The enforcement of the act has to be done by the field level officials of the Department of Food and Civil Supplies and the District Administration.

But the department has shortage of staff. The staff/ vacant position in District Ghaziabad is as follows :

VACANT POSITIONS

3.7- SANCTIONED POST/FILLED POST/VACANT POST DETAILS OF GZB

क्रम संख्या	पदनाम	स्वीकृत पद	कार्यरत पद	रिक्त पद
1	जिला पूर्ति अधिकारी	01	01	—
2	क्षेत्रीय खाद्य अधिकारी	06	01	05
3	पूर्ति निरीक्षक	07	06	01 (श्री राजेश कुमार शर्मा, पूर्ति निरीक्षक का निधन होने के कारण पद रिक्त हुआ है।)
4	वरिष्ठ सहायक	04	—	04
5	ज्येष्ठ लेखा लिपिक	02	—	02
6	आशुलिपिक	01	—	01
7	लिपिक	23	13	10
8	चपरासी	09	05	04
9	डाईवर	01	01	—
	योग	54	27	27

नोट:- स्वीकृत पदों में जनपद हापुड की सूचना सम्मिलित है।

जिला पूर्ति अधिकारी,
गाजियाबाद।

Authorized Departmental Officials

Supply Inspector/ Area Ration Officer/ DSO

Commodities under Purview

Food grains distributed under PDS, levy sugar, kerosene oil, diesel and petrol in petrol pumps, LPG.

Authority for Raids / Searches

Departmental

Inspector/ Area Ration Officer/ FSO/ DSO: food grains distributed under PDS, levy sugar, kerosene oil
Inspector/ Area Ration Officer/ FSO/ DSO : LPG

Committee of DSO/ DM/ Sales officer from oil company for search/ raid : diesel and petrol in petrol pumps

GO

संख्या 1703 / 29-7-2008-1 —पी0पी0 / 2000

dated 5-8-2008

विषय:- पेट्रोल एवं डीजल पम्पों के निरीक्षण/छापे की कार्यवाही एवं नमूने के परीक्षण। (Marketing discipline Guide Lines, 2005 के अनुसार)

1. पम्पों का निरीक्षण एक टीम द्वारा किया जाना चाहिए जिसका प्रधान एक एक्जीक्यूटिव मजिस्ट्रेट अथवा जिलापूर्ति अधिकारी से निम्न श्रेणी का अधिकारी न हो और सदस्य इंस्पेक्टर श्रेणी से नीचे का न हो। उक्त टीम में तेल उद्योग के जिला समन्वयक या तेल कम्पनियों के अधिकारी भी शामिल रहे। आयल कम्पनी के अधिकारी केवल अधिकृत पेट्रोल/डीजल पम्प की जांच में ही सदस्य होंगे। यथा सम्भव त्रैमास में एक बार टीम द्वारा आकस्मिक निरीक्षण अवश्य किया जाय।

District Administration

At the district level the Tehsildar/ SDM/ SP/ DM has been vested with the powers of Raids and Searches, both for Essential Commodities as well as for Prevention of Black Marketing / Prevention of Hoarding, etc.

The Number of raids and searches conducted by the Department in the District Ghaziabad are given in the EXHIBIT 3.III- !

Frequency / Periodicity of Inspection / Checking

As per discussions with the officials, Inspector has to check all PDS Shops in three months in his jurisdiction

As per discussions with the officials, DSO has to check 9 PDS Shops in a month in the District

As per New citizen Charter

Clause 9 of the Citizen Charter provides for regular, monthly inspection of the FPS by concerned officials atleast once a month. The inspection shall be made to monitor the quality of foodgrain being distributed, the timings of the functioning of the FPS, maintenance of the Stock, Sale and Ration card register, the behavior of the FPS dealer towards the beneficiaries and other such considerations pertaining to the functioning of the FPS.

निरीक्षण और जाँच

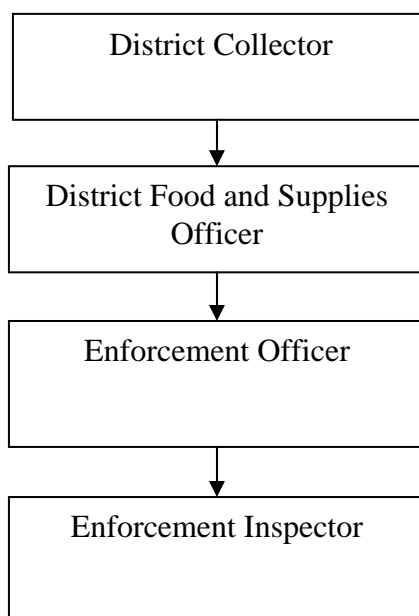
राज्य सरकार उचित दर दुकान की मानीटरिंग के लिए उपयुक्त प्रणाली सुनिश्चित करेगी तथा माडल बिक्री रिकार्ड/रजिस्टर, स्टॉक रजिस्टर तथा राशन कार्ड रजिस्टर का निर्धारण सुनिश्चित करेगी। राज्य सरकार के नामित प्राधिकारियों द्वारा प्रत्येक माह में कम से कम एक बार उचित दर दुकान का निरीक्षण सुनिश्चित किया जाएगा तथा उन मुद्दों को भी निर्दिष्ट किया जाएगा, जिन पर उनके द्वारा सूचना एकत्र की जाएगी। इन निरीक्षणों के दौरान उचित दर दुकानों के जरिए सप्लाई किए जा रहे राशन की गुणवत्ता और मात्रा, उचित दर दुकान को खोलने तथा बन्द करने के समय के सन्दर्भ में उचित दर दुकान के सुचारु रूप से कार्यकरण लाभभोगियों के साथ उचित दर दुकानों के मालिकों/इसके कार्यकर्ताओं के व्यवहार की जाँच की जाएगी।

Role of Supply Inspector (S.I.)

1. Visit and inspection of FPS.
2. It is his duty to get money deposited by the FPS dealer. If there is any defaulter, he has to intimate the DSO.
3. Attending Complaints from beneficiaries and to inform DSO about same.
4. Enforcement:-
 - a) routine checks
 - b) Surprise raids along with Police Officials
5. If new shop is to be opened he submits file before SDM to fix allocation as per no. of cards holders.

Enforcement Mechanism – Rajasthan

The Department consists of 33 district offices situated at each district and headed by an officer of the rank of District Food & Supply Officer. The next level in the districts is Tehsils. Each Tehsil is headed by the officers of the rank of Enforcement Officer. The next level in the districts after the Tehsils is headed by the officers of the rank of Enforcement Inspector and they are further supervised by the Dy. Commissioner/ Jt. Commissioner/ Commissioner.



Enforcement

The various levels of officials of the Food and Civil Supplies Department have been given due powers to execute / enforce the Essential Commodities act 1955 and Prevention of Black Marketing and Maintenance of Supply of Essential Commodities Act 1980 act.

The enforcement of the act has to be done by the field level officials of the Department of Food and Civil Supplies and the District Administration.

Authorized Departmental Officials

Enforcement Inspector/ Enforcement Officer/ DSO

Commodities

Food grains distributed under PDS, levy sugar, kerosene oil, diesel and petrol in petrol pumps, LPG.

Authority - Departmental

Enforcement Inspector/ Enforcement Officer/ DSO : food grains distributed under PDS, levy sugar, kerosene oil

Enforcement Officer/ DSO : LPG

Enforcement Inspector/ Enforcement Officer/ DSO : diesel and petrol in petrol pumps

District Administration

At the district level the SDM / SP / DM has been vested with the powers of Raids and Searches, both for Essential Commodities as well as for Prevention of Black Marketing / Prevention of Hoarding, etc.

(1) स.एफ.17(2) एफ.एस./लीगल/2000

जयपुर, दिनांक : 22.2.2001

एस.ओ.361 भारत सरकार के पेट्रोलियम और प्राकृतिक गैस मंत्रालय द्वारा रा.का.नि. 487 (ई) दिनांक 26 अप्रैल, 2000 द्वारा जा किये गये द्रवीकृत पेट्रोलियम गैस (प्रदाय और वितरण विनियमन) आदेश, 2000 के खंड 13 द्वारा प्रदत्त शक्तियों का प्रयोग करते हुए राज्य सरकार नीचे अनुसूची से संलग्न स्तम्भ 1 में उल्लेखित निम्नलिखित समस्त अधिकारियों को उनके सामने स्तम्भ 2 में विनिर्दिष्ट क्षेत्र के लिए, उक्त आदेश के खंड 13 के अधीन प्रवेश, तलाशी और अभिग्रहण करने की समस्त शक्तियों का प्रयोग करने के लिए इसके द्वारा प्राधिकृत करती है, अर्थात्

अनुसूची

1.	आयुक्त, अपर आयुक्त और उपायुक्त खाद्य एवं नागरिक रसद विभाग, राज. जयपुर।	सम्पूर्ण राजस्थान राज्य के लिए
2.	खाद्य एवं नागरिक रसद विभाग, राज. जयपुर के मुख्यालय में पदस्थापित जिला आपूर्ति अधिकारी, सहायक जिला आपूर्ति अधिकारी, प्रवर्तन अधिकारी और प्रवर्तन निरीक्षक।	सम्पूर्ण राजस्थान राज्य के लिए
3.	समस्त जिला आपूर्ति अधिकारी, अपर जिला आपूर्ति अधिकारी, सहायक जिला आपूर्ति अधिकारी, प्रवर्तन अधिकारी और प्रवर्तन निरीक्षक	उनकी अपनी-अपनी अधिकारिता के लिए
4.	ऐसे समस्त राजस्व अधिकारी जो तहसीलदार की रैंक से नीचे के न हो और ऐसे समस्त पुलिस अधिकारी को पुलिस उप-अधीक्षक की रैंक से नीचे के न हों।	उनकी अपनी-अपनी अधिकारिता के लिए

Frequency / Periodicity of Inspection / Checking

No specific Data has been provided by the District officials/ State government. The details have been taken from the RTI manual of the department/ GOs available on the new website of Government of Rajasthan which as per information was started on 23rd December 2014.

क्र. सं.	पद नाम	निरीक्षण		भ्रमण	
		उचित मूल्य दुकाने	अन्य अनुज्ञापन धारी	दिन	रात
1.	जिला रसद अधिकारी (जिलों में पदस्थापित)	07	2	7	3
2.	सहायक जिला रसद अधिकारी	10	—	7	3
3.	प्रवर्तन अधिकारी	15	—	8	5
4.	प्रवर्तन निरीक्षक	15	—	10	6

ये मानदण्ड विभागीय आदेश क्रमांक एफ 21 (5) खा. वि. /नि.री./93-94 दिनांक . 16.1.2002 द्वारा निर्धारित है।

As per the norms of the Department each Enforcement Inspector has to inspect 15 FPS (amongst other non PDS inspections) in a month. The District Supply Officer has to conduct between 7-10 FPS inspections (varying in each district) in a month. Immediate action is to be taken if irregularities are found in functioning of the FPS.

As per discussion with officials, Enforcement Inspector/ Officer has to check all PDS Shops in four months in his jurisdiction.

As per the GO letter dated 29-9-2001, which mentions the para 4 of the control order 2001, the 11th point states that the EI has to conduct the verification of the FPS at least once in 6 months.

(4) प्रतिलिपि पत्र क्रमांक : एफ 6(98) खा.वि./सा./2001 जयपुर, दिनांक 29 सितम्बर, 2001 द्वारा श्री राजीव शर्मा, शासन सचिव खाद्य विभाग वास्ते समस्त जिला कलेक्टर व समस्त जिला रसद अधिकारी, राजस्थान।

11. समस्त उचित मूल्य की दुकानों का निरीक्षण, निरीक्षकों द्वारा 6 माह में एक बार अवश्य कर लिया जाये, इसके लिए प्रत्येक निरीक्षक के लिए उन दुकानों का नाम व संख्या तय कर दी जावे, जिनका निरीक्षण सम्बन्धित निरीक्षक द्वारा किया जाना है एवं जिला रसद अधिकारी यह सुनिश्चित करें कि उनके द्वारा निरीक्षण के लिए आवंटित दुकानों का 6 माह में एक बार अवश्य निरीक्षण कर लिया गया है।

Status of Cases Registered and Action taken

The status of cases registered, action taken, etc. is as follows :

परिशिष्ट-(7)

आवश्यक वस्तु अधिनियम, 1955 के अन्तर्गत की गई कार्यवाही की सूचना

क्र. स.	नाम	वर्ष में छापे मारे गये	गिरफ्तार किये गये व्यक्तियों की संख्या	अदालत में चालान प्रस्तुत किये गये	न्यायालय द्वारा दंडित किये गये व्यक्तियों की संख्या	जब्त किये माल की अनुमानित राशि (लाखों में)
1	2009-10	676	69	102	3	303.91
2	2010-11	447	34	168	76	193.33
3	2011-12	426	57	152	100	192.46
4	2012-13	229	28	212	132	126.51

अप्रैल 2013 से दिसम्बर 2013 की अवधि में

क्र. स.	नाम	माह में छापे मारे गये	गिरफ्तार किये गये व्यक्तियों की संख्या	अदालत में चालान प्रस्तुत किये गये	न्यायालय द्वारा दंडित किये गये व्यक्तियों की संख्या	जब्त किये माल की अनुमानित राशि (लाखों में)
1	अप्रैल, 13	5	0	4	0	5.43
2	मई, 13	44	3	5	0	15.87
3	जून, 13	12	1	8	1	8.31
4	जुलाई, 13	10	2	4	1	22.47
5	अगस्त, 13	8	0	2	0	29.97
6	सितम्बर, 13	23	2	6	0	7.91
7	अक्टूबर, 13	7	3	3	0	64.27
8	नवम्बर 13	52	0	3	0	31.58
9	दिसम्बर 13	36	2	10	9	23.32
	योग-	197	13	45	11	209.13

ENFORCEMENT MECHANISM - SWOT ANALYSIS (CONSOLIDATED FOR ALL SAMPLE STATES) :

A SWOT analysis has been attempted, based on the scanty information available / provided by the respective state / district / other authorities, during the course of this study. This analysis is as below :

STRENGTHS	WEAKNESS
<ol style="list-style-type: none"> 1. Act Covers most of the commodities. 2. Act has accorded immense powers to the Officials of various levels for search/ raids// taking action against the culprits/ unscrupulous traders to counter the menace of black-marketing, hoarding and profiteering tendency in the essential commodities. 3. The Departmental officials can even lodge FIR directly without the intervention of the Police. 4. The District Administration also has immense powers under the act. 5. Delhi has appointed the Addl District Magistrate as specified in the section 15 of the NSFA 2013 District Grievance Redressal Officer, to hear and take action against the complains of the consumers against the FPS owner if there is any dereliction on the part of the FPS owner. 6. In UP any Peron who is a FPS owner and becomes a Sarpanch or Panchayat member, his license would be cancelled. 7. In Rajasthan any Peron who is a FPS owner and becomes a Sarpanch or up Sarpanch or MLA or MP or holds any public office, his license would be cancelled 	<ol style="list-style-type: none"> 1. Non awareness of lower level officials of the various sections of the acts and the execution and implementation of the act. 2. No legal cell in the department to give legal advice to the lower level officials who practically are enforcing the acts. 3. In none of the States UP, Rajasthan or Haryana there is a CS-CID as in Tamilnadu. In Delhi there is only a cell in the Police department to check offences relate to ECs. 4. Many commodities are under the control of various departments Fertilizers under Department of Agriculture, Seeds under Department of Agriculture, Petroleum under Ministry of Petroleum and petroleum products, Grains and vegetables under Department of Agriculture of Mandi committee, etc. The act doesnot mention the role of these departments in curbing the prices or in curbing the mal practices by traders or Hoarding or black marketing of these commodities which are not directly under the District Administration or Food and civil supplies department. Further theses are mostly state matters and the centre cannot do much, if the states donot want to act for political compulsions or otherwise. 5. Surprise inspections required to be conducted under the various licensing control orders at various levels were not conducted. 6. The legal provisions for the officials are very weak. They have to defend by themselves for each and every action of theirs. This deters the officials to take action or execute the powers under the act. 7. The officials at the lower level are hesitant to initiate the cases as the higher up officials donot stand by them and leave them to defend by themselves. 8. The Officials are hesitant to initiate action under this act. Many officials are having cases against themselves which deter them to initiate cases against the offenders or execute their powers under the act. 9. The lower level officials donot have enough resources/ logistical arrangements to conduct raids/ searches or suo-moto raids, in case they find mal practices/ Black Marketing. 10. The act is toothless and the powers of officials are reduced due to procedural formalities 11. The departments have poor manpower for the execution of the acts. There is a vast difference in the Sanctioned posts and filled posts.

	<p>12. Excessive use of Political pressures by various stakeholders</p> <p>13. Political Bosses intervene at various stages of implementation of the act.</p> <p>14. Political Bosses intervene directly in the PDS/ Distribution of FPS shops/ Distribution of ration, etc.</p> <p>15. The Sarpanch is having immense influence on the FPS dealer and directs the dealer to distribute the food grains without proper ration cards.</p> <p>16. The Lower level officials donot have legal acumen and file FIRs which are easily challengeable in the court of law and therefore the conviction rate is almost negligible.</p> <p>17. The Lower level officials are not given proper training for filing Fool proof FIRs. Training of the officers/officials at regular intervals in the Department is necessary to enable them to be appraised of the latest orders/circulars so that they can discharge their duties effectively. In the absence of training, it can not be ensured that the staff was fully equipped with the necessary skills to discharge their duties effectively and efficiently.</p> <p>18. The act is not being properly executed and still Black Marketing of many essential commodities is happening in large scale.</p> <p>19. Many of the terms are not defined such as Hoarding.</p> <p>Non issuance of new Ration cards by Department to consumers for 10-14 years and cannot be used in the court of law for verification or for evidence</p> <p>20. The cards of the consumers are old almost 14-15 years. The consumers have not been issued new cards in Haryana since 2002. In Rajasthan these are also older by almost 12-13 years. In UP the cards were issued in 2005. Since the cards are old and torn and in dilapidated state no one can verify that actual distribution has been done or not. The dealers are not making correct entries in the cards and these cannot be used in the court of law because of their bad state.</p>
OPPORTUNITIES	THREATS
<p>1. The officials when conducting raids should have adequate resources and manpower to counter any exigencies imposed by the culprits or black marketers or mafias.</p> <p>2. The officials should be provided with red light vehicles so that they get priority in the traffic while conducting raids or while chasing the culprits as they usually get stuck in traffic and the offenders get scot free.</p> <p>3. The various terms like hoarding, roles and responsibilities of the various levels of officials should be defined to bring transparency and clarity in the act.</p> <p>4. Daring officials ready to take action against the culprits / FPS Dealers who are indulged in</p>	<p>1. States donot see the reality and donot bring out control orders to curb rising prices for political reasons.</p> <p>2. States forget the Consumer is the King and doesnot execute or give powers to the officials to implement the act.</p> <p>3. The officials donot implement the act for the fear of cases against them and political pressures.</p> <p>4. <i>Non performance of Periodic verification of Ration Cards holders</i> : As per the section 4 of he PDS Control order 2001 and as per instruction No. 2(8) of the Annexure to the Public Distribution System (Control) Order 2001, elimination of bogus ration cards as well as bogus units in the ration cards shall be a continuous exercise by the State Governments to check diversion of essential commodities. This is</p>

<p>rampant black marketing of Wheat/ Sugar/ Kerosene.</p> <ol style="list-style-type: none"> The officials should be authorized to carry revolvers for their safety while conducting raids or while chasing mafias/ culprits. The act should specifically mention the roles of other departments like Agriculture Department, Sugarcane Department, Health Department for the commodities directly under their control and the role of the Food and civil supplies department, District Administration, etc. so that there is synergy between the departments to enforce the act. Modification of act. Making the act more practical and giving more roles and responsibilities of the various levels of officials. ePDS Punishment to the officials if they donot execute/ implement the act. Provision to clarify the steps involved for the implementation of the act practically. Vacant Posts are filled immediately and the officials are given proper resources to initiate action. Training to the field level officials on Legal matters and on filling of FIR. Training of the officers/officials at regular intervals in the Department is necessary to enable them for the appraisal of the latest orders/circulars so that they can discharge their duties effectively. Mid-Term Career Training to All officials of the department at various levels. Grievance redressal mechanism in the department Installation of CCTV Cameras in the offices of the FSO/ AC, etc. Due to large public dealing from various sections of society, the officials feel that if cameras are there the public would have some fear and would not create unnecessary problems. 	<p>not happening in many of the states. The Centre and the states are loosing a substantial amount on giving subsidy to non eligible persons.</p> <ol style="list-style-type: none"> The various states have various authorities assigned to various levels of officials. The lower level officials, who are mostly the implementers of the act, practically have to take authorization from higher ups to initiate the raid/ search, this nullifies the powers of the act and makes the act redundant and makes the process very lengthy. The act becomes toothless and the powers of officials are reduced due to procedural formalities. There are fewer convictions and in most of the cases the culprits go scot free. Excessive Political Interference (Even when the officials are searching or planning for searches the Political bosses intervene not to initiate the search and the officials have to stop the searches.) Wrong Complains against the officials deter them to take action / initiate action against the culprits The lower level officials donot have proper offices/ infrastructure. Lack of staff in the various offices No backing of the Lower level officials from higher ups to take daring steps to contain mal practices regarding the essential commodities. No grievance redressal of the lower level officials in the department. Non clarity of various sections of the act among the executors. If the officials are de-motivated by wrong cases their enthusiasm to take bold steps would be nullified. Issue of Ration cards / Duplicate Ration cards by Panchayats without intimation to the DSO for release of ration for these new cards. These new cards/ duplicate cards are not intimated to the DSO. The DSO doesnot allocate the ration for these cards as these are not updated in his data. This procedural anomaly irks the consumers and being deserving for receiving ration are not getting ration. Non issuance of new Ration cards by Department to consumers for 10-14 years and cannot be used in the court of law for verification or for evidence The cards of the consumers are old almost 14-15 years. The consumers have not been issued new cards in Haryana since 2002. In Rajasthan these are also older by almost 12-13 years. In UP the cards were issued in 2005. Since the cards are old and torn and in dilapidated state no one can verify that actual distribution has been done or not. The dealers are not making correct entries in the cards and these cannot be used in the court of law because of their bad /dilapidated state.
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EXHIBIT 3.III.1

No. Of Raids/ Searches/ Goods Confiscated- District Ghaziabad

जनपद गाजियाबाद में आवश्यक वस्तुओं की कालाबाजारी आदि के संबंध में की गयी प्रभावी कार्यवाही का विवरण:-

जनपद :- गाजियाबाद

वर्ष 2014

क्रमांक	माह का नाम	दर्ज एफ0आई0आर की संख्या	निलम्बित उचित दर विक्रेताओं की संख्या	निरस्त उचित दर विक्रेताओं की संख्या	जब्त प्रतिभूति (रूपये में)	जब्त आवश्यक वस्तुओं का विवरण व मात्रा	जब्त वस्तु का अनुमानित मूल्य (रूपये में)
1	जनवरी, 2014	03	01	—	2,59,000 /—	17घरेलू गैस सिलेण्डर व 07अमानक श्रेणी के छोटे सिलेण्डर, 05गैस रिफ्लर, 03 मापक स्केल एवं 56ली0मिट्टी तेल रंजकयुक्त	39,977 /—
2	फरवरी, 2014	01	01	01	7,000 /—	30घरेलू गैस सिलेण्डर एवं 01टाटा-207	2,34,500 /—
3	मार्च, 2014	—	—	01	2,000 /—	—	—
4	अप्रैल, 2014	01	—	—	—	1600ली0डीजल, 02तेल निकालने की मशीन, 01कीप, 09झूम, 01 नपना	1,10,885 /—
5	मई, 2014	01	01	01	2,000 /—	11500ली0 नीले रंग का मिट्टी का तेल एवं 01 टैंकर	6,34,000 /—
6	जून, 2014	03	07	03	28,750 /—	13घरेलू गैस सिलेण्डर, 02अमानक श्रेणी के सिलेण्डर, 10बाट, 01 बांसूरी व 01 तराजू	24,275 /—
7	जुलाई, 2014	02	02	01	30,000 /—	06घरेलू गैस सिलेण्डर, 02डिजीटल वेईंग मशीन, 02रिफ्लर व 02छोटे सिलेण्डर	13,084 /—
8	अगस्त, 2014	07	03	—	15,000 /—	41घरेलू गैस सिलेण्डर, 01कॉमर्शियल सिलेण्डर,	1,92,109 /—

**SANTEK CONSULTANTS PRIVATE LIMITED
DELHI**

						01रिफलर व 06छोटे अमानक श्रेणी के सिलेण्डर व 01मारुति कार	
9	सितम्बर, 2014	03	03	—	34,500 /—	19 भरे व 12खाली घरेलू गैस सिलेण्डर, 08अमानक श्रेणी के सिलेण्डर, 02रिफलर, 01मापक स्केल,	62,000 /—
10	अक्टूबर, 2014	02	01	—	9,000 /—	25भरे व 06 खाली घरेलू गैस सिलेण्डर, 80भरे व 02खाली कॉमर्शियल सिलेण्डर, 03रिफलर, 01वेईंग मशीन, 01महिन्द्रा जाईलो लोडर	5,44,885 /—
11	10नवम्बर, 2014 तक	02	—	—	12,000 /—	84 भरे, 01 आंशिक भरा व 70 खाली घरेलू गैस सिलेण्डर, 02 अमानक श्रेणी के सिलेण्डर, 02 लोहे की बंसूरी व 04 पीतल के रिफलर, 01 कांटा— तराजू, एक—एक 01 के.जी, 02 के.जी. व 200 ग्राम के बांट, 01 गैस भरने का पम्प, 02 मोटर साईकिल, 04 साईकिल एवं 01 बूलेरो पिकअप	7,55,438 /—

Source : DSO, Ghaziabad

SECTION – IV

This Section provides consolidated analysis based on the observations, survey and other discussions with various stakeholders during the course of this study on the State-wise Bottlenecks / Failures in the Implementation of the Acts, specifically in the context of the stakeholders including the BPL/APL/AAY ration card holders

Procurement and Distribution

During the course of this study, an attempt was made to understand the Procurement and Distribution of the important commodities distributed through the PDS. While some information was made available to us / gathered by us, but in some cases the stakeholders (mainly officials) were not very forthcoming so limited/ nil information could be gathered in those cases. However, the collated information from various sources is being presented in consolidated form in Flow Diagrams for the following :

- i) Flow-diagram for Procurement and Distribution of Pulses to intended Beneficiaries through PDS (only in Haryana), Please refer Exhibit No. 3.IV.1.
- ii) Flow-diagram for Procurement and Distribution of Sugar to intended Beneficiaries through PDS, Please refer Exhibit No. 3.IV.2.
- iii) Flow-diagram for Procurement and Distribution of Kerosene to intended Beneficiaries through PDS (Kerosene is not distributed in Delhi), Please refer Exhibit No. 3.IV.3.
- iv) Flow-diagram for Procurement and Distribution of Foodgrains (Wheat and Rice only) to intended Beneficiaries through PDS (Rice distributed only in Delhi & UP), Please refer Exhibit No. 3.IV.4.

BOTTLENECKS & FAILURES

In this sub-section various bottlenecks which seemingly are hampering the successful implementation of the PDS in the surveyed states / districts, is being presented.

State : Uttar Pradesh, District : Ghaziabad

The various Bottlenecks and Failures observed, reported and or otherwise discovered during the course of this study are as follows :

Bottlenecks

- Dealers are not allowed to demand / seek allocations for ration in proportion to the number of card holders (total units) in their area. They get an allocation from the department, which is almost 30-40% less than the total quantity required to be distributed. Usually the allocation is less for the APL category, due to which all the households are not getting the ration regularly.
- In UP the NFS has not started, it is still in the planning stage. If NFS is implemented then the number of consumers is likely to increase many fold. As the number of consumers increases the volume of the grains would also increase many fold. Dealers are getting allocation which is approximately 60-70% of the total APL card holders in their area.
- Dealers are distributing the ration on the basis of First come first Serve Basis. The card holders are fighting with the Dealers for this un-fair distribution of ration as many card holders do not get their due quota of ration.

- Panchayat members are elected as members of vigilance committee; but some of them pressurize the Dealer to give the ration to their relatives or their voters.

State : Delhi, District : North Delhi

The various Bottlenecks and Failures observed, reported and or otherwise discovered during the course of this study are as follows :

Bottlenecks

- Most of the Dealers are not getting full quota / quantity of ration (getting 5% decreasing quantity) almost every month, due to which they are not able to provide / distribute full ration to all the card holders. And they resort to serve on first come first serve basis, which alienates many consumers.
- Many HHs are not getting the ration as many of the Ration cards have been migrated / changed from BPL category to APL category.
- Further in many cases the old Ration Cards have been submitted to the Dealer/ Department, but the new ration cards have not been issued to the beneficiaries till date, so they are not getting the Ration
- Beneficiaries are not satisfied by the distribution system of the Dealer.
- Beneficiaries are not satisfied with the behavior of the Dealer as they treat the beneficiaries very badly / rudely.
- Most of the HHs are not going to take the Ration because of Dealer's rude behavior and irregularity of shop timing. (There is no fix time for opening and closing of shop. There is no fixed day of opening the shop).
- Many of the Dealers have many other occupations and FPS shop is only a part-time affair for them, due to which they do not have time for regularly opening the FP shop.
- Most of the FPS Dealers are paying the labor charge to the transporter for loading and unloading of commodities.

Failures

- The selection of Beneficiaries, under the JRC criteria does not seem to be correct. The criteria for selection of JRC and RCRC Ration Cards holders is that, that the beneficiaries should not have either a Pakka Ghar or should have a house under Re-Settlement (by DDA or any other government agency). The annual income should be less than one lakh.
- It has been reported that almost 50% of the beneficiaries are having their Pakka Ghar, are salaried and have an income of more than one lakh per annum. Some are having business of earning from house rent, shop rent. Some are shop keepers, transporters etc.

Inspection/Monitoring

- In many of the surveyed FPS the Inspection has been done by inspectors once in last year, officer from Weights and Measures Department also had made a visit only last month.
- Many of the FPS dealers have reported that higher / senior level officers are not visiting their FPS.
- Most of the FPS Dealers have not displayed the phone numbers of the Officials of the Department who can be contacted / reported in case of grievance
- Many of the FPS dealers have reported that there is no vigilance committee for their FPS.
- No record of visit of the officials has been maintained by the FPS.

State : Haryana, District : Palwal

The various Bottlenecks and Failures observed, reported and or otherwise discovered during the course of this study are as follows :

Bottlenecks

1. Dealers are rampantly flouting many of the norms/ guidelines/ orders/ various provisions of the acts/various provisions of FPS dealer license.
2. In some places ration is being given to single individuals for 10-20 cards and sometimes even more cards
3. The poor people are not aware of their rights, the quantity and price of ration they are entitled to.
4. In most of the FPS shops the dealers have not made the display boards and are not writing any information on the notice board. There is lack of transparency in the functioning of the FPS dealers.
5. In many cases the ration cards issued by the department are very old and maybe even obsolete, in bad shape, in torn condition, already fully filled (no space to write), etc. It is informed that the ration cards were made in year 2000-01/ 2001-2002. These cannot be produced in the court of law as evidence against the FPS dealer due to its bad shape.
6. The State Government has not changed / updated the BPL list and is following the 1997 BPL list and at some places 2002 list. Many of the new entrants in the village who are poor are not getting their due.
7. Excessive Political interference : Excessive use of Political pressures by various stakeholders
 - Political Bosses (local as well as other) intervene directly in the PDS/ Distribution of FPS shops/ Distribution of ration, non enforcement of various sections of act on the culprits, etc.
 - In some places the Sarpanch is having immense influence on the FPS dealer and even directs the dealer to distribute the food grains as per his wish (even to those people without proper ration cards).
 - Political persons do not hesitate in pressurizing the officials whether for a trivial issue or a major issue of great importance and to do things or act in a manner which is not in line with various Control Orders / GOs, etc.
8. Operational Bottlenecks
 - The District officials are not enforcing the various sections of ECA 1955, including 3(8) against the non deserving BPL/ AAY Card holders who give wrong details for getting the ration card There is no proper mechanism / calendar of distribution of ration from the wholesalers and the FPS dealers. The consumer has to make 2-3 rounds to get the ration.
 - In some places the consumer has to travel even upto 5-10 kms to fetch their due ration. Sometimes the consumer ends up spending more on conveyance/ carriage cost, than the cost of the commodity.
 - The FPS dealers are not maintaining any log book where the visiting officials (for inspection or verification or otherwise) enter their field notes / comments / observations.
9. Improper Distribution of PDS in attached villages, in the villages where the dealers have been suspended of that village. Where ever the attachment has been done of a village to any other dealer of other village, the attached village consumers are rarely getting full entitlement of their ration. Many consumers are unable to go to collect the ration as the other village (where the new PDS dealer is located) is quite far off (many times 4-5 kms away, sometimes more than 10 kms also). The dealer who gets additional village as attached village does not make proper arrangements to distribute the ration in the village of the consumers. He has a free hand to do Black marketing of ration not taken by the consumers of the attached village. Infact someone rightly said that the FPS dealer treats this as a gift from the authorities (as he can easily and frequently do black marketing of this ration). This also comes as a double blow to the consumers as they neither get their ration from the suspended dealer nor from the new attached dealer.
10. Multiple FPS shops managed by single person but on some others name. In Haryana, being a FPS Dealer is much more than a routine business and it has been brought to notice that a single person may actually be behind multiple FPS shops, under the garb / face of others. In Hatin, Palwal there are Dealers who are managing 8-10 FPS shops which otherwise are on some other persons' name. People are aware of this fact, but no one wants to take any action (lest they would suffer badly) as it is a systemic failure (because the whole system seems to be involved in such illegal collusions) of the government machinery.
11. Many of the dealers are influential / political / wealthy persons. Those dealers who do not fall in this category, align themselves with some other influential / political person, so that they can do illegal activities under their protection. Poor people do not dare to speak against them and do not make complains

as they have to stay in the same village and the poor will have to face the music / backlash otherwise, some day or the other.

12. Non following of guidelines/ control orders in appointing the Dealers : Selection of Dealers is not correct and as per the guidelines and Selection of Dealers is also not unbiased. Mostly the dealer is of some other village or of urban area and not resident of the same village / GP where his / her FPS shop is located, due to which such dealers do not open their shops regularly / timely.

Failure

1. Non Distribution of Prescribed Quantity of Ration 5kg per unit of grains is not being distributed to various categories BPL/OPH, etc., in many places
2. Right quantity of wheat, sugar, kerosene, is not being distributed to the various categories BPL/AAY/OPH, etc.
3. The OPH HH under the Food security are getting only 2-2.5-3-4 kgs of wheat where as the specified quantity is 5kg per unit. The quantity is decided by the Dealer on the pretext that he is getting less quantity of food grains from the government to distribute.
4. In Hatin tehsil the ration is distributed to the consumers after 2 months to the OPH/BPL.
5. In many tehsils sugar has not been distributed for many months. The FPS dealers in these tehsils have received the allocations and stock but they have not distributed to the consumers. It is rampant in Hatin Tehsil.
6. Dealers have made their own calculations and are distributing varying quantities of food grains to the consumers which is not in accordance to the orders of the Central / State Government but based on their own parameters..
7. In many tehsils sugar has not been distributed for many months. The FPS dealers in these tehsils have received the allocations and stock but they have not distributed to the consumers.
8. While on one hand PDS does not reach the poorest of the poor in many instances, on the other hand many non deserving persons who have big houses and large chunk of land are taking the ration.
9. Leakages (material and financial) are reported at almost every stage of PDS chain
10. Poor / Ineffective monitoring by the field level officials. IN places where they are keen on monitoring, they donot take any action as they are doubtful if their actions would actually take cases to logical conclusion i.e. punishment / conviction of the defaulter, etc.
11. *Systemic Failure of the Department/ Officials*
 - There is a systemic failure of the Department and its officials in preventing Black Marketing of the Essential commodities like wheat, kerosene meant for poor people which is being rampantly sold in the open market by the FPS Dealers. The FPS dealers are rarely scared of being caught by the Departmental officials and are thus carrying out Black Marketing of wheat and kerosene even openly (daringly). The Kerosene is rampantly Black Marketed in all the Tehsils -Hatin/ Hodal/ Palwal.
 - There is a systemic failure of the Department and its officials in preventing Black Marketing of the other Essential commodities like sugar meant for poor people which is being rampantly sold in the open market by the FPS Dealers. Sugar reaches the poor only very intermittently. Its distribution is solely guided by the whims and fancies of the Dealers. Sugar is rampantly Black Marketed in Hatin Tehsil. Sugar has not been distributed to the consumers in Hatin tehsil even though the FPS Dealers have received the stock for distribution.
 - There is a systemic failure of the Department and its officials in preventing Black Marketing of the other Essential commodities like LPG, which is being rampantly sold in the open market by the LPG Distributors. Long queues in the rural and urban areas, non certainty of getting the LPG and improper supply, encourages Black Marketing of LPG. The LPG is rampantly Black Marketed in Hatin Tehsil.
12. Operational Failures
 - Ration is not utilized for eating but as a feed for the cattle by many persons.
 - Ration is not utilized for eating but as seed for wheat in the farmers land by many persons.
 - Ration card is transferred to some other consumer for a specified time by the card holder to take the benefit in lieu of cash or other benefit.
 - Dealer retains the ration card with himself for making illegal entries.
 - The Dealers give extra quota / quantity to their favourites who stand as a witness for the dealer during raids/ complains, enquiry, etc.

- Dealer retains the ration card with himself for making illegal entries.
- The ration is stopped for various reasons (card has been lost, card has been torn, card has been soiled, after girls marriage ration is stopped, after death of a person the ration is stopped, the card holders name is not in the new NFS list, card holder has less number of units mentioned in the new NFS list, doesnot give ration to poor who are getting National old age pension) The ration is stopped illegally as the dealer is receiving the ration on these cards but is not distributing to the poor consumers.
- Non distribution of Ration to all card holders of the village by Dealers who get additional FPS shops as attachment, as their dealer is on leave or is suspended : Where ever the attachment has been done of a village to any other dealer of other village, the attached village consumers are not getting full entitlement of their ration. Many consumers donot go to collect the ration as other village is quiet far off mostly 4-5 kms away, sometimes more than 10kms. The dealer who gets additional village as attached village doesnot make arrangements to distribute the ration in the village of the consumers.
- FPS Dealer is the King not the Consumer : Dealer behaves like a 'King' and the consumer has to fall prey to the whims and fancies of the Dealers.
- Many FPS owner's donot open the shop for a full month. Generally they open only for 1-2 days or maximum 7-10 days in a month.
- The FPS owners treat the poor villagers very rudely and threaten them to stop their ration if they complained or did not take whatever quantity and price of commodity he / she is offering them.
- The beneficiaries are not aware what is being entered in their ration cards as most of the villagers are illiterate or the card is retained by the FPS dealer itself.
- There is no regularity in distribution of commodities except Wheat and Kerosene.
- Dealer doesnot make proper entries in the card of the consumer. The dealer is supposed to write the quantity, price and date on the ration card of the consumer, but he doesnot enter all the details, so that he cannot be caught in the court of law, if all the cards is presented in the court of Law or is checked for verification.
- The display board's donot give any information which they are supposed to give.
- Dealers are not maintaining proper records/ stocks and manipulating records for pecuniary benefits. Some records even seem to be fudged.
- The signatures on supply registers of many FPS dealers also seem to be fudged.
- The dealer takes the delivery of the ration not at his shop but at some other specified location so that the villagers donot come to know how much ration has come.
- The dealers seem to be keeping forged records. They make the records even before they distribute the ration to the consumers.
- There is hardly any visible Grievance redressal mechanism for the consumers. If it exists the consumers are not aware and donot know how to use it.

State : Rajasthan, District : Alwar

The various Bottlenecks and Failures observed, reported and or otherwise discovered during the course of this study are as follows :

Bottlenecks

1. Dealers are rampantly flouting many of the norms/ guidelines/ orders/ various provisions of the acts/various provisions of FPS dealer license.
2. In some places ration is being given to single individuals for 10-20 cards and sometimes even more cards
3. Some of the FPSs dealers are distributing / not distributing the ration as per their own whims and fancies, without citing any valid logic or reason due to which the ration-card holders do not get the ration or do not get the full quantity or do not get in time. Thus the Dealer becomes the judge whom to give ration and whom not to give ration.
4. It has been found that the Dealers are diverting the ration to ineligible persons / institutions / organisations such as to temples as gift on marriages / deaths of some villagers (quantities generally ranging from halt to one quintal and sometimes even more)

5. Due to frequent changing in norms / policy / orders and lack of transparency in communicating effectively to all villagers both literate and illiterate, many of the poor people are actually not aware of their rights, the quantity and price of ration they are entitled to, etc.
6. In most of the FPS shops the dealers have not installed the display boards and even if they have boards outside their outlets, they are not writing any information on it on a regular basis, resulting in lack of transparency.
7. In many cases the ration cards issued by the department are very old and maybe even obsolete, in bad shape, in torn condition, already fully filled (no space to write), etc. It is informed that the ration cards were made around year 2002-03.
8. The State Government has not changed / updated the BPL list and is following the 2002 BPL list and at some places 1997 list. Many of the new entrants in the village who are genuinely poor are not getting their due.
9. Poor / Ineffective monitoring by the field level officials. IN places where they are keen on monitoring, they donot take any action as they are doubtful if their actions would actually take cases to logical conclusion i.e. punishment / conviction of the defaulter, etc.
10. Excessive Political interference : Excessive use of Political pressures by various stakeholders
 - Political Bosses (local as well as other) intervene directly in the PDS/ Distribution of FPS shops/ Distribution of ration, non enforcement of various sections of act on the culprits, etc.
 - In some places the Sarpanch is having immense influence on the FPS dealer and even directs the dealer to distribute the food grains as per his wish (even to those people without proper ration cards).
 - Political persons do not hesitate in pressurizing the officials whether for a trivial issue or a major issue of great importance and to do things or act in a manner which is not in line with various Control Orders / GOs, etc.
11. Operational Bottlenecks
 - The District officials do not seem to be enforcing the various sections of ECA 1955, including 3(8) against the non deserving BPL/ AAY Card holders who give wrong details for getting the ration card There is no proper mechanism / calendar for distribution of ration, due to which most of the time the ration-card holders have to make repeat visits to check the availability of the ration and to collect their ration.
 - In some places the consumer has to travel even upto 5-10 kms to fetch their due ration. Sometimes the consumer ends up spending more on conveyance/ carriage cost, than the cost of the commodity.
 - The FPS dealers are not maintaining any log book where the visiting officials (for inspection or verification or otherwise) enter their field notes / comments / observations.
 - The Dealers are not getting a regular supply / quantity of Ration from the KVSS (Kray Vikray Sahakari Samiti) every month. Every month the Dealer seems to be getting a different allocation / supply / quantity of ration for distribution.
 - Many of the Dealers of FPS shop are neither updating the births and deaths in their jurisdiction (records) nor are they reporting to the Department nor is the Panchayat doing this (the Gram Secretary is the registrar of births and deaths in Rajasthan) regularly. Due to this even after deaths of many persons, their quota is being availed by the dealers concerned. The Dealer was making adjustments every month and giving different quantity to the consumers.
12. Improper Distribution of PDS in attached villages, in the villages where the dealers have been suspended of that village. Where ever the attachment has been done of a village to any other dealer of other village, the attached village consumers are rarely getting full entitlement of their ration. Many consumers are unable to go to collect the ration as the other village (where the new PDS dealer is located) is quiet far off (many times 4-5 kms away, sometimes more than 10 kms also). The dealer who gets additional village as attached village does not make proper arrangements to distribute the ration in the village of the consumers. He has a free hand to do Black marketing of ration not taken by the consumers of the attached village. Infact someone rightly said that the FPS dealer treats this as a gift from the authorities (as he can easily and frequently do black marketing of this ration). This also comes as a double blow to the consumers as they neither get their ration from the suspended dealer nor from the new attached dealer.
13. Multiple FPS shops managed by single person but on some others name. In Rajasthan, being a FPS Dealer is much more then a routine business and it has been brought to notice that a single person may actually be behind multiple FPS shops, under the garb / face of others. In Tijara, Behrore, Neemrana, Ramgarh, there are Dealers who are managing 5-7 FPS shops which otherwise are on some other persons' name. People are aware of this fact, but no one wants to take any action (lest they would suffer badly) as it is a systemic

failure (because the whole system seems to be involved in such illegal collusions) of the government machinery.

14. Non following of guidelines/ control orders in appointing the Dealers : Selection of Dealers is not correct and as per the guidelines and Selection of Dealers is also not unbiased. Mostly the dealer is of some other village or of urban area and not resident of the same village / GP where his / her FPS shop is located, due to which such dealers do not open their shops regularly / timely.
15. Many of the dealers are influential / political / wealthy persons. Those dealers who do not fall in this category, aligns themselves with some other influential / political person, so that they can do illegal activities under their protection. Poor people donot dare to speak against them and donot make complains as they have to stay in the same village and the poor will have to face the music / backlash otherwise, some day or the other.

Failure

1. Non Distribution of Prescribed Quantity of Ration 5kg per unit of grains is not being distributed to various categories BPL/SBPL/APL-NFS, etc., in many places
2. Right quantity of wheat, sugar, kerosene, is not being distributed to the various categories BPL/AAY/SBPL/APL-NFS, etc.
3. Dealers are not giving ration to the card holders under Annapurna Yojana. (the card holders under Annapurna Yojana are the most vulnerable and poorest of the poor as identified by the Ministry of Rural Development.)
4. Dealers have made their own calculations and are distributing varying quantities of food grains to the consumers which is not in accordance to the orders of the Central / State Government but based on their own parameters..
5. The APL HH under the Food security are getting only 2-2.5-3-4 kgs of wheat, whereas the specified quantity is 5 kg per unit. The quantity is arbitrarily being decided by the Dealer on the pretext that he is getting less quantity of food grains from the government to distribute.
6. In Kathumar, Govindgarh, Malakhera the ration is distributed to the consumers after 2 months to the APL-NFS.
7. In many tehsils sugar has not been distributed for many months, even though the respective FPS dealers have received the allocations and stock.
8. While on one hand PDS does not reach the poorest of the poor in many instances, on the other hand many non deserving persons who have big houses and large chunk of land are taking the ration.
9. Leakages (material and financial) are reported at almost every stage of PDS chain
10. *Systemic Failure of the Department/ Officials*
 - There is a systemic failure of the Department and its officials in preventing Black Marketing of the Essential commodities like wheat, kerosene meant for poor people which is being rampantly sold in the open market by the FPS Dealers. The FPS dealers are rarely scared of being caught by the Departmental officials and are thus carrying out Black Marketing of wheat and kerosene even openly (daringly). Kerosene is rampantly being Black Marketed in Tehsils of Tijara, Behrore, Neemrana, Bansur, Kishangarh, Kathumar, Laxmangarh, Malakhera.
 - There is a systemic failure of the Department and its officials in preventing Black Marketing of the other Essential commodities like sugar meant for poor people which is being rampantly sold in the open market by the FPS Dealers. Sugar reaches the poor only very intermittently. Its distribution is solely guided by the whims and fancies of the Dealers. Sugar is rampantly Black Marketed in Tehsils of Ramgarh, Tijara, Bansur, Kishangarh, Kathumar, Laxmangarh, Govindgarh, Malakhera. Sugar has not been distributed to the consumers in many tehsils even though the FPS Dealers have received the stock for distribution. In the field survey the respondents of many villages have reported that the sugar has not been distributed to them. But the stock registers and the supply registers have entries of distribution. Some of the villages where sugar has not been distributed are Jatiyana, Neekach, Khanpur Mewat, Kohrana, Balavas, Bhadurpur, Lili, Tatarpur, Hajipur, etc.
 - There is a systemic failure of the Department and its officials in preventing Black Marketing of the other Essential commodities like LPG, which is being rampantly sold in the open market by the LPG Distributors. Long queues in the rural and urban areas, non certainty of getting the LPG and improper supply, encourages Black Marketing of LPG. The LPG is rampantly Black Marketed in Tehsils of

Tijara, Behrore, Neemrana,, Ramgarh, Tijara, Alwar Rural, Bansur, Kishangarh, Kathumar, Laxmangarh, Govindgarh, Malakhera.

- There is a systemic failure of the Department and its officials in preventing Black Marketing of the other Essential commodities like petrol and diesel, which is being rampantly sold in the open market by the un-authorized shop keepers on road sides and elsewhere (in places which donot have the petrol pumps in vicinity). The Diesel is rampantly Black Marketed in Tehsils of Tijara, Behrore, Neemrana, Ramgarh, Tijara, Alwar Rural, Bansur, Kishangarh, Kotkasim, Kathumar, Laxmangarh, Govindgarh, Malakhera.
11. Operational Failures
- Ration is not utilized for eating but as a feed for the cattle by many persons.
 - Ration is not utilized for eating but as seed for wheat in the farmers land by many persons.
 - Ration card is transferred to some other consumer for a specified time by the card holder to take the benefit in lieu of cash or other benefit.
 - Dealer retains the ration card with himself for making illegal entries.
 - The Dealers give extra quota / quantity to their favourites who stand as a witness for the dealer during raids/ complains, enquiry, etc.
 - The ration is stopped for various reasons (card has been lost, card has been torn, card has been soiled, after girls marriage ration is stopped, after death of a person the ration is stopped, the card holders name is not in the new NFS list, card holder has less number of units mentioned in the new NFS list, doesnot give ration to poor who are getting National old age pension) The ration is stopped illegally as the dealer is receiving the ration on these cards but is not distributing to the poor consumers.
 - Non distribution of Ration to all card holders of the village by Dealers who get additional FPS shops as attachment, as their dealer is on leave or is suspended : Where ever the attachment has been done of a village to any other dealer of other village, the attached village consumers are not getting full entitlement of their ration. Many consumers donot go to collect the ration as other village is quiet far off mostly 4-5 kms away, sometimes more than 10kms. The dealer who gets additional village as attached village doesnot make arrangements to distribute the ration in the village of the consumers.
 - FPS Dealer is the King not the Consumer : Dealer behaves like a 'King' and the consumer has to fall prey to the whims and fancies of the Dealers.
 - Many FPS owner's donot open the shop for a full month. Generally they open only for 1-2 days or maximum 7-10 days in a month.
 - The FPS owners treat the poor villagers very rudely and threaten them to stop their ration if they complained or did not take whatever quantity and price of commodity he / she is offering them.
 - The beneficiaries are not aware what is being entered in their ration cards as most of the villagers are illiterate or the card is retained by the FPS dealer itself.
 - There is no regularity in distribution of commodities except Wheat and Kerosene.
 - Dealer doesnot make proper entries in the card of the consumer. The dealer is supposed to write the quantity, price and date on the ration card of the consumer, but he doesnot enter all the details, so that he cannot be caught in the court of law, if all the cards is presented in the court of Law or is checked for verification.
 - The display board's donot give any information which they are supposed to give.
 - Dealers are not maintaining proper records/ stocks and manipulating records for pecuniary benefits. Some records even seem to be fudged.
 - The signatures on supply registers of many FPS dealers also seem to be fudged.
 - The dealers seem to be keeping forged records. They make the records even before they distribute the ration to the consumers.
 - Issue of Ration cards / Duplicate Ration cards by Panchayats without intimation to the DSO for release of ration for these new cards. These new cards/ duplicate cards are not intimated to the DSO. The DSO doesnot allocate the ration for these cards as these are not updated in his data. This procedural anomaly irks the consumers and those who actually are entitled for receiving ration are not getting ration. In Behrore Tehsil GP Kharoda there apparently are about 30-40 duplicate ration cards which are not getting ration due to this anomaly.
 - There is hardly any visible Grievance redressal mechanism for the consumers. If it exists the consumers are not aware and donot know how to use it.

TEHSIL-WISE AND VILLAGE-WISE BOTTLENECKS / FAILURES (UTTAR PRADESH)

During the field visits the following bottlenecks / failures / problems have been reported by various villagers / stakeholders :

District- Ghaziabad, Tehsil- Loni

1-Khanpur Japti

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The strength of Ration Cards for which the dealer is getting ration mentioned bellow:-

There are only APL Card holders being handled by the Dealer, in a large No. 2380.

APL -2380

The Dealer is not authorized to issue the Ration Card.

Commodities being distributed by Dealer.

1- Wheat

2 -Rice

3- Kerosene

Distribution And Supply of Commodities:-

The Supply of Rice is not regular by RFC to Dealer, wheat is also not being supplied to Dealer viz-a-viz the number of Card Holders. Only 70 to 80% of beneficiaries are getting wheat every month. The supply of ration to dealers shop is done by RFC.

There is a mechanism in UP that if the dealer is not getting the full quantity of stock, he can report it to the Inspector. Usually the Inspector is present when the unloading is done. The inspector will conduct an enquiry and if the claims of the Dealer are correct, the Inspector will order the RFC to give the full quantity to the Dealer.

The supply of wheat to PDS is on an average 65%. And the beneficiaries get the Ration on the bases of first come first serve.

Commodities	APL	BPL	AAAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done in PDS almost by the Inspector within a month or two months, and very critically visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weight machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Pardhan, but is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but lack of grievances that could not be taken place.

2-Asalatpur Faruknagar

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer got the license in 1990 to run the PDS shop.

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The Dealer is handling below maintained categories of Ration Cards:

APL- 991

BPL- 83

AAY- 42

Dealer is not allowed to issue the Ration Card or any kind of up-gradation /migration of the Ration Cards. This authority has been given to Pardhan. Beneficiaries are not satisfied as they say this is quite unfair system as the Pradhan is doing partiality with genuine deserving villagers.

Commodities being distributed by Dealer.

1- Wheat

2 -Rice

3- Kerosene

4- Sugar

Distribution and Supply of Commodities:-

Wheat not being supplied by Dealer according to the Card Holders. only 70 to 80% of beneficiaries are getting wheat every month. The supply of ration is being done at dealer shop by the RFC.

The supply of wheat to PDS on an average is 65% which is being supplied by the RFC viz-a-viz the number of card holders. The system of distribution on first come first serve basis is followed as the dealer is getting less quantity for distribution.

Kerosene is not distributed to Single Gas connection holder beneficiaries.

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Pardhan, but is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but due lack of grievance redressal mechanism, it has not taken place.

3-Khora Colony (Satender)

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts. Beneficiaries were inquiring about quantity of Ration which is being provided to them by Govt. under Food Security Act.

Operational Details:-

The Dealer got the license in 1997 to run the PDS in the village.

The Dealer is handling below maintained categories of Ration Cards:

APL- 1337

BPL- 84

AAY- 44

Dealer is not allowed to issue the Ration Card or any kind of up-gradation /migration of the Ration Cards. This authority has been given to Pardhan. Beneficiaries are not satisfied as they say this is quite unfair system as the Pradhan is doing partiality with genuine deserving villagers.

Commodities being distributed by Dealer.

1- Wheat

2 -Rice

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3- Kerosene

4- Sugar

List of Registers maintained by Dealer-

- 1- Stock Register
- 2- Sale Register
- 3- Proceeding Register
- 4- Inspection Book

Supply of Commodities:-

For APL HH in month of July and August 14 -Rice was not supplied by RFC,

Wheat is not supplied to Dealer according to the number of Card Holders coming under Dealer's jurisdiction; only 70 to 80% of beneficiaries are getting wheat every months. The supply of ration to dealers shop is done by RFC.

There is a mechanism in UP that if the dealer is not getting the full quantity of stock, he can report it to the Inspector. Usually the Inspector is present when the unloading is done. The inspector will conduct an enquiry and if the claims of the Dealer are correct, the Inspector will order the RFC to give the full quantity to the Dealer.

Distribution:-

The distribution system is not working successfully at the grassroots level, where the poverty is in large scale and the commodities are very few or in less quantity.

The supply of wheat to PDS on an average is 65% which is being supplied by the RFC viz-a-viz the number of card holders. The system of distribution on first come first serve basis is followed as the dealer is getting less quantity for distribution.

Kerosene is not distributed to Single Gas connection holder beneficiaries.

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Panchan, but is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but due lack of grievance redressal mechanism, it has not taken place.

There is co-ordination between Dealer and Inspector, if somewhere any commodities like petroleum products (Gas, Petrol etc) are being black marketed by anyone in the area, the Dealer immediately informs it to Inspector about the incident and the inspector takes action, without disclosing the name of the Dealer.

4-Khora Labor Chauk(Dubey)

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts. Beneficiaries were inquiring about quantity of Ration which is being provided to them by Govt. under Food Security Act.

Operational Details:-

The Dealer is authorized since 1996 to run the PDS in the village.

The Dealer is handling below maintained categories of Ration Cards:

APL- 1147

BPL- 90

AAY- 65

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Dealer is not allowed to issue the Ration Card or any kind of up-gradation /migration of the Ration Cards. This authority has been given to Pardhan. Beneficiaries are not satisfied as they say this is quite unfair system as the Pradhan is doing partiality with genuine deserving villagers.

Commodities being distributed by Dealer.

- 1- Wheat 3- Kerosene
2 -Rice 4- Sugar

List of Registers maintained by Dealer-

- 1-Stock Register
2-Sale Register
3-Inspection Book

Supply of Commodities:-

For APL HH in month of July and August 14 -Rice was not supplied by RFC,
Wheat is not supplied to Dealer according to the number of Card Holders coming under Dealer's jurisdiction; only 70 to 80% of beneficiaries are getting wheat every months. The supply of ration to dealers shop is done by RFC.

There is a mechanism in UP that if the dealer is not getting the full quantity of stock, he can report it to the Inspector. Usually the Inspector is present when the unloading is done. The inspector will conduct an enquiry and if the claims of the Dealer are correct, the Inspector will order the RFC to give the full quantity to the Dealer.

Distribution:-

The distribution system is not working successfully at the grassroots level, where the poverty is in large scale and the commodities are very few or in less quantity.

The supply of wheat to PDS on an average is 65% which is being supplied by the RFC viz-a-viz the number of card holders. The system of distribution on first come first serve basis is followed as the dealer is getting less quantity for distribution.

Kerosene is not distributed to Single Gas connection holder beneficiaries.

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Pardhan, but is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but due lack of grievance redressal mechanism, it has not taken place.

There is co-ordination between Dealer and Inspector, if somewhere any commodities like petroleum products (Gas, Petrol etc) are being black marketed by anyone in the area, the Dealer immediately informs it to Inspector about the incident and the inspector takes action, without disclosing the name of the Dealer.

5-Khora (Anuj)

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts. Beneficiaries were inquiring about quantity of Ration which is being provided to them by Govt. under Food Security Act.

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DELHI**

Operational Details:-

The Dealer is running the PDS shop since 1995.

The Dealer is handling below maintained categories of Ration Cards:

APL- 1246

BPL- 79

AAV- 54

Dealer is not allowed to issue the Ration Card or any kind of up-gradation /migration of the Ration Cards. This authority has been given to Pradhan. Beneficiaries are not satisfied as they say this is quite unfair system as the Pradhan is doing partiality with genuine deserving villagers.

Commodities being distributed by Dealer.

1- Wheat

2 -Rice

3- Kerosene

4- Sugar

List of Registers maintained by Dealer-

1-Stock Register

2-Sale Register

3-Inspection Book

Supply of Commodities:-

For APL HH in month of July and August 14 -Rice was not been supplied by RFC,

Wheat is not supplied to Dealer according to the number of Card Holders coming under Dealer's jurisdiction; only 70 to 80% of beneficiaries are getting wheat every months. The supply of ration to dealers shop is done by RFC.

There is a mechanism in UP that if the dealer is not getting the full quantity of stock, he can report it to the Inspector. Usually the Inspector is present when the unloading is done. The inspector will conduct an enquiry and if the claims of the Dealer are correct, the Inspector will order the RFC to give the full quantity to the Dealer.

Distribution:-

The distribution system is not operating successfully in the grassroots level, where the poverty is in a large scale and the commodities are very few or in a small volume.

The supply of wheat to PDS is as an average 65% being supplied by the RFC. And the system for distribution of less quantity has been obtained first comes first go.

Commodities	APL	BPL	AAV
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAV card holders	No
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not. Some time the A.D.O. RD also visits in the PDS by the permit of D.M.

Name of officer	Designation of Officer	Department Name	Date of Inspection
Asha Ram	Inspector	F.S.O.	8.9.14
Jaiveer	ADO	RD	4.9.14

There is a vigilance committee formed under the chairmanship of Pradhan, but is not working effectively.

The monitoring done from Block level and Panchayat committee is not effective,

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but due lack of grievance redressal mechanism, it has not taken place.

There is co-ordination between Dealer and Inspector, if somewhere any commodities like petroleum products (Gas, Petrol etc) are being black marketed by anyone in the area, the Dealer immediately informs it to Inspector about the incident and the inspector takes action, without disclosing the name of the Dealer.

District- Ghaziabad, Tehsil- Sadar

1-Noorpur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer got the license in 1990 to run the FPS in the village.

The Dealer is not authorized to issue the Ration Card/ to put and cut the name in the Ration Card,

The strength of Ration Cards for which the dealer is getting ration mentioned below:-

BPL- 123

APL-1131

AAAY-76

Nos of commodities being distributed by Dealer.

1- Wheat 3- Sugar

2- Rice 4- Kerosene

List of Registers maintained by Dealer:-

1- Stock Register

2- Sale Register

3- Kota Card

Supply of Commodities:-

Rice was not Supplied by RFC in the month of July and August. Wheat was not supplied to Dealer viz-a-viz the number of APL Card Holders coming in Dealer's jurisdiction; only 50% of APL beneficiaries are getting wheat every month. RCF supplies ration to the dealers shop. If there is any decrease in the supply of any commodities the dealer is permitted to raise the issue with the inspectors.

Distribution:-

The distribution system is not working successfully at the grassroots level, where the poverty is in large scale and the commodities are very few or in less quantity.

The supply of wheat to PDS on an average is 65% which is being supplied by the RFC viz-a-viz the number of card holders. The system of distribution on first come first serve basis is followed as the dealer is getting less quantity for distribution.

Commodities	APL	BPL	AAAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAAY card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Pardhan, but is not working effectively.

Name of officer	Designation of Officer	Department Name	Date of Inspection
Omveer Singh	Inspector	F.S.O.	8.9.14

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Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but due lack of grievance redressal mechanism, it has not taken place.

2-Masori

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts. Beneficiaries were inquiring about quantity of Ration which is being provided to them by Govt. under Food Security Act.

Operational Details:-

The Dealer got the license in 1980 to run the FPS in the village.

Dealer is handling below maintained categories of Ration Cards:

APL- 1339

BPL- 45

AAV- 31

Dealer is not allowed to issue the Ration Card or any kind of up-gradation /migration of the Ration Cards. This authority has been given to Pardhan. Beneficiaries are not satisfied as they say this is quite unfair system as the Pradhan is doing partiality with genuine deserving villagers.

Commodities being distributed by Dealer.

1- Wheat

2 -Rice

3- Kerosene

4- Sugar

Supply of Commodities:-

Wheat is not supplied to Dealer according to the number of Card Holders coming under Dealer's jurisdiction; only 70 to 80% of beneficiaries are getting wheat every months. The supply of ration to dealers shop is done by RFC.

There is a mechanism in UP that if the dealer is not getting the full quantity of stock, he can report it to the Inspector. Usually the Inspector is present when the unloading is done. The inspector will conduct an enquiry and if the claims of the Dealer are correct, the Inspector will order the RFC to give the full quantity to the Dealer.

Distribution:-

The distribution system is not working successfully at the grassroots level, where the poverty is in large scale and the commodities are very few or in less quantity.

The supply of wheat to PDS on an average is 65% which is being supplied by the RFC viz-a-viz the number of card holders. The system of distribution on first come first serve basis is followed as the dealer is getting less quantity for distribution.

Commodities	APL	BPL	AAV
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAV card holders	Yes
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Pardhan, but is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but due lack of grievance redressal mechanism, it has not taken place.

3- Dasna Dehat

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts. Beneficiaries were inquiring about quantity of Ration which is being provided to them by Govt. under Food Security Act.

Operational Details:-

The Dealer got the license in 1997 to run the FPS in the village.

Dealer is handling below maintained categories of Ration Cards:

APL- 1930

BPL- 111

AAY- 71

Dealer is not allowed to issue the Ration Card or any kind of up-gradation /migration of the Ration Cards. This authority has been given to Pardhan. Beneficiaries are not satisfied as they say this is quite unfair system as the Pradhan is doing partiality with genuine deserving villagers.

Commodities being distributed by Dealer.

1- Wheat

2 -Rice

3- Kerosene

4- Sugar

List of Registers maintained by Dealer-

5- Stock Register

6- Sale Register

7- Kota Card

Supply of Commodities:-

Wheat is not supplied to Dealer according to the number of Card Holders coming under Dealer's jurisdiction; only 70 to 80% of beneficiaries are getting wheat every months. The supply of ration to dealers shop is done by RFC.

Distribution:-

70 to 80% of APL HH beneficiaries are getting wheat every month.

The supply of wheat on an average is 70 to 80% viz-a-viz the number of Ration cards with the FPS Dealer. It is supplied by the RFC.

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Pardhan, but is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but due lack of grievance redressal mechanism, it has not taken place.

4-Kanoja

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer got the license in 1986 to run the FPS in the village.

The Dealer is handling below maintained categories of Ration Cards:

APL- 872

BPL- 130

AAY- 80

Dealer is not allowed to issue the Ration Card or any kind of up-gradation /migration of the Ration Cards. This authority has been given to Pardhan. Beneficiaries are not satisfied as they say this is quite unfair system as the Pradhan is doing partiality with genuine deserving villagers. Still there are around 20% APL cards which need to be replaced by BPL cards, because few poor widows are having APL Ration Card,

Commodities being distributed by Dealer.

1- Wheat

2- Rice

3- Kerosene

4- Sugar

List of Registers maintained by Dealer-

1-Stock Register

2-Sale Register

3-Inspection Book

Supply of Commodities:-

Rice was not supplied by RFC in the month of July and August.

Wheat is not supplied to Dealer according to the number of Card Holders coming under Dealer's jurisdiction; only 50% of APL beneficiaries are getting wheat every month. The supply of ration to dealers shop is done by RFC.

There is a mechanism in UP that if the dealer is not getting the full quantity of stock, he can report it to the Inspector. Usually the Inspector is present when the unloading is done. The inspector will conduct an enquiry and if the claims of the Dealer are correct, the Inspector will order the RFC to give the full quantity to the Dealer.

Distribution:-

The supply of wheat to PDS on an average is 50% which is being supplied by the RFC viz-a-viz the number of card holders. The system of distribution on first come first serve basis is followed as the dealer is getting less quantity for distribution.

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Pradhan, but it is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints have been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issues can be raised related to distribution of Ration but due to lack of grievance redressal mechanism, it has not taken place.

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5- Jalalabad

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer got the license in 1995 to run the FPS in the village. The Dealer was hospitalized and his son was running the shop when our team visited the FPS.

The commodities delivered by Dealer:-

- 1- Wheat
- 2 -Rice
- 3- Kerosene
- 4- Sugar

List of Registers maintained by Dealer-

- 1-Stock Register
- 2-Sale Register
- 3-Inspection Book

Supply of Commodities:-

Rice was not Supplied by RFC in the month of July and August.

Wheat is not supplied to Dealer according to the number of Card Holders coming under Dealer's jurisdiction; only 50% of APL beneficiaries are getting wheat every months. The supply of ration to dealers shop is done by RFC.

Distribution:-

The supply of wheat to PDS on an average is 65% which is being supplied by the RFC viz-a-viz the number of card holders. The system of distribution on first come first serve basis is followed as the dealer is getting less quantity for distribution.

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Kerosene	Yes	Yes	Yes
Sugar	No	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done by the Inspector within a month or two months, and very rarely visits are being made by the DSO, and yearly visits are being made by an officer of Weight and Measures Department, who check whether the weighing machine is calibrated by any authorized lab or not.

There is a vigilance committee formed under the chairmanship of Pardhan, but is not working effectively.

The monitoring done from Block level and Panchayat committee is not effective.

Name of officer	Designation of Officer	Department Name	Date of Inspection
Omveer Singh	Inspector	F.S.O.	16.9.14
Omveer Singh	Inspector	F.S.O.	8.7.14

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer, it has been observed that there could be lots of complaints or lots of issue can be raised related to distribution of Ration but due lack of grievance redressal mechanism, it has not taken place.

District- Ghaziabad, Tehsil- Modi Nagar

1-Yusufpur

Awareness:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not allowed to issue the ration card to any category of house hold.

The strength of Ration Cards for which the dealer is getting ration mentioned bellow:-

BPL- 158

APL-625

AAY-98

Commodities being supplied by Dealer to different categories are:-

- 1- Wheat
- 2- Rice
- 3- Sugar
- 4- Kerosene

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Sugar	No	Yes	Yes
Kerosene	Yes	Yes	Yes

Distribution and Supply of Commodities:-

Dealer is not getting complete quantity of ration (wheat as well as rice) for APL. Due to which all the APL house holds are not getting ration every month. They get Ration on first come first serve basis

In July and August rice was not supplied to Dealer for APL card holders.

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	Yes
Total no. of BPL card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

No vigilance committee has been formed in the village

List of visit made by officers at shop:

Name of officer	Designation	Name of Department	Date of Visit
Ajay Kumar	Area Inspector	Division office of Food and Supply Department	06/08/2014
Indar Raj	ADO	Panchayati Raj	03/05/2014
Anil Kumar	DSO	Food and Supply Department	09/06/2014

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer.

2-Bhojpur

Awareness:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not allowed to issue the ration card to any category of house hold.

The strength of Ration Cards for which the dealer is getting the ration mentioned bellow:-

BPL- NIL

APL-1096

AAY-NIL

Commodities being supplied by Dealer:-

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- 1-Wheat 3-Kerosene
2-Rice

Distribution and Supply of Commodities:-

Dealer is not getting complete quantity of ration (wheat as well as rice) for APL. Due to which all the APL house holds are not getting ration every month. They get Ration on first come first serve basis

In July and August rice was not supplied to Dealer for APL card holders.

Only 50 to 60% beneficiaries are getting ration every month.

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	N/A
Total no. of BPL card holders	N/A
Quantity of stock available	NO
Price of Commodities	NO
Volume of Commodities sold under PDS	NO

Inspection and Monitoring:-

No vigilance committee has been formed in the village

List of visit made by officers at shop:

Name of officer	Designation	Name of Department	Date of Visit
Ajay Kumar	Area Inspector	Division office of Food and Supply Department	07/08/2014

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer

3-Touri -13

Awareness:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not allowed to issue the ration card to any category of house hold.

The strength of Ration Cards for which the dealer is getting the ration mentioned bellow:-

BPL- 52

APL-2000

AAY-35

Commodities being supplied by Dealer to different categories are:-

- Wheat
- Rice
- Sugar
- Kerosene

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Sugar	No	Yes	Yes
Kerosene	Yes	Yes	Yes

Supply of Commodities:-

Dealer is not getting complete quantity of ration (wheat as well as rice) for APL. Due to which all the APL house holds are not getting ration every month. They get Ration on first come first serve basis

In July and August rice was not supplied to Dealer for APL card holders.

Only 50 to 60% beneficiaries are getting ration every month.

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	No
Total no. of AAY card holders	Yes
Total no. of BPL card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

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Inspection and Monitoring:-

No vigilance committee has been formed in the village

List of visit made by officers at shop:

Name of officer	Designation	Name of Department	Date of Visit
Ajay Kumar	Area Inspector	Division office of Food and Supply Department	07/08/2014
Mr. Srivastav	DSO	Food and Supply Department	15/08/2014

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer

4-Kalchina

Awareness:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not allowed to issue the ration card to any category of house holds.

The strength of Ration Cards for which the dealer is getting the ration mentioned bellow:-

BPL- 147

APL-960

AAY-89

Commodities being supplied by Dealer:-

1-Wheat

2-Rice

3- Sugar

4-Kerosene

Distribution and Supply of Commodities:-

Dealer is not getting complete quantity of ration (wheat as well as rice) for APL. Due to which all the APL house holds are not getting ration every month. They get Ration on first come first serve basis

In July and August rice was not supplied to Dealer for APL card holders.

Only 50 to 60% beneficiaries are getting ration every month.

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Sugar	No	Yes	Yes
Kerosene	Yes	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	No
Total no. of AAY card holders	Yes
Total no. of BPL card holders	Yes
Quantity of stock available	No
Price of Commodities	No
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

No vigilance committee has been formed in the village

List of visit made by officers at shop:

Name of officer	Designation	Name of Department	Date of Visit
Ajay Kumar	Area Inspector	Division office of Food and Supply Department	07/08/2014

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer

5-Amipur Badaila

Awareness:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

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Dealer is not allowed to issue the ration card to any category of house holds.

The strength of the Ration Cards for which the dealer is getting the ration mentioned below:-

BPL- 183

APL-450

AAY-113

Nos of commodities being supplied by Dealer.

1-Wheat

2-Rice

3-Sugar

4-Kerosene

Distribution and Supply of Commodities:-

Dealer is not getting complete quantity of ration (wheat as well as rice) for APL. Due to which all the APL households are not getting ration every month. They get Ration on first come first serve basis

In July and August rice was not supplied to Dealer for APL card holders.

Only 50 to 60% beneficiaries are getting ration every month.

Commodities	APL	BPL	AAY
Wheat	Yes	Yes	Yes
Rice	Yes	Yes	Yes
Sugar	No	Yes	Yes
Kerosene	Yes	Yes	Yes

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	No
Total no. of AAY card holders	Yes
Total no. of BPL card holders	Yes
Quantity of stock available	No
Price of Commodities	No
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

No vigilance committee has been formed in the village

List of visit made by officers at the shop:

Name of officer	Designation	Name of Department	Date of Visit
Ajay Kumar	Area Inspector	Division office of Food and Supply Department	07/08/2014

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints has been registered against the Dealer

TEHSIL-WISE AND VILLAGE-WISE BOTTLENECKS / FAILURES (DELHI)

During the field visits the following bottlenecks / failures / problems have been reported by various villagers / stakeholders :

Circle Modal town

1-Roop Nagar

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts. The beneficiaries were inquiring about quantity of Ration, which they are entitled to receive from the FPS Dealer under Food Security Act.

Operational Details:-

Dealer is not authorized to issue the Ration card to any category of house holds. The categories for which the dealer is getting the ration are mentioned below:-

BPL- 5

APL-120

AAY-8

JRC/RCRC-174

No of commodities are being supplied by the Dealer.

1 -Wheat

2- Rice

3 –Sugar

Distribution:-

Most of the Ration cards have migrated from BPL to APL due to new NFS scheme which is being implemented in the state. Beneficiaries are not satisfied by the distribution system of the Dealer. Beneficiaries are not satisfied by the behavior of the Dealer as treats the beneficiaries very badly.

Most of the HHs are not going to take the Ration because of Dealer's behavior and irregularity of shop timing. (There is no fix time for opening and closing of shop. There is no fixed day of opening the shop). The Dealer (Asha Ram) is not alive and the shop is being run by somebody else (Ashok). The Dealer has many other occupations, due to which he do not has time for regularly opening the PDS shop.

Further the Dealer has no fear for this irregularity.

The selection of Beneficiaries, under the JRC criteria is not correct. The criteria is for selection of JRC and RCRC Ration Cards holders is that, that the beneficiaries should not have either a Pakka Ghar or should not have a house under Re-Settlement (by DDA or any other government agency). The annual income should be less then one lakhs.

It has been reported that almost 50% of the beneficiaries are having their Pakka Ghar, are salaried and have an income of more than one lakh per annum. Some are having business of earning from house rent, shop rent. Some are shop keepers, transporters etc.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	NO
Total no. of APL card holders	NO
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	No
Price of Commodities	No
Volume of Commodities sold under PDS	No

Inspection/Monitoring:-

No vigilance committee has been formed for the FPS.

Name of officer	Designation	Name of Department	Date of Visit
NIL	NIL	NIL	NIL

No records are available in the FPS regarding the visit of any officer from the department.

2- Gurmandi

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts. The beneficiaries were inquiring about quantity of Ration, which they are entitled to receive from the FPS Dealer under Food Security Act.

Operational Details:-

Dealer is not authorized to issue the ration card to any category of house hold. The categories for which the dealer is getting the ration are mentioned below:-

BPL- 733

APL-76

AAY-162

JRC/RCRC-273

Nos of commodities are being supplied by Dealer.

1 Wheat

2 Rice

3 Sugar

Distribution:-

All the beneficiaries are not getting Ration due to the new Ration card creation system. The old Ration Cards have been submitted and new ration cards have not been received by the beneficiaries, so they are not getting the Ration.

There are around 200 fresh cards under NFS which are not getting ration, though they have received the new NFS ration card. All these new cards have been shifted from JRC to NFS.

Most of the Ration cards have been shifted from BPL to APL due to new NFS scheme being implemented in the state.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	NO
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection/Monitoring:-

No vigilance committee has been formed for the FPS.

Name of officer	Designation	Name of Department	Date of Visit
Govindan	Inspector	FSO	09/09/2014

3-Lal Bagh

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not allowed to issue the ration card to any category of house hold. The categories for which the dealer is getting the ration are mentioned below:-

BPL- 170

APL- 11

AAY- 51

JRC/RCRC- 129

Nos of commodities being supplied by Dealer.

1 Wheat

2 Rice

3 Sugar

Distribution:-

All the beneficiaries are not getting Ration due to new Ration card creation system. The old Ration Cards have been submitted and new ration cards have not been received by the beneficiaries, so they are not getting the Ration.

There is variance in the units in old Ration Card and new NFS (Fresh) cards. The details have been submitted and documentation has been done but the actual number of units has not appeared on the new cards.

There is no fix date and time for delivering the Ration by the Dealer to the beneficiaries.

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List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	NO
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection/Monitoring:-

No vigilance committee has been formed for the FPS.

Name of officer	Designation	Name of Department	Date of Visit
Govindan	Inspector	FSO	09/09/2014

4-Ajadpur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not allowed to issue the ration card to any category of house hold. The categories for which the dealer is getting the ration are mentioned bellow:-

BPL- 783

APL- NIL

AAY- 386

Nos of commodities being supplied by Dealer.

1Wheat

2 Rice

3Sugar

Distribution:-

There are around 320 fresh cards under NFS which are not getting ration, though they have received the new NFS ration card. All these new cards have been shifted from JRC to NFS.

Most of the Ration cards have been shifted from BPL to APL due to new NFS scheme being implemented in the state.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	Yes
Total no. of APL card holders	Yes
Total no. of AAY card holders	Yes
Total no. of BPL card holders	Yes
Total no. of JRC card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection/Monitoring:-

Inspection is being done by the Inspector once in one or two months.

List of visit made by officers at shop:

No vigilance committee has been formed for the FPS.

Name of officer	Designation	Name of Department	Date of Visit
Govindan	Inspector	FSO	09/09/2014

5- Mukundpur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not allowed to issue the ration card to any category of house hold. The categories for which the dealer is getting the ration are mentioned bellow:-

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BPL- 71

APL- 549

AAY- 28

Nos of commodities being supplied by Dealer.

1Wheat

2 Rice

3Sugar

Distribution:-

There are around 400 fresh cards under NFS which are not getting ration, though they have received the new NFS ration card. All these new cards have been shifted from JRC to NFS.

Most of the Ration cards have been shifted from BPL to APL due to new NFS scheme being implemented in the state.

The criteria is for selection of JRC and RCRC Ration Cards holders is that the beneficiaries should not have either a Pakka Ghar or should not be having a house under Re-Settlement (by DDA or any other government agency). The annual income should be less than one lakhs.

It has been reported that almost 50% of the beneficiaries are having their Pakka Ghar, are salaried and have an income of more than one lakh per annum. Some are having business of earning from house rent, shop rent. Some are shop keepers, transporters etc.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

There is no fix date and time for opening of Ration shop.

Dealer is getting 5% decreasing quantity of ration every month .

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection/Monitoring:-

No vigilance committee has been formed for the FPS.

Inspection is done only by inspector in once in 2-3 months

List of visit made by officers at shop:

Name of officer	Designation	Name of Department	Date of Visit
Govindan	Inspector	FSO	09/09/2014

Narela Circle

1-Baktawar Pur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not authorized to issue the ration card to any category of house hold. The categories for which the dealer is getting the ration are mentioned below:-

BPL- 84

APL- 369

AAY- 71

Fresh Card- 546

Nos of commodities being supplied by Dealer.

1Wheat

2 Rice

3Sugar

Distribution:-

There are around 546 fresh cards under NFS which are not getting ration, though they have received the new NFS ration card. All these new cards have been shifted from JRC to NFS.

Most of the Ration cards have been shifted from BPL to APL due to new NFS scheme being implemented in the state.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection/Monitoring:-

No vigilance committee has been formed for the FPS.

Inspection is done only by inspector in once in 2-3 months

No record of visit of the officials has been maintained by the FPS.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

2-Narela

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts

Operational Details:-

Dealer is not authorized to issue the ration card to any category of house hold.

Dealer got the license to distribute Ration in 1994.

Following categories of ration cards are being serviced by the FPS Dealer

APL- 38

BPL- 540

AAY- 18

JRC- 300

Registers maintained by Dealer:-

Stock Register

Sale Register

Cash Book

The commodities being supplied by the Dealer:-

Wheat

Sugar

Rice

Dealer getting Ration for all categories fully, Dealer is paying the labor charge for loading and unloading of commodities.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection/Monitoring:-

Inspection has been done by inspector and FSO last month, officer from Weights and Measures Department also had made a visit in last month

There is a vigilance committee also formed as per Dealer, but the beneficiaries are not aware about it.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

3-Bakner

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.
Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer is not authorized to issue the ration card to any category of house hold.
Dealer got the license to distribute Ration in 1995.

Following categories of ration cards are being serviced by the FPS Dealer

APL- 300

BPL- 460

AAY- 28

JRC- 280

Registers maintained by Dealer:-

Stock Register

Sale Register

Cash Bock

The commodities being supplied by the Dealer:-

Wheat

Sugar

Rice.

Distribution:-

Dealer is getting Ration for all categories fully, Dealer is paying the labor charge for loading and unloading of commodities. The Dealer shop is very far from villagers, some of beneficiaries were complaining that they do not go to take the Ration because they had to travel long distance. Earlier the shop was in their village, but due the personal dispute between the Dealer and villagers, the shop was transferred to the Dealer's village. The Dealer is not from the same village.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	No
Price of Commodities	No
Volume of Commodities sold under PDS	No

Inspection/Monitoring:-

Inspection has been done by inspector in last one year, officer from Weights and Measures Department also had made a visit last month.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

There is no vigilance committee formed as per Dealer,

4-Haulambi Kala

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts. The beneficiaries were inquiring about quantity of Ration, which they are entitled to receive from the FPS Dealer under Food Security Act.

Operational Details:-

Dealer is not authorized to issue the ration card to any category of house hold.

Dealer got the license to distribute Ration in 1985.

Following categories of ration cards are being serviced by the FPS Dealer

APL- 245

BPL- 143

AAY- Nil

JRC- 162

Registers maintained by Dealer:-

Stock Register

Sale Register

Commodities being supplied by the Dealer:-

Wheat

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Sugar
Rice

Distribution:-

Dealer getting Ration for all categories completely, Dealer is paying the labor charge for loading and unloading of commodities.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection/Monitoring:-

Inspection has been done by inspector in last one year, officer from Weights and Measures Department also had made a visit last month.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

There is no vigilance committee formed as per Dealer,

5-Tikari Khurd

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Operational Details:-

The Dealer did not come to the shop during our visit in the village,

The beneficiaries were complaining a lot against the Dealer, that his behavior is not good, and he does not open the shop regularly, he only opens the shop one or two days in a month, and they do not get the ration regularly, he provides the ration once in two months.

Many times the villagers have seen that many visits are made by police in his shop, but nothing happens.

List of thing which has been displayed in the FPS:

Name of Shop	No
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	No
Price of Commodities	No
Volume of Commodities sold under PDS	No

Inspection/Monitoring:-

As per the villagers no body comes to monitor the PDS shop.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

As per villagers, There is no vigilance committee.

Circle – Badli

1-Nangli Pune

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer got the license to distribute Ration in 1972.

Following categories of ration cards are being serviced by the FPS Dealer

APL- 7

BPL- 140

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AAY- 158

JRC/RC - 613

Registers maintained by Dealer:-

Stock Register

Sale Register

Commodities being supplied by the Dealer:-

Wheat

Sugar

Rice

Distribution:-

Dealer getting Ration for all categories completely, Dealer is paying the labor charge for loading and unloading of commodities.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection/Monitoring:-

Inspection has been done by inspector in last one year, officer from Weights and Measures Department also had made a visit last month.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

There is no vigilance committee formed as per Dealer,

2-Samaypur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer got the license to distribute Ration in 1980.

Following categories of ration cards are being serviced by the FPS Dealer

APL- 975

BPL- 25

AAY- Nil

JRC/RC - 313

Registers maintained by Dealer:-

Stock Register

Sale Register

Commodities being supplied by the Dealer:-

Wheat

Sugar

Rice

Distribution:-

Dealer getting Ration for all categories completely, Dealer is paying the labor charge for loading and unloading of commodities.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	yes

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Inspection/Monitoring:-

Inspection has been done by inspector in last one year, officer from Weights and Measures Department also had made a visit last month.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

There is no vigilance committee formed as per Dealer,

3-Bhalswa

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer got the license to distribute Ration in 1980.

Registers maintained by Dealer:-

Stock Register

Sale Register

Commodities being supplied by the Dealer:-

Wheat

Sugar

Rice

Distribution:-

Dealer getting Ration for all categories completely, Dealer is paying the labor charge for loading and unloading of commodities.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	yes

Inspection/Monitoring:-

Inspection has been done by the inspector few months ago, officer from Weights and Measures Department also had made a visit few months ago.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

There is no vigilance committee formed as per Dealer,

4-Siraspur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer got the license to distribute Ration in 1980.

Registers maintained by Dealer:-

Stock Register

Sale Register

Commodities being supplied by the Dealer:-

Wheat

Sugar

Rice

Distribution:-

Dealer getting Ration for all categories completely, Dealer is paying the labor charge for loading and unloading of commodities. Dealer Shop is very far from beneficiaries its around 4to 5 Km,

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No

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Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	yes

Inspection/Monitoring:-

Inspection has been done by the inspector few months ago, officer from Weights and Measures Department also had made a visit few months ago.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

There is no vigilance committee formed as per Dealer,

5-Libaspur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

Dealer got the license to distribute Ration in 1980.

Registers maintained by Dealer:-

Stock Register

Sale Register

Commodities being supplied by the Dealer:-

Wheat

Sugar

Rice

Distribution:-

Dealer getting Ration for all categories completely, Dealer is paying the labor charge for loading and unloading of commodities. Dealer Shop is much far from beneficiaries its around 4to 5 Km,

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of AAY card holders	No
Total no. of BPL card holders	No
Total no. of JRC card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	yes

Inspection/Monitoring:-

Inspection has been done by the inspector few months ago, officer from Weights and Measures Department also had made a visit few months ago.

The FPS Dealer had not displayed the phone numbers of the Officials of the Department where they can inform their grievance

There is no vigilance committee formed as per Dealer,

TEHSIL-WISE AND VILLAGE-WISE BOTTLENECKS / FAILURES (HARYANA)

During the field visits the following bottlenecks / failures / problems have been reported by various villagers / stakeholders :

Tehsil- Palwal

1- Bagpur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card.

Dealer got the license in 2003.

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

Distribution:-

Almost All the OPH beneficiaries are not getting wheat every month. Pulses have not been distributed every month. Only 70% OPH HHs / beneficiaries are getting ration every month from. Dealer is not getting full allocation for all OPH card holders.

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection is being done by inspector, AFSSO has not visited the FPS in last one year.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

2- Gughera

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

During the discussion with the villagers, the villagers reported that the Dealer (license Holder) is doing Job in Rohtak, He has informally given the charge of the FPS to the present caretaker. The son of women Sarpanch is manipulating and diverting the food grains in the market, many of the villagers did not receive ration for last three months. The sugar has not been distributed. The pulses have also not been distributed. The caretaker failed to show all the records. Infact he ran away in between from the PDS shop and the son of the Sarpanch came for interaction. As per the Directions of the State government, the DC had conducted the survey / inspection of all the FPS shops in the district. He had appointed the officials of the various departments to conduct the survey/ inspection. In this village Electricity department officials came to check the functioning of the FPS. As per the villagers, though the officials were not given the full details of the PDS, the dealer ensured that his FPS was given a good performance certificate. No action was initiated against the Dealer, though there were many loop holes in the records and distribution of ration to the villagers. The Dealer is not authorized to issue the Ration Card. Dealer has got the license to run the FPS in 2014.

Though the Dealer is not distributing the ration to its own villagers. Surprisingly the Dealer has also an attachment of 1-2 additional villages whose FPS dealers are suspended. The villagers of these attached villages are also not getting their ration from this dealer.

Commodities being distributed by Dealer:-

- 1- Wheat

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- 2- Sugar
- 3- Kerosene
- 4- Pulses

Distribution:-

Distribution of Ration is not done for all categories of HH every month. Many beneficiaries reported that the sugar was distributed once in Oct. Pulses also has not been distributed since June, and only 70% beneficiaries are getting ration every month. For Kerosene, FPS Dealer does not has any record or supply register. As per the villagers, in September and October wheat has not been distributed by Dealer and supply register showing balance to be nil. Sugar is being distributed 2kg/Card to BPL and AAY. Shop opens only for one-two days in a month.

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	No
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.
No vigilance committee has been formed.

3- Baroli

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.
Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 1995.
Commodities being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

Distribution:-

The distribution of ration is not regular for OPH category of HH. Many beneficiaries reported that the sugar was distributed only once in two months. Pulses have not been distributed after July. Only 70% of OPH HH beneficiaries are getting ration every month from.

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	No
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.
No vigilance committee has been formed

Complaints and Grievances:- There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

4- Sekhupur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.
Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

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The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 1985.
Commodities being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

Distribution:-

Ration is not regularly distributed to OPH category of HH. Many beneficiaries reported that the sugar was distributed only once in two months. Pulses have not been distributed after July. Only 70% of OPH HH beneficiaries are getting ration every month from.

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

There is a vigilance committee formed under the Chairmanship of Panchayat Sarpanch.

Complaints and Grievances:- There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

5- Kulena

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 1985.

Commodities being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

Distribution:-

Ration is not regularly distributed to OPH category of HH. Many beneficiaries reported that the sugar was distributed only once in two months. Pulses have not been distributed after August. Only 70% of OPH HH beneficiaries are getting ration every month from.

There are 50HH whose Ration Card has been sifted from BPL to APL in the survey held in 2009. The beneficiaries are not knowing who did the survey and when the survey was conducted. No one informed them about the survey. They are actually are very poor villagers and their ration has been stopped by the FPS delaer.

List of things which have been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	Yes
Price of Commodities	No
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection is being done only by inspector.

There is a vigilance committee formed under Chairmanship of Panchayat Sarpanch. The beneficiaries are not aware about this committee, committee is not working effectively.

Complaints and Grievances:- There is no grievance mechanism running, and no complaints have been registered against the Dealer.

Tehsil- Hatin

1- Ransika

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 2007 Beneficiaries from four village's, spread across 4-5 kms, take the ration from the FPS dealer,

Commodities being distributed by Dealer.

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

List of Registers maintained by Dealer:-

- 4- Stock Register
- 5- Sales Register

Supply of Commodities

Sugar and pulses are not supplied every month to Dealer, Dealer gets approximately 65% wheat for OPH card holders

Distribution:-

All OPH beneficiaries are not getting wheat every month; they get the wheat on first come first serve basis.

Sugar and pulses are not distributed regularly by the dealer, pulses were distributed in the month of July. Sugar was not distributed by the dealer in the month of October, while he got the allocation for the month of October. Dealer is overcharging for sugar and kerosene from the beneficiaries.

As per the Confed report for the month of August, Dealer received "Chana Dal" 1400 Kg, which was not distributed to any beneficiary. Chana dal was to be given 2.5 Kg per card of BPL and AAY @ Rs 20/- per Kg

List of thing which has been displayed in the FPS

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	No
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

No vigilance committee has been formed.

Name of officer	Designation of Officer	Department Name	Date of Inspection	Remarks
Mudgil	Inspector	Food and civil supplies Department	Last month	

Complaints and Grievances:-

There is no grievance redressal mechanism and no complaints have been registered against the Dealer.

2- Koot

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

No records have been maintained by dealer.

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 1995.

Commodities are being distributed by Dealer:

- 1- Wheat
- 2- Sugar
- 3- Kerosene

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4- Pulses

Supply of Commodities:-

Sugar and pulses are not supplied every month to Dealer, Dealer gets approximately 65% wheat for OPH card holders

Distribution:- All OPH beneficiaries are not getting wheat every month; they get the wheat on first come first serve basis.

Sugar and pulses are not distributed regularly by the dealer

As per the CONFED report in the month of August Dealer received the "Chana Dal" 2900Kg, which was not distributed to any beneficiary. Chana dal was to be given 2.5 Kg per card of BPL and AAY @ Rs 20/- per Kg

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

No vigilance committee has been formed.

Name of officer	Designation of Officer	Department Name	Date of Inspection	Remarks
Dubey	Inspector	Food And Civil Supply Department	Last month	

Complaints and Grievances:-

There is no grievance redressal mechanism and no complaints have been registered against the Dealer.

3- Manpur

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

No records have been maintained by dealer.

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 2008

Beneficiaries from four village's, spread across 4-5 kms, take the ration from the FPS dealer,

Commodities are being distributed by Dealer:

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

Distribution:-

The distribution of Ration is not regular for all categories of HH. As per the beneficiaries, the dealer is black marketing the commodities like sugar, kerosene and wheat also. Records were not shown by dealer. As per the beneficiaries, sugar was distributed in September. Pulses have not been distributed. Only 70% beneficiaries are getting ration every month. Only 65% beneficiaries are getting wheat through OPH ration card.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

There is a vigilance committee formed in the village under the chairmanship of Sarpanch. That is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism and no complaints have been registered against the Dealer.

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4- Roopdaka

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

No records have been maintained by dealer.

The Dealer is not authorized to issue the Ration Card. Dealer has got the licence to run the PDS in 2008.

Commodities are being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

Distribution:-

The distribution of Ration is not regular for all categories of HH. As per the beneficiaries, the dealer is black marketing the commodities like sugar, kerosene and wheat also. Records were not shown by dealer. As per the beneficiaries, sugar was distributed in September. Pulses have not been distributed since June. Only 70% beneficiaries are getting ration every month. Only 65% beneficiaries are getting wheat through OPH ration card. As per the CONFED report in the month of August Dealer received "Chana Dal" 550 Kg, which was not distributed to any beneficiaries. Chana dal was to be given 2.5 Kg per card of BPL and AAY @ Rs 20/- per Kg.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

There is a vigilance committee formed in the village under the chairmanship of Sarpanch. That is not working effectively.

Complaints and Grievances:-

There is no grievance redressal mechanism and no complaints have been registered against the Dealer.

5- Malokada

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer has got the license to run the PDS shop in 2008.

Commodities being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

Distribution:-

The distribution of Ration is not regular for all categories of HH. As per the beneficiaries, the sugar was distributed only in September. Pulses have not been distributed since June. Only 70% beneficiaries are getting ration every month. Only 65% beneficiaries are getting wheat through OPH ration card.

As per the CONFED report in the month of August Dealer received the "Chana Dal" 1400 Kg, which was not distributed to a single beneficiaries. Chana dal was to be given 2.5 Kg per card of BPL and AAY @ Rs 20/- per Kg.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection is done only by inspector. AFSO has not visited the FPS for almost a year.

No vigilance committee has been formed in the village.

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

Tehsil- Hodal

1-Paigaltu

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 1994.

Commodities being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

List of Registers maintained by Dealer:-

- 6- Stock Register
- 7- Sale Register

Distribution:-

The pulses are not regularly being distributed to the beneficiaries, Dealer getting only 65% wheat for OPH,

So all the beneficiaries are not getting wheat every month, and they get ration on first come first serve basis.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

A vigilance committee has been formed under the chairmanship of Sarpanch, which is not effectively monitoring to the system, and the beneficiaries are not aware about the committee.

Name of officer	Designation of Officer	Department Name	Date of Inspection	Remarks
Satwan	Inspector	Food And Civil Supply Department	Last month	

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

2- Baswa

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in Sep-2014.

Commodities being distributed by the Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

List of Registers maintained by Dealer:-

- Stock Register
- Sale Register

Supply of Commodities:-

Distribution:-

The pulses are not being distributed regularly to the beneficiaries, Dealer is getting only 65% wheat for OPH card holders,

So all the beneficiaries are not getting wheat every month, and they get ration on first come first serve basis.

List of things which have been displayed in the FPS:

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Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

A vigilance committee has been formed under the chairmanship of Sarpanch, which is not effectively monitoring to the system, and the beneficiaries are not aware about the committee.

Name of officer	Designation of Officer	Department Name	Date of Inspection
Ravi	Sub-Inspector	Food And Civil Supply Department	Last month

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

3- Bhiduki

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 1997

Commodities being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

List of Registers maintained by Dealer:-

- Stock Register
- Sale Register

Distribution:-

The pulses and Sugar are not being distributed regularly to the beneficiaries, Pulses were distributed 2 month ago. Sugar is distributed after a gap of one month, for AAY wheat is not regular, Dealer is getting only 65% wheat for OPH, So all the beneficiaries are not getting wheat every month, and they get ration on first come first serve basis.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	No
Total no. of AAY card holders	No
Quantity of stock available	No
Price of Commodities	Yes
Volume of Commodities sold under PDS	No

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

A vigilance committee has been formed under the chairmanship of Sarpanch, which is not effectively monitoring to the system, and the beneficiaries are not aware about the committee.

Name of officer	Designation of Officer	Department Name	Date of Inspection
Ravi	Sub-Inspector	Food And Civil Supply Department	Last month

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

4-Benchari

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer also was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 2007.

Commodities being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

List of Registers maintained by Dealer:-

- Stock Register
- Sale Register

Distribution:-

The pulses are regularly not being distributed to the beneficiaries, Dealer is getting only 65% wheat for OPH card holders, So all the beneficiaries are not getting wheat every month, and they get ration on first come first serve basis.

There are around 150-200 HH which actually should have been given BPL or AAY cards, but they have been given APL or OPH Ration cards. There are many OPH HHs which are not getting ration. The Dealer has shown a list in which their names are not listed. The dealer is not giving ration to these HHs. In the list many names are missing.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

A vigilance committee has been formed under the chairmanship of Sarpanch, which is not effectively monitoring to the system, and the beneficiaries are not aware about the committee.

Name of officer	Designation of Officer	Department Name	Date of Inspection
Satwan	Inspector	Food And Civil Supply Department	Last month

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

5- Pingore

Awareness about Acts:-

The beneficiaries are totally unaware about the ECA and PBMMSEC Acts.

Dealer was not aware about ECA and PBMMSEC Acts.

Operational Details:-

The Dealer is not authorized to issue the Ration Card. Dealer got the license to run the PDS shop in 2004.

Commodities being distributed by Dealer:-

- 1- Wheat
- 2- Sugar
- 3- Kerosene
- 4- Pulses

List of Registers maintained by Dealer:-

- Stock Register
- Sale Register

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Distribution:-

All the OPH beneficiaries are not getting wheat every month, and they get ration on first come first serve basis. Sugar and pulses are not being distributed regularly by dealer. Most of the beneficiaries reported that pulses were distributed three months back, and sugar is distributed once in two months.

List of thing which has been displayed in the FPS:

Name of Shop	Yes
Total no. of Ration card holders	No
Total no. of APL card holders	No
Total no. of BPL card holders	Yes
Total no. of AAY card holders	Yes
Quantity of stock available	Yes
Price of Commodities	Yes
Volume of Commodities sold under PDS	Yes

Inspection and Monitoring:-

Inspection of the FPS is done by the Inspector in one or two months. AFSSO or DFSC very rarely visit the FPS, only when they receive any complain. Yearly visit is made by an officer of Weight and Measures Department.

A vigilance committee has been formed under the chairmanship of Sarpanch, which is not effectively monitoring to the system, and the beneficiaries are not aware about the committee.

Name of officer	Designation of Officer	Department Name	Date of Inspection
Mudgil	Inspector	Food And Civil Supply Department	Last month

Complaints and Grievances:-

There is no grievance redressal mechanism, and no complaints have been registered against the Dealer.

TEHSIL-WISE AND VILLAGE-WISE BOTTLENECKS / FAILURES (RAJASTHAN)

During the field visits the following bottlenecks / failures / problems have been reported by various villagers / stakeholders :

Tehsil –Behrora

Village-Karoda

1. Distribution to APL card holders is 4kg/unit.
2. Distribution is not being done according to the units mentioned in ration cards.
3. There are 40 duplicate ration cards issued legally by the Panchayat. These are listed in dealers list, he is also getting the allocation of ration but FPS Dealer is not giving ration to these eligible consumers.
4. There is no log book system for departmental, official for their inspection and monitoring and checking
5. Supply register was not shown by dealer.

Village-Kohrana

- 1 - Distribution to APL card holders is 4kg/unit.
- 2- For APL, dealer is getting around 10 quintals less stock every month and accordingly distributing 4kg/unit.
- 3- Some of the households are not getting kerosene because as per their dealer they are having one Gas cylinder. But on the ration card there is no stamp from the LPG gas distributor.
- 4- Dealer is not having the updated list for consumers under NFS, he is having the list of 2013. The GP has issued new ration cards to the consumers in the GP. These new consumers are demanding ration from the dealer, but the dealer is not giving the ration as he is not having the updated list. It could not be verified whether he is getting the allocation for these new card holders or not.
- 5- Some of the BPL cards are stamped as SBPL by the stamp of BDO. The allocation of ration is done as per SBPL and not as BPL. So these card holders are not getting sugar.
- 6- Sugar has not been distributed to any beneficiary in last three months.

Village-Kakar Dopa

- 1- FPS dealer is distributing ration in rehabilitation location Dev Nagar of the consumers displaced from Sariska wildlife forest. FPS dealer is opening shop only for 1-2 days and distributes the ration as per his whims and fancies. The BPL HHs are not getting their due ration as the FPS dealer is manipulating the quantity of ration received.
- 2- FP Shop is open for only 3 days in a month.
- 3- Distribution is being done in two locations, one in Dev Nagar and other in Kankar Dhopa.
- 4- Sugar has already been received by Dealer, but he has not distributed it till 23rd of November; Sugar was not distributed for the month of October to many consumers
- 5- No record was shown by the dealer on our visit. The dealer was trying to somehow disappear/ not present himself for the verification. A lot of complains in Dev Nagar were made by the consumers against the Dealer.

Village-Barrod

- 1- For APL the dealer is getting ration in the proportion of 3.5 kg/unit. He is distributing 3.5Kg/ unit to APL card holders.
- 2- SBC gas holders also not getting kerosene.
- 3- There are 6 dealers in this area.
- 4- Hawa Singh is one of the dealers who apparently is manipulating the records. It appears that he had made all the entries for the distribution of Kerosene to all the consumers, without actually

distributing it to the consumers and the same practice also seem to have been followed for wheat and sugar.

- 5- Hawa Singh and one more dealer Shashi Kapoor are reportedly involved in black Marketing of Kerosene.

GROSS MANIPULATIONS AND ALLEGED FRAUD BY FPS DEALERS IN BEHRORE TEHSIL IN RAJASTHAN (Siphoning off of Kerosene/ Food grains / Sugar without actual Distribution to the Beneficiaries)

The GP Barod in Behrore Tehsil has 6 FPS Dealers. Barod is approximately 8-10 kms from the Tehsil HQ and industrial belt. One of the FPS Dealers is Hawa Singh (4/6). He claims to be distributing 3 litres of kerosene / card @17.25/- per Litre, while the consumers have reportedly been receiving between 2 to 2.5 litres per card. The details of the cards in this FPS and other 5 FPS is as below :

Shop No. / Ward No. Name of GP	Sr. No.	Name of the FPS Dealer	BPL Card Nos.	Unit	SBPL Card Nos.	Unit	Antyodya Card Nos.	Units of Other Card Holders
Barod 5/6	5	Hawa Singh	41	221	19	128	12	2066
	2	Kailash Chand	37	154	18	83	10	2153
	3	Kan singh	42	230	11	62	4	2588
	4	Chote lal	40	165	6	35	4	2322
	6	Shashi Kapoor	20	102	15	82	13	2239
	7	Pratap Singh	16	72	33	168	9	2131

During the visit to this FPS it was felt that gross manipulations was being done by him. The supply register for wheat, kerosene and sugar checked. It was observed that he had received 1500 litres of kerosene of which 51 litres was unsold for the previous month. The supply register having 36 pages had 298 sr. nos. entered in it, of which sr. no. 1 to 26 and serial no. 52 to 105 had signatures, but without any details written pertaining to the supply in November, against sr. no. 106 to 205 though the names, quantity and amount was written, but there were no signatures, and from sr. no. 206 to 208 everything was blank. It thus appears that the kerosene was actually distributed only to about 80 consumers (quantity amounting to 80 x 3 lits/card i.e. about 240 litres)) and rest of the entries were faked, meaning that the balance quantity i.e. about 1260 litres should have been in stock while the register showed only 51 litres of stock. This was further corroborated from the respondents during the course of the villager survey. While most of the respondents stated that they did not receive kerosene for last three months, they also said that they had received sugar only once in last three months.

As regards other dealers in this GP the following irregularities pertaining to distribution of sugar were found :

As per the Government Order the state government has distributed sugar for the month of March and April 2014 in October / November 2014. Accordingly the card holders should have been provided sugar for at least two months. However, as per the findings in the field :

The FPS Dealer Kailash Chand has distributed Kerosene during all the 3 months and has distributed sugar @2kgs per card, only once in 3 months. He has distributed sugar @Rs 10/- per Kg. He is distributing wheat @3kg per unit The FPS Dealer Shashi Kapoor (Hanuman) {FPS no. 5/6} is neither opening his shop regularly, nor is distributing sugar and kerosene to the consumers. The FPS Dealer Shashi Kapoor is distributing wheat @3kg per unit, has distributed Kerosene only for one month in last 3 months. He does not give kerosene to single gas cylinder holders. Being in close association with the Village Sarpanch this dealer distributes ration as per his whims and fancies and treats the villagers rudely / badly.

This brings to the forefront the various facets with regard to improper monitoring by officials/ improper verification of registers/ non action by officials against culprits/ improper distribution of ration to the consumers, to some extent systemic failure and cartelization by FPS Dealers, no grievance redressal, etc.

Village- Nangal Khoria

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Some of consumers are not getting ration as per the number of units mentioned in their cards.
- 3- The Dealer was manipulating the number of units. Dealer was having a list containing the name and card number of beneficiaries with their eligible number of units. This list he was not showing to anyone. He was telling the villagers that he was getting the allocation according to this list and was distributing according to this list. But the number of units mentioned on the cards issued to the consumers were different and were not matching with this list. Many of the consumers were unhappy that they were not getting the ration as per the specified number of units mentioned on their cards. The consumers were getting less ration viz-a-viz the number of units in their HH.
- 4- Sugar was distributed only for one month-November. In October during Diwali, the Quota of Festival sugar was not distributed to the consumers.

Tehsil - Alwar Rural

Village- Chikani

1. Distribution to APL card holders is 4kg/unit.
2. There are 40 BPL cards which have been reportedly been changed from BPL to APL by Panchayat.
3. Sugar has been distributed only once in last three months

Village- Karoli

- 1- There are few SBPL HHs who are not getting ration as per the number of units mentioned in their cards
- 2- Many HHs are reportedly having Gas connection (SBC or DBC), though their ration cards have not been stamped by any agency. The SBC Card holders are not getting Kerosene though they are entitled to get 2 Liters per card.
- 3- There are lot of S.C. HH and women who do not have house/ land or any other property or any regular income, but they are having APL ration cards.
- 4- Sugar has been distributed only once in last three months

Village- Simroli

1. Distribution to APL card holders is 4kg/unit.
2. APL Card holders not getting kerosene oil even when the ration card doesnot has any gas agency stamp. The consumers who are not having a LPG gas connection are also not getting kerosene.
3. Distribution to APL card holders is being done as 4kg.per unit and not 5kg per unit as per specifications. This is being done without any Government order or directions from the Government (apparently only oral concurrence from the EO/EI for distributing less quantity). The Dealer is distributing as per his wish and possibly in collusion with the Sarpanch of the Panchayat.
4. Sugar in only once distributed in last three months

Village- Bhadurpur

- 1- Dealer is getting less quantity for distributing to APL card holders.
- 2- Kerosene has not been distributed to most of consumers/ beneficiaries in last three months.
- 3- Sugar has not been distributed since May 2014.
- 4- Distribution to APL is being done as 4kg per unit and not 5 kg per unit as per specifications. Sugar received after July in October and November and has been distributed only in November at Rs 13.5/kg and not in October, though the FPS Dealer received the sugar stock in October also at Rs 10 per kg.

Village- Jodia Patti

- 1- APL card holders are getting 4kg/unit.
- 2- In Village Jodia Patti all the respondents were from APL HHs. Apparently the number of APL HHs was very high in the Village.
- 3- Distribution of wheat and Kerosene is not regular, as some of beneficiaries are getting ration after every two month, and some of them have not got wheat after July, the villagers alleged that the wheat under PDS was being used by the Dealer to feed his cattle.

- 4- Few respondents have reported that Kerosene has been distributed only once in the last year, card holders were also complaining that the kerosene is being used by the dealer for generators for running the tube wells and in his tractor. The FPS Dealer was directly black-marketing Kerosene to the big farmers of the area.
- 5- Shop timings are not fixed, shop opens only for one or two days in a month. The shop is at a distance of around 5 to 6 KM from the villagers. The Shop is not in the Panchayat HQ as per the specifications. It is located in the Bahadarpur village. The FPS Dealer was distributing ration to 2-3 villages of the GP which were at a distance from Bahadarpur.
- 6- An old lady was saying that the dealer has misplaced her ration card few month ago, now he is not giving ration to her, and she was crying that she is being denied her right to get ration. The FPS Dealer has not helped her to get new ration card issued nor had he told her how to get a new ration card.
- 7- We also interacted with the Panchayat Secretary in the Panchayat Ghar. He also complained about the FPS Dealer and told that he and the Sarpanch were aware about the malpractices being done by the Dealer. Many times the dealer was warned to stop these malpractices, but he was not stopping. The department was also not taking any action against the defaulting FPS Dealer.
- 8- In Jodia Patti the survey team caught the Dealer almost red handed as he was manipulating the records and making fake entries. In the kerosene supply register he had made around 15-20 entries with regard to distribution, but there was only one signature. The dealer responded that a single person took the kerosene of 15-20 consumers.
- 9- The Wheat supply register also showed many fake entries on 21-11-2015 the survey date.

Tehsil – Kootkasim

Village- Jatiana

1. APL card holders are getting 4kg/unit.
2. Proper distribution of BPL cards has not been done in the GP/ Village.
3. NFS HHs are not getting any commodities; the card has to be stamped with NFS stamp by panchayat secretary. But the Secretary is not putting the stamp on the new cards. The old ration cards have already been taken in custody by the FPS Dealer.
4. Panchayat Secretary is allowed to put the stamp in the ration cards.
5. No Kerosene is being distributed in Kootkasim Tehsil. It was a Pilot Tehsil in the District for DBS by the Centre and the Ministry of Petroleum, GOI. The Pilot project seems to have been failed as there were lacunas in the implementation of the Project. The consumer's bank details were not properly matched and the funds were not released to the consumers instantly or after a specific time period of 2 or 3 months. Many consumers still have not received the subsidy in their Bank Account. The Consumer has taken Kerosene at various rates starting from Rs 45/- to Rs 57/- per litre over the period of almost 1 year. But the subsidy amount of almost Rs 30/- to Rs 40/- has not been credited to many consumers who were genuine buyers and were account holders. The villagers donot want to take Kerosene at higher cost. Though the Black Marketing has stopped but the consumer is at a disadvantage because of no proper implementation, foresight.
6. Sugar has not been distributed to any beneficiary the in last three months

Village- Bhaunkar

- 1- APL card holders are getting 4kg/unit.
- 2- Many HHs have not got the kerosene subsidy in their account since last year though they have paid full amount of Rs 51/- per liter instead of Rs 17.25/- per liter, for purchasing Kerosene.
- 3- Sugar not being distributed by dealer.
- 4- Dealer is not from the same Panchayat while the criteria for that the dealer should be from the same Panchayat.
- 5- Sugar was distributed only once, that too only to very few beneficiaries in last three months.

Village- Koot kasim

- 1- APL card holders are getting 4kg/unit.
- 2- In last three months, Sugar was distributed only in October 2014.

- 3- The village Panchayat is fully empowered to certify the units in the ration cards.
- 4- Many HHs have not received the Kerosene Subsidy, even though they have paid full amount for the purchase of Kerosene. Many villagers reported that the Direct Subsidy scheme was a failure as the department did not implement the scheme in the right earnest. The Department did not do the ground work of collecting the right account number of the beneficiaries. Further they did not make arrangement to cross check which consumer has taken the kerosene at what price. The FPS Dealer told that there were cases where the consumers who have not taken the kerosene got the subsidy in their accounts and the consumers who actually took kerosene by paying higher amount didnot receive the subsidy.

Village- :- Baghana

- 1- APL card holders are getting 4kg/unit.
- 2- Wheat distribution is not regular. In the last three months some of the beneficiaries have got only one month ration from the dealer,
- 3- There are many BPL ration card holders, who are not getting ration as the dealer says that their ration cards are not mentioned in his records.
- 4- In last three months, Sugar was distributed only once in November 2014, 2kg/card @ Rs 15/kg.

Village- :- Budibawal

- 1- APL card holders are getting 4kg/unit.
- 2- In last three months, Sugar was distributed only in October 2014.
- 3- The shop is being run by some (Sita Ram), but the license is in the name of Dharamvir. As per the villagers the behavior of Sita Ram is not good, even they (beneficiaries) can't ask at what time the ration was going to be distributed to them from the FPS.
- 4- The Dealer (Sita Ram) has his "Aata Chakki" just adjacent to the FPS.
- 5- The spices are compulsory along with the ration from the dealer. Many villagers responded that they are compelled to take the spices on a threat that the ration would be stopped if they donot buy these from him.
- 6- An APL card holder (Subash Chand) was not getting ration, as he had lost his old ration card. He had got a new ration card, but the dealer not giving him ration on this card.

Tehsil- Neemrana

Village- Neemrana

- 1- NFS card holders not getting kerosene.
- 2- Sugar distributed in Nov- 5 kg/card in the rate of Rs. 13.50 per kg for both the months (Oct-Nov), while in Oct- the rate of sugar was Rs. 10/kg.
- 3- The balance of every commodity is being forwarded not being adjusted since many months.

Village- Silarpur

- 1- Sugar was distributed in November 5kg/card @ of Rs. 13.50 for both the months (Oct-Nov), The FPS Dealer got the sugar for the month of October @ of Rs. 10/kg.
- 2- The balance of every commodity is being forwarded to the next month. It has not been adjusted for many months.

Village- Pratapsinghpura

- 1- APL card holders are being distributed 4kg / unit

Village- Kolila

- 2- Kerosene is not being distributed regularly
- 3- APL card holders are being distributed 4kg / unit
- 4- Card holders not getting ration as per units mentioned in the ration cards, there are variations between the ration card units and dealer list.

- 5- Dealer has already got the stock for the month of Dec 2014 in advance without submitting the payment. The Dealer was having a balance stock of 11.5 Quintals. The transportation charges have already been paid by dealer, and will get it back when he makes the payment for the stock to the KVSS.
- 6- The dealer was not giving ration to one HH for last 10-12 months though their name was there in the NFS list. As per the dealer, the name was mentioned in 2 places, so he stopped the supply as he wanted the correct list from the department. But the dealer was getting the ration for the card holder and he was denying the ration on trivial issue.
- 7- In last three months Sugar was distributed only once to very few beneficiaries

Village- Roadwal

- 1- APL card holders are getting 4kg/unit.
- 2- Sugar was distributed @ 2kg/card to the card holders, but the entries made in the ration card were 3kgs.
- 3- Shop opens only 2-3 days in a month.

Bansoor

Village- Chula

- 1- Ration is not being distributed as per the units mentioned in the Ration Cards.
- 2- APL card holders are being distributed 3kg / unit
- 3- Sugar was distributed once to very few beneficiaries since July. The dealers had received sugar on 12th Nov but till 20th he has not started distribution.

Village- Balavas

- 1- APL card holders are being distributed 5kg / unit
- 2- SC ward having 90% APL ration cards.
- 3- In the last 3 months sugar has not been distributed any beneficiary

Village- Rampura

- 1- Sugar was not distributed fully for the month of December.
- 2- The Sugar for the month of November was not distributed fully till December. No sugar distribution in October 2014. The Dealer is having double charge of another dealer who is suspended. No inspector has checked this Panchayat FP Shops. There is demand to remove two dealers namely Mahavir Yadav and Mohan Singh who are allegedly involved in Black Marketing of the ration. Mahavir Yadav has not distributed sugar since last 6-8 months though the delivery of sugar has been there.

Village- Hajipur

- 1- Sugar was not distributed by Dealer in October 14 though he received the stock for distribution. Distribution to APL is 3kg per unit. BPL selection is not correct many widows without home or land or children are having APL card and not getting their full ration. Homeless households are having APL ration card. The list has not been updated since last 14 years.
- 2- APL card holders are being distributed 3kg / unit .

Village- Hamirpur

- 1- APL distribution is 5kg/unit.
- 2- Sugar was received by the Dealer on 11th November for both the months Oct-and Nov. But till 20th November 2014, the FPS dealer had not started distribution of sugar, even by the time field visit was made to his shop. He has apparently not distributed sugar since July 2014 and for October and November also he was planning not to distribute. But on our visit he reluctantly started the sugar distribution for one month.
- 3- Kerosene is not being distributed by regular Dealer, but it is being distributed by different Dealer

Tehsil Kisangarh

Village- Ganj

- 1- There are only two shops in the Panchayat, Panchayat have six large villages within the range of 16 Kms.
- 2- Both the shops are located at the same place, adjacent to each other.
- 3- The villagers have to travel 5 to 10 kms to take / collect their ration.
- 4- The APL are getting 4kgs per unit.

Village- Khanpur

- 1- APL distribution is 4kg/ unit.
- 2- There is variance between the ration card units and dealer list, due to which many of the ration card holders are not getting ration as per the units mentioned in the ration cards.
- 3- Sugar is not being distributed regularly.

Village- Musha khera

- 1- Distribution to APL card holders is 4kg/unit.
- 2- There is variance between the unit mentioned in ration cards and dealer list.
- 3- In last three months very few beneficiaries have got sugar, that too only once.

Village- Kisangarh

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Sugar has been distributed only once in October to very few beneficiaries after 4 - 5 months. It has not been distributed in November 2014, although the sugar was distributed to the FPS Dealer by the KVSS.
- 3- Kerosene is not being distributed to the SBC.

Village-Mahund

- 1- Distribution to APL card holders is 4kg/unit.
- 2- In last three months, Sugar was distributed only once to very few beneficiaries.
- 3- Some of the beneficiaries were not getting kerosene every month; the dealer always says that Kerosene is not available in stock as he has distributed it to other consumers.

Tehsil- Mundawar

Village- Sorka kala

- 1- Distribution to APL card holders is 4kg/unit.
- 2- BPL card holders get equal quantity of 25kg/ card irrespective of the number of units.
- 3- Sugar has not been distributed since last 10 months. In the survey only one respondent out of the seven respondents has reported receiving sugar in last 3 months.

Village- Jhandoli

- 1- Sugar has not been distributed by dealer in the month of October 2014, while his stock register shows that he received the sugar but the sugar supply register is showing nil balance of stock.

Village- Rasgan

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Dealer has a list of card holders prepared by the Panchayat. The dealer provides ration according to this list. Many consumers' names are missing in this list. There are many poor HHs who all are not getting ration.

Village- Tatarpur

- 1- Distribution to APL card holders is 4kg/unit.
- 2- As per the FPS Dealer, there are many poor HHs whose names are not listed in the dealers list. These HHs are not getting ration as they are having APL ration cards.

Village- Maator

- 1- Distribution to APL card holders is 4kg/units.
- 2- Sugar has been distributed once to only few beneficiaries in last three months, while the FPS Dealer has received the stock of sugar for at least 2 months.

Tehsil- Ramgarh

Village- Hajipur

- 1- APL card holders are being distributed 3kg / unit.
- 2- Dealer is selling additional household items along with the ration to every HH forcefully (compulsory) like, tea, soap and salt.
- 3- October month sugar was not distributed in October and was distributed in November month at higher cost of Rs13.5/kg, though the price of sugar in October was Rs 10/kg. No distribution of Sugar has been done for the month of November. Sugar has been distributed @ 2 kgs/ card instead of 3kgs/ card.
- 4- Record was not shown by dealer.

Village- Bijwa

- 1- Sugar was not distributed for the month of October; it was apparently black-marketed by dealer. Stock register shows the entry regarding receipt of stock, while the balance is nil in the end for the month of October. In the supply register the balance is nil at the end for the month of October.
- 2- APL card holders are being distributed 3kg / unit.

Village- Gadi Dhanota

- 1- Distribution to APL card holders is 4kg/unit.
- 2- October month sugar allegedly black-marketed by dealer and not distributed to any consumer / beneficiary, while the supply register shows nil balance / stock. When our team visited the FP Shop the Dealer started the distribution of sugar, but after our departure he stopped the distribution of sugar.
- 3- In November out of the surveyed respondents very few respondents have got sugar.

Village- Ramgarh

- 1-Distribution to APL card holders is 4kg/unit.
- 2-October month sugar allegedly black-marketed by dealer and not distributed to any consumer / beneficiary, while the supply register shows nil balance / stock. In the last 3 months sugar was distributed only once to very few beneficiaries.

Village- Neekach

- 1- There are two shops in Neekach Panchayat and both the dealers were suspended at the time of visit. now Suraj Kumar Bhatia of Gadi Dhanota has been allowed to distribute the ration. The new attached Dealer has not got proper handing over of records and material for both the shops. One of the suspended dealers was having stock of Sugar with hymen which he had not distributed.
- 2- Sugar has not been distributed to consumers for last 5-6 months.

Tehsil Rajgarh

Village- Alai

- 1- There seems to be serious problem with identification of BPL households in this village, as inspite of the fact that many HHs have someone or the other working / employed in the Government, but they are still holding BPL ration cards
- 2- The FPS Dealer doesnot has not initiated any action in this regard.

Village- Narayanpura

- 1- This village was attached with the Alai village, and distance was around 2-3 Km from Alai village.
- 2- The sugar has not been distributed in the village since July. It has not been distributed till Nov-2014.
- 3- The wheat was being distributed in the ratio of 3.5kg/unit to APL HH.

Village- Firojpur

- 1- The kerosene oil not being distributed regularly, even the beneficiary does not know that what is right quantity which they should get in every month or every ration cards?
- 2- APL card holders are being distributed 3kg / unit of wheat.

Village- Palwa

- 1- APL card holders are being distributed 3kg / unit .
- 2- Most of the beneficiaries have not received sugar since July.

Village- Digwada

- 1- Distribution to APL card holders is 4kg/unit.

Tehsil Raini

Village- Bileta

- 1- Distribution to APL card holders was 4kg/unit.
- 2- Sugar is not being distributed to the Beneficiaries regularly.
- 3- The PDS shop not been monitored / inspected since a year by any of the officials of the department, as told by the villagers.

Village- Krarkari

- 1- The shop is approx. 4km far from villagers,
- 2- Distribution to APL card holders was 4kg/unit.
- 3- Sugar is not being distributed to the beneficiaries regularly.

Village- Patan

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Sugar received in Nov- month after July.

Village- Rajpur

- 1- Distribution to APL card holders was 4kg/unit..
- 2- Kerosene not being distributed to all the beneficiaries, and is allegedly being black-marketed.
- 3- Sugar is not being distributed regularly.

Village- Chilodi

- 1- Distribution to APL card holders is @3kg/unit.
- 2- In last three months, Sugar has been distributed only once in October.
- 3- The dealer does not give ration unless the consumers take other additional supplies from him along with ration. The consumers have to take spices, tea, soaps, etc. compulsorily along with ration. If the consumers are not willing to buy these additional items then they are denied their quota of ration.
- 4- As per the respondents, Shop opens only for 2-3 days in month.

Tehsil -Laxmangarh

Village- Gopalpura:-

- 1- The PDS shop is in Lili village which is the Panchayat HQ of village Gopalpura, distance being approx. 6 kms.
- 2- The dealer is a big landlord and does not open the shop or distribute ration on a regular basis.
- 3- The BPL who are poor are treated very badly / rudely by this dealer.
- 4- The FPS dealer is giving only 3kgs to the APL
- 5- The FPS dealer is giving only 3kgs to the BPL and he doesnot give full supply to the AAY card holders also.
- 6- Sugar has not been distributed by dealer since July, even in Oct-Nov and December it has not been distributed, though the dealer has received the stock.
- 7- Beneficiaries were demanding to change the dealer or appoint a dealer who is near to their HHs.

Village- Chimrauli Gaud

- 1- The dealer is not from the same village, he just opens the shop for 2-3 days in a month.
- 2- The APL card holders are being distributed 3kg / unit .
- 3- Sugar has not been distributed in the month of October.
- 4- There are many HHs whose names are reportedly not listed in dealer list, dealer refused to should the list.
- 5- Nothing has been displayed in the PDS shop, like shop name, beneficiaries list, stock available, rates of commodities, etc.
- 6- Dealer is selling the additional household items forcefully (like, Tea, Spices etc.) alongwith ration.

Village-Mojpur

- 1- APL card holders are being distributed 3kg / unit.
- 2- Sugar was distributed only to few beneficiaries in the month of October.

Village- Toda:-

- 1- APL card holders are being distributed 3kg / unit .
- 2- The PDS shop is in the panchayat head-quarter and four villages are included in the Panchayat and the distance from the Panchayat for each village is approx. 4 to 5 km.

Village- Narkoria

- 1- Distribution to APL card holders is 3kg/unit.
- 2- In last three months, Sugar has been distributed only once in November.
- 3- There are many APL HHs whose names are not listed in the dealer list and they are not getting ration.

Tehsil -Kathumar

Village- Barodakan

- 1- Beneficiaries were not getting the ration for last two months September and October- as the dealer was suspended.
- 2- The village is attached with another village which is approx. 5 km far from Barodakan. Out of the Villagers, many of the consumers/ beneficiaries are not going to take ration, as the shop is very far off and shop timings are irregular. The attached dealer doesnot give the ration to all the card holders.
- 3- The dealer is distributing ration to the APL after a gap of one month. The dealer is giving 2.5kg per unit to the APL.
- 4- Sugar has not been distributed since July. In November only few respondents have received sugar
- 5- Many consumers have not got the Kerosene as well.

- 6- The old dealer is likely to be reinstated from December, when the villagers will get their due ration. The old dealer was suspended in September. He had not distributed the sugar to consumers for the month of September.

Village-Titpuri

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Many card holders don't know why they are denied the ration though they have the ration card.
- 3- The FPS dealer doesnot show or display the APL-NFS list and distributes the ration as per his own wish.
- 4- During the survey out of seven eligible respondents only one respondent has got sugar, that too only once, in the last three months.

Village- Patwa

- 1- The PDS shop is in Noorpur which is the Panchayat HQ. Village Patwa is approximately 5km far from HQ. So Consumers have to travel a distance of approx. 5kms to collect ration.
- 2- Kerosene is being distributed @ 2 liter/ card.
- 3- APL card holders are being distributed 3kg / unit.
- 4- BPL card holders are distributed ration once in 2 months.
- 5- Sugar has not been distributed since last 5 months. Only few beneficiaries have received sugar once this month.
- 6- The shop opens only for 2-3 days in a month.

Village- Isrota

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Sugar was distributed only once in between July to October, that too only to few beneficiaries.
- 3- In November, Sugar was distributed @3kg/card.
- 4- Shop opens only for 2-3 days in a month.

Village- Kherameda

- 1- Distribution to APL card holders is 4kg/unit.
- 2- In last three months, Sugar has been distributed only once in November.
- 3- There are many APL-NFS HHs, whose names are not listed in the dealers list and they are not getting ration.

Tehsil- Malakhara

Village- Prithvpura

- 1- Sugar was distributed in October @3kg/ Card
- 2- No sugar was distributed in November.
- 3- Kerosene is not being distributed to single Gas connection holders.
- 4- Distribution to APL card holders is 4kg/unit.

Village- Punkhar

- 1- Distribution to APL card holders is 4kg/unit.
- 2- In last three months, Sugar has been distributed only once in November.

Village- Bhadodi

- 1- Distribution to APL card holders is 4kg/unit.
- 2- In last three months, Sugar has been distributed only once in November.

Village- Bhandodi

1. Distribution to APL card holders is 4kg/unit.
2. In last three months, Sugar has been distributed only once in November.

Village- Baleta

1. Distribution to APL card holders is @4kg/unit
2. In the survey very few respondents have reported receiving sugar, that too only once in last three months.

Tehsil- Govindgarh

Village- Badka

- 1- The shop is about 3km from the GP HQ and village.
- 2- APL card holders are being distributed 2kg / unit.
- 3- Kerosene is not being distributed to all the HH, because the shop opens only 2-3 days in a month.
- 4- Sugar has been distributed only once in last 3 months.

Village- Khera Mehmood

- 1- The plight of the poor is very bad as they are not getting the due ration from the ration shop. Many poor were complaining against the irregular supply of the ration to the consumers.
- 2- There are few BPL and AAY ration card holders who are not getting ration since many months.
- 3- It seems Sugar has not been distributed almost since last a year to all the eligible beneficiaries (BPL+ AAY). Very few respondents have reported receiving sugar once in the whole year.
- 4- The dealer is not giving kerosene to single Gas connection holders.

Village- Ramvas

- 1- Distribution to APL card holders is 3kg/unit.
- 2- Beneficiaries are not getting ration as per units mentioned in their ration cards.
- 3- In last three months, Sugar has been distributed only once in November @2kgs/ card @Rs 13.5 per Kg.
- 4- Kerosene has been distributed only once in last three months.
- 5- This dealer was suspended for 4 to 5 months, a few months back for his irregularity with regard to distribution of ration, his behavior and black-marketing of kerosene. Presently also the villagers have reported that again he has started the same thing.

Village- Talada

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Most of beneficiaries from BPL and AAY have got sugar only in November, and very few beneficiaries have got in both months (October and November).

Village- Bhaisdawat

- 1- Distribution to APL card holders is 3kg/unit.
- 2- The SBPL card holder Mr. Hari Chand is not getting wheat since last three months as every time dealer refuses to give ration on the pretext of finishing of stock.

Tehsil Tijara

Chuhadpur

- 1- The village is attached to a FPS Dealer who is almost 4kms away from the village.
- 2- Earlier the FPS dealer was distributing the ration in their village on a temporary arrangement, but since last 2-3 months he is not distributing in the village.
- 3- The villagers do not know when the ration comes and when he distributes. They are not able to get their ration.
- 4- APL card holders are being distributed 3kg / unit,
- 5- Sugar 2kg has been distributed only in July 2014. Since July sugar has been distributed to all the eligible respondents. Out of 14 respondents only 4 respondents have received sugar, once in last 3 months.
- 6- Kerosene is not distributed to the villagers.

Gwalda

- 1- The FPS dealer was recently reinstated after a period of suspension.
- 2- APL card holders are being distributed 3kg / unit,
- 3- Sugar 2kg has been distributed only in July 2014. Since July sugar has been distributed to all the eligible respondents.
- 4- Most of the poor were in the APL category.
- 5- Kerosene distribution was 3 liters.
- 6- One Person who had license of one FPS was looking after many ration shops in the Tehsil. Gwalda FPS was also being managed by him, but the license is with some other person.

Hamirika

- 1- BPL card holders get wheat @5kg/unit
- 2- Kerosene is distributed only to AAY/ BPL.
- 3- No Kerosene is distributed to APL card holders
- 4- Most of the poor were in the APL category.
- 5- Sugar has been distributed only once in last 3 months.

Chawandi Kalan

- 1- BPL- 5kg wheat, Kerosene is distributed only to AAY/ BPL. @2.5L per card.
- 2- No Kerosene is distributed to APL card holders
- 3- APL card holders are getting wheat @3kg / unit,
- 4- Most of the poor were in the APL category.
- 5- The dealer was suspended, and the villagers have to travel about 5-8 kms to fetch ration. Nearly 3-4 villages of the GP are attached to the dealer who is having his shop about 5-8kms away from the village.
- 6- The villagers are not getting their due ration as the attached FPS dealer is very far off. Only consumers with bikes can bring the ration as they have to cross the small mountain which is treacherous.
- 7- Very few respondent save reported receiving sugar, that too only once, in last 3 months.

Village- Majra Pipli: -

- 1- Distribution to APL card holders is 3kg/unit.
- 2- Sugar has been distributed only once in October. Some of beneficiaries have got 2kg/card and some have got 3kg/card.
- 3- The dealer refused to show his registers as the EO had instructed that he should not show his record to the survey team.

Tehsil- Thanagazi

Village- Gadi Mamun

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Shop opens only for 4 to 5 days in a month.
- 3- The children, age of below 5 years are not getting ration while their names are written in the ration cards.
- 4- Dealer getting the allocation for APL which is less than 50%.

Village - Bamanwas Kankad

Distribution of Ration on illegal slips issued by the attached FPS Dealer in Bamanwas Kankad village

There is a village Bamanwas Kankad in the Tehsil Thanagazi. It was approximately 10-12 kms from the Tehsil HQ and around 30-35 Km from District HQ Alwar. Here two dealers are distributing ration. One of the dealers has been suspended and his FPS has been attached to a FPS Dealer Dharma Devi of Mundawara village. The details of the card holders are as follows :

Shop No. / Ward No. Name of GP	Sr. No.	Name of the FPS Dealer	BPL Card Nos.	Unit	SBPL Card Nos.	Unit	Antyodya Card Nos.	Units of Other Card Holders
Mundawara	42	Dharma Devi	87	688	40	373	38	3150
	43	Mukesh Kumar	91	596	62	390	29	4454
	44	Fateh Chand Kumhar	64	668	37	374	19	3490
Bamanwas Kankad	9	Pooran Singh Narooka	136	729	32	181	12	5324
	10	Mukesh Kumar Jat	96	405	34	187	8	3764

A very peculiar thing was noticed in Bamanwas Kankad village in Thanagazi Tehsil where Dharma Devi was distributing the ration as an attachment. Dharma Devi was not a resident of the village and was residing in a village Mundawara village where she has her FPS. In Bamanwas Kankad village she was distributing ration only 2-3 days in a month on illegal slips issued by her and was making entries on these slips and not on the ration cards. No reason was given as to why the entries were not made on the Ration card. In the last 3 months sugar has not been distributed to many consumers and only few have received it once in 3 months. The slips cannot be issued by the FPS Dealer as the Dealer has no authority to issue slips/ cards. The Dealer just has a license to distribute ration.

Village- Mundawara

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Kerosene is not being provided to those consumers having single gas connection, while they should get 2 liter/card.
- 3- Most of the APL card holders of this village are not getting wheat as dealer says their names are not listed, if the beneficiaries' request the dealer to show the list to check their names, the dealer directly denies to show the list.

Village- Ajabpura

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Sugar has not been distributed since July to any category of beneficiaries, very few beneficiaries have got sugar in November 3kg/card @13.50/kg.
- 3- Beneficiaries were complaining that the dealer is doing partiality in distribution of sugar. The Dealer give sugar to his near and dears, but refuses to give it to the other consumers.

Village- Kharkari Kala

- 1- Distribution to APL card holders is 4kg/unit.
- 2- Sugar has been distributed two times in last three months.

EXHIBIT NO. 3.IV.1

**Flow-diagram for Procurement and Distribution of Pulses to intended Beneficiaries
through PDS (only in Haryana)**

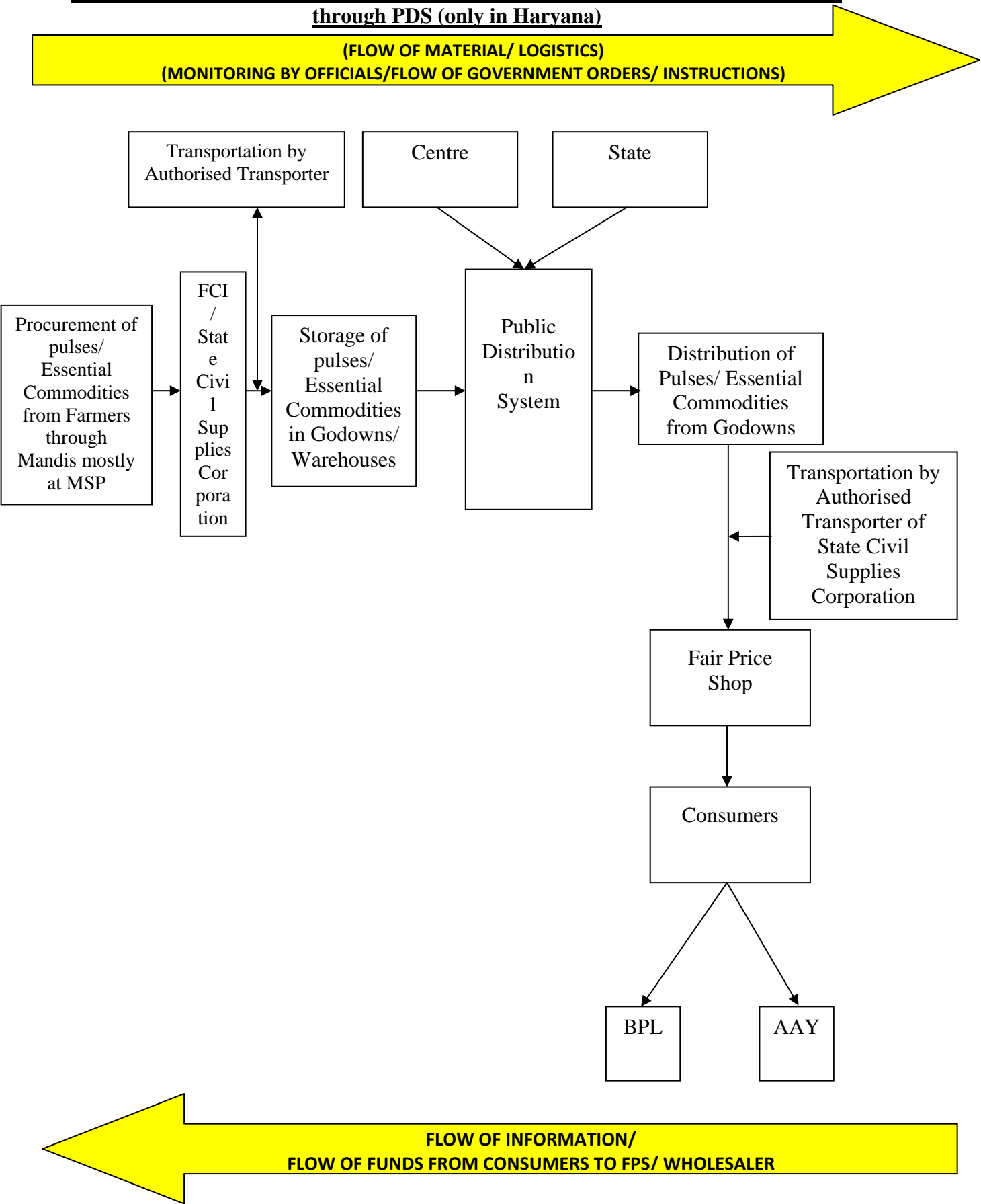


EXHIBIT NO. 3.IV.2

Flow-diagram for Procurement and Distribution of Sugar to intended Beneficiaries through PDS

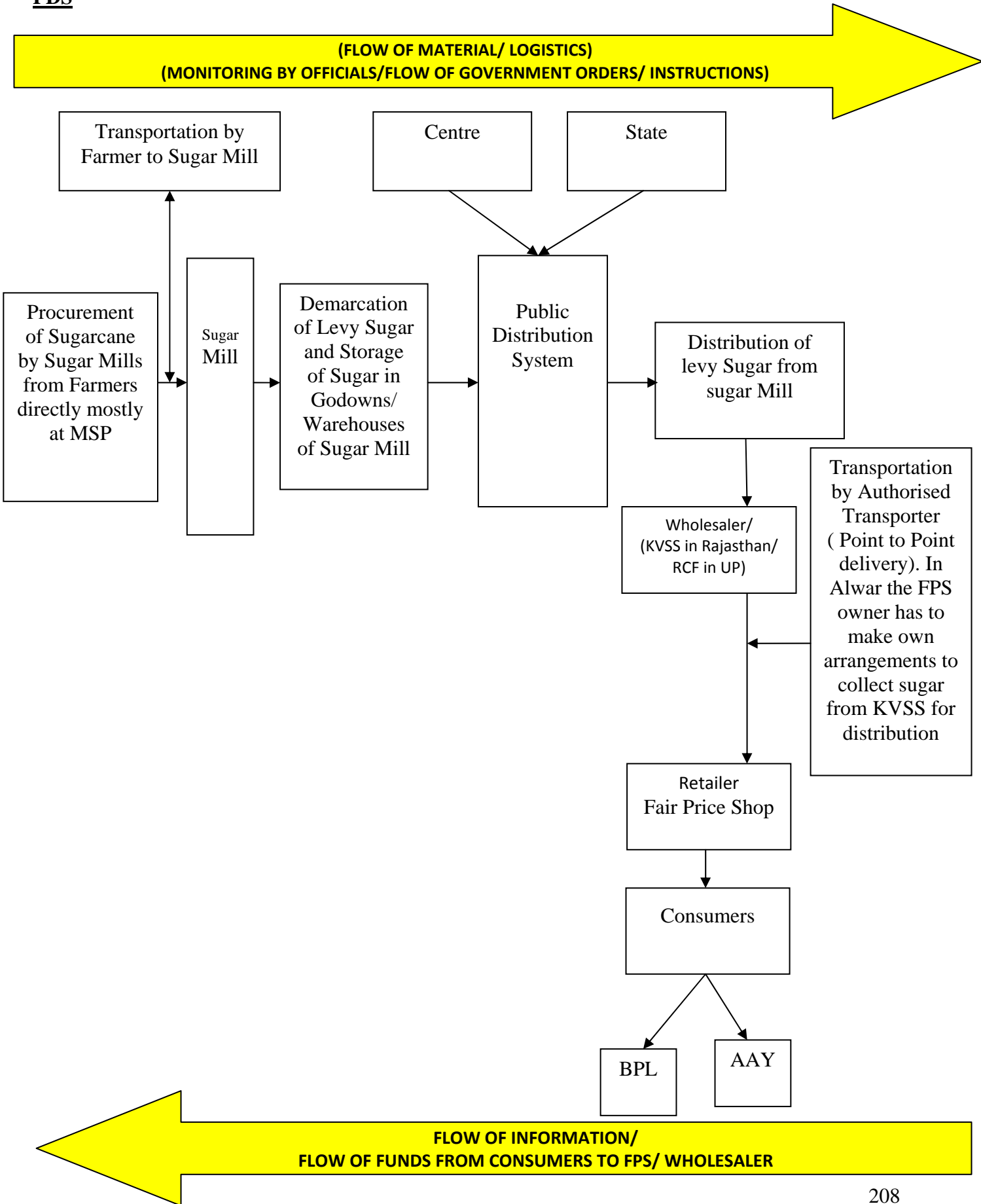


EXHIBIT NO. 3.IV.3

Flow-diagram for Procurement and Distribution of Kerosene to intended Beneficiaries through PDS (Kerosene is not distributed in Delhi)

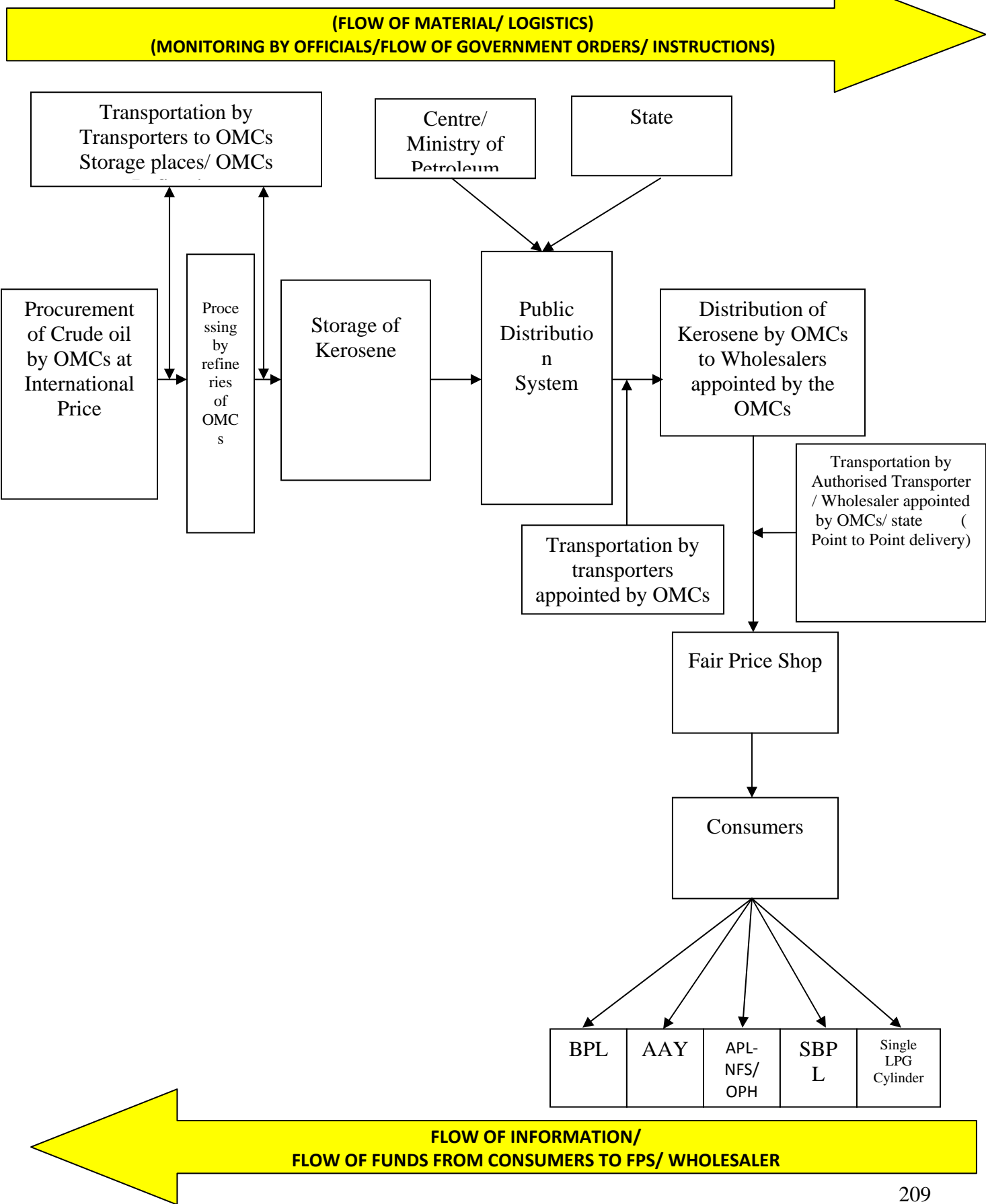
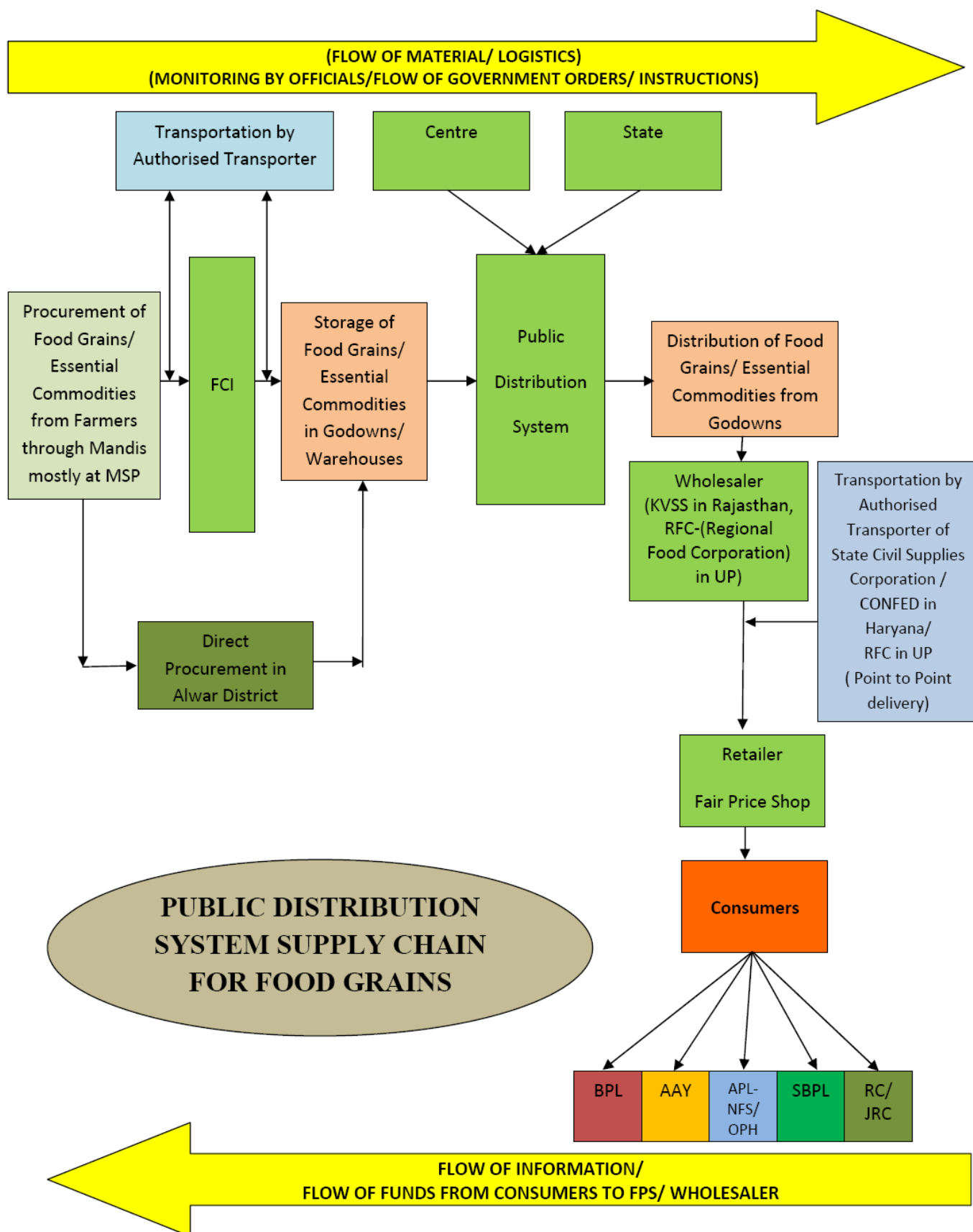


EXHIBIT NO. 3.IV.4

Flow-diagram for Procurement and Distribution of Foodgrains (Wheat and Rice only) to intended Beneficiaries through PDS (Rice distributed only in Delhi & UP)



SECTION – V

This Section provided some case studies from the sample survey districts. Few specific case studies with regard to the distribution of food grains, sugar and kerosene through the FP Shops in the selected surveyed states and districts are being presented.

CASE STUDY – CONSUMERS RECEIVING SUGAR THROUGH PDS AND RELATED ISSUES

Levy Sugar is one of the vital components of the ration which is distributed to the BPL and AAY card holders through PDS. Sugar is distributed through PDS at a highly subsidized price to the consumers. Further there is a wide variation in the price of sugar available in the market and the in the sugar available through FP shop. Since there is a wide difference the proclivities for engaging in Black Marketing are very high.

An attempt has been made to analyse the distribution of sugar to the BPL and AAY consumers viz-a-viz the total number of eligible consumers/beneficiaries. (Eligible beneficiaries consists of the total BPL and AAY card holders in the specified unit area, who should be benefitted. Benefitted consumers/beneficiaries consists of the surveyed BPL & AAY card holders who have reportedly received the sugar through PDS, at least once in the last three months).

The summary of the benefitted beneficiaries vis-à-vis the total eligible beneficiaries w.r.t the four sample districts surveyed in four sample states are as follows :

RECEIPT OF SUGAR THROUGH PDS

State	Benefitted Consumers / Beneficiaries	Total Eligible Beneficiaries	% of Beneficiaries / Consumers Benefitted
Haryana	435	526	83%
Delhi	305	361	84%
Uttar Pradesh	332	367	90%
Rajasthan	366	695	53%

It is observed from this table that while in Uttar Pradesh almost 90% of the eligible consumers have reportedly received sugar through PDS, 84% have received in Delhi, 83% in Haryana, but in Rajasthan it is as low as 53%.

This village-wise status of this data for the surveyed sample villages in sample districts and selected states is as below :

Uttar Pradesh

The Table Below gives the percentage of the total eligible beneficiaries receiving sugar in the surveyed District Ghaziabad. The table also gives the approximate distance the beneficiaries have to travel to reach the FP Shop to collect the ration. Further since the ration (wheat, rice, Kerosene, Sugar) arrives at different times in a month, the villagers have to visit the FPS again and again. For collecting sugar also the consumer has to make number of visits, which is also shown in the table.

Tehsil	Village Panchayat	Distribution of sugar in last three months	Sugar Benefited Beneficiaries	Total Eligible Beneficiaries	% of eligible Beneficiaries received Sugar	Distance between shop & Beneficiaries	No. of Visits
Modi Nagar	Amipur Badaila	Three Times	31	31	100%	1 to 2 KM	1or 2
	Tawri-13	Three Times	28	28	100%	1 to 2 KM	1or 2
	Kalchina	Three Times	29	30	97%	1 to 2 KM	1or 2
	Bhojpur (all APL card holders)	N/A	N/A	N/A	N/A	1 to 2 KM	1or 2
	Yusufpur	Three Times	7	7	100%	1 to 2 KM	1or 2
Loni	Asalatpur	Three Times	30	30	100%	1 to 2 KM	1or 2
	Khanpur (all APL card holders)	N/A	N/A	N/A	N/A	1 to 2 KM	1or 2
	Khora	Three Times	54	57	95%	1 to 2 KM	1or 2
Sadar	Jalalabaid	Three Times	36	44	82%	1 to 2 KM	1or 2
	Noorpur	Three Times	30	34	88%	1 to 2 KM	1or 2
	Masuri	Three Times	29	31	94%	1 to 2 KM	1or 2
	Kanoja	Three Times	29	35	83%	1 to 2 KM	1or 2
	Dasna Dehat	Three Times	29	40	73%	1 to 2 KM	1or 2

Delhi

The Table Below gives the percentage of the total eligible beneficiaries receiving sugar in the surveyed District North Delhi. The table also gives the approximate distance the beneficiaries have to travel to reach the FP Shop to collect the ration. Further since the ration (wheat, rice, Kerosene, Sugar) arrives at different times in a month, the villagers have to visit the FPS again and again. For collecting sugar also the consumer has to make number of visits, which is also shown in the table.

Tehsil	GP	Distribution of sugar in last three months	Sugar Benefited Beneficiaries	Total Eligible Beneficiaries	% of eligible Beneficiaries received Sugar	Distance between shop & Beneficiaries	No. of Visits
Alipur	Siraspur	Once	16	17	94%	2Km	2to 4 Visits
	Libaspur	Once	24	27	89%	3KM	1 to2 Visits
	Nangle Puna	Once	24	28	86%	1KM	1 to2 Visits
	Samaypur	Once	34	47	72%	1KM	1 to2 Visits
	Bhalasva	Nil	Nil	8	Nil	1KM	1 to2 Visits
Narela	Baktawarpur	Twice	27	27	100%	2km	1 to2 Visits
	Hombikala	Twice	28	28	100%	2km	1 to2 Visits
	Bakner	Once	7	7	100%	3km	1 to2 Visits
	Tikari Khurd	Once	24	28	86%	1Km	1 to2 Visits
	Narela	Twice	9	11	82%	1KM	1 to2 Visits
Modal Town	Lal Bagh	Twice	87	93	94%	2Km	1 to2 Visits
	Gur Mandi	Twice	25	28	89%	1KM	1 to2 Visits
	Roop Nagar	Not Distributed	Nil	12	0	3KM	1 to2 Visits

Haryana

The Table below gives the percentage of the total eligible beneficiaries receiving sugar in the surveyed District Palwal. The table also gives the approximate distance the beneficiaries have to travel to reach the FP Shop to collect the ration. Further since the ration (wheat, Kerosene, Sugar) arrives at different times in a month, the villagers have to visit the FPS again and again. For collecting sugar also the consumer has to make number of visits, which is also shown in the table.

Tehsil	Village	Distribution of sugar in last three months	Sugar Benefited Beneficiaries	Total Eligible Beneficiaries	% of eligible Beneficiaries received Sugar	Distance between shop & Beneficiaries	No. of Visits
Hatin	Manpur	Two Time	30	32	94%	2 to 3 Km	1 to 2 Visits
	Malokada	Three Time	41	44	93%	1 to 2 Km	1 to 2 Visits
	Roopdaka	Two Time	23	26	88%	1 to 2 Km	2 to 3 Visits
	Koot	Two Time	26	32	81%	2 to 3 Km	1 to 2 Visits
	Ransika	Two Time	32	42	76%	1 to 2 Km	1 to 2 Visits
Hodal	Benchari	Two Time	20	28	71%	8 to 9 Km	3 to 4Visits
	Paigaltu	Two Time	28	31	90%	4 to 5 Km	1 to 2 Visits
	Baswa	Two Time	22	29	76%	4 to 5 Km	1 to 2 Visits
	Bhiduki	Once	28	31	90%	4 to 5 Km	1 to2 Visits
	Pingore	Two Time	29	34	85%	1 to 2 Km	1 to 2 Visits
Palwal	Ghughera	Two Time	37	47	79%	3 to 4 Km	3 to 4 Visits
	Sekhpur	Two Time	25	39	64%	1 to 2 Km	1 to 2 Visits
	Baroli	Three Time	34	44	77%	1 to 2 Km	1 to 2 Visits
	Kulena	Once	26	29	90%	4 to 5 Km	1 to 2 Visits
	Bagpur	Two Time	34	38	89%	1 to 2 Km	1 to 2 Visits

Rajasthan

The Table Below gives the percentage of the total eligible beneficiaries receiving sugar in the surveyed District Alwar.

Rajasthan Tehsil wise Sugar Distribution

Tehsil	Total Eligible Beneficiaries	Beneficiaries Benefited	Total % of Eligible Beneficiaries Benefitted/ received sugar
Tizara	76	25	33%
Kotkasim	48	21	44%
Ramgarh	66	30	45%
Kishangarh	56	30	54%
Mundawar	41	17	41%
Behrore	58	33	57%
Neemrana	51	36	71%
Bansur	53	18	34%
Alwar Rural	35	17	49%
Rajgarh	30	21	70%
Raini	26	18	69%
Laxmangarh	30	17	57%
Kathumar	43	21	49%
Thanagazi	36	30	83%
Malakhera	21	13	62%
Govindgarh	25	18	72%
	695	365	53%

Rajasthan Village wise Sugar Distribution

Tehsil	Village	Distribution in last three month	Benefited Beneficiaries	Total Eligible Beneficiaries	% of Eligible Beneficiaries Benefited	Distance of Shop	No. of visits
Alwar Rural	Jodiapatti (All APL Respondents)	N/A	0	0	N/A	2 to 3KM	4 to 5 Visit
Alwar Rural	Bahadurpur	No distribution	0	9	0%	0.5KM	one visit for one commodity
Alwar Rural	Simroli	Once	5	8	63%	2 to 3KM	one visit for one commodity
Alwar Rural	karoli	Once	5	6	83%	0.5KM	one visit for one commodity
Alwar Rural	Chikani	Once	7	12	58%	5KM	one visit for one commodity
Bansur	Balavas	No distribution	0	9	0%	2 to 3KM	one visit for one commodity
Bansur	Hajipur	Once	1	7	14%	2 to 3KM	one visit for one commodity
Bansur	Hameerpur	Once	2	4	50%	2 to 3KM	one visit for one commodity
Bansur	Chula	Once	4	17	24%	2 to 3KM	one visit for one commodity
Bansur	Rampura	Once	11	16	69%	2 to 3KM	one visit for one commodity
Behroad	Kohrana	No distribution	0	5	0%	1to 2KM	one visit for one commodity
Behroad	Karoda	twice	5	11	45%	1to 2KM	3 to 4 Visit
Behroad	Nangal Khorla	Once	7	8	88%	1to 2KM	one visit for one commodity
Behroad	Kankardopa	Once	9	14	64%	1to 2KM	3 to 4 Visit
Behroad	Barrod	Once	12	20	60%	1to 2KM	one visit for one commodity
Govindgarh	Bhaidsawat	Once	2	2	100%	1to 2KM	one visit for one commodity
Govindgarh	Rambas - Talda	Once	3	4	75%	7KM	one visit for one commodity
Govindgarh	Rambas	Once	4	4	100%	1to 2KM	3 to 4 Visit
Govindgarh	Khera Mehmud-Bhojpur	Once	4	8	50%	1to 2KM	one visit for one commodity
Govindgarh	Badka	Once	5	7	71%	4KM	one visit for one commodity
Kathumar	Titpuri	Once	1	7	14%	7KM	4 to 5 Visit
Kathumar	Noorpur- Pawta	Thrice	3	11	27%	5KM	one visit for one commodity
Kathumar	Kherameda	Once	3	3	100%	1to 2KM	one visit for one commodity
Kathumar	Barodakan	Once	3	10	30%	1to 2KM	one visit for one commodity
Kathumar	Isrota	Once	11	12	92%	1to 2KM	3 to 4 Visit
Kisangarh	Khanpur Mewat	No distribution	0	6	0%	2KM	3 to 4 Visit
Kisangarh	Mahund	Once	5	13	38%	2KM	3 to 4 Visit
Kisangarh	Ganj	Once	8	11	73%	1KM	3 to 4 Visit
Kisangarh	Kishangarh	Once	8	13	62%	1KM	one visit for one commodity
Kisangarh	Mushakheda	Once	9	13	69%	0.5KM	3 to 4 Visit
Kotkasim	Jatiyana	No distribution	0	6	0%	1km	one visit for one commodity
Kotkasim	Baghana	Once	1	4	25%	4KM	one visit for one commodity
Kotkasim	Bhaukar	Once	5	12	42%	1KM	4 to 5 Visit

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Kotkasim	Kotkasim	Once	8	12	67%	2KM	one visit for one commodity
Kotkasim	Budhibawal	Once	8	14	57%	1KM	one visit for one commodity
Laxmangarh	Lili	No distribution	0	9	0%	1to 2KM	one visit for one commodity
Laxmangarh	Narkoria-Marketa	Once	2	4	50%	1to 2KM	one visit for one commodity
Laxmangarh	Toda	Once	3	4	75%	1to 2KM	one visit for one commodity
Laxmangarh	Chimrauli	Once	6	6	100%	1to 2KM	3 to 4 Visit
Laxmangarh	Mojpur	twice	6	7	86%	1to 2KM	one visit for one commodity
Malakhera	Bhandodi	Once	1	3	33%	1to 2KM	one visit for one commodity
Malakhera	Baleta	Once	1	6	17%	1to 2KM	one visit for one commodity
Malakhera	Prithvipura	Once	3	3	100%	1to 2KM	3 to 4 Visit
Malakhera	Prithvipura-Badodi	Once	3	4	75%	1to 2KM	one visit for one commodity
Malakhera	Punkhar	Once	5	5	100%	1to 2KM	one visit for one commodity
Mundawar	Tatarpur	No distribution	0	1	0%	0.5KM	one visit for one commodity
Mundawar	Sorka Kala	Once	1	7	14%	0.5KM	one visit for one commodity
Mundawar	Mator	Once	3	4	75%	0.5KM	one visit for one commodity
Mundawar	Rasgan	Once	5	10	50%	0.5KM	one visit for one commodity
Mundawar	Jindoli	Once	8	19	42%	0.5KM	one visit for one commodity
Neemrana	Pratapsinghpura	Once	2	5	40%	2 to 3KM	one visit for one commodity
Neemrana	Silarpur	twice	4	7	57%	2 to 3KM	one visit for one commodity
Neemrana	Neemrana	twice	6	8	75%	1to 2KM	one visit for one commodity
Neemrana	Kolila	Once	7	11	64%	5KM	one visit for one commodity
Neemrana	Rodwal	twice	17	20	85%	1to 2KM	one visit for one commodity
Raini	Chilodi	Once	1	4	25%	1to 2KM	one visit for one commodity
Raini	Patan	Once	2	3	67%	1to 2KM	one visit for one commodity
Raini	Rajpur	Once	2	4	50%	1to 2KM	4 to 5 Visit
Raini	Bileta Kharkari	Once	6	7	86%	4KM	one visit for one commodity
Raini	Bileta	Once	7	8	88%	5KM	one visit for one commodity
Rajgarh	Digwada	twice	1	6	17%	2 to 3KM	one visit for one commodity
Rajgarh	Alai	twice	2	2	100%	0.5KM	one visit for one commodity
Rajgarh	Palwa	Once	4	4	100%	2 to 3KM	one visit for one commodity
Rajgarh	Firojpur	twice	5	9	56%	2 to 3KM	one visit for one commodity
Rajgarh	Alai Narayanpur	Once	9	9	100%	4KM	one visit for one commodity
Ramgarh	Neekach	No distribution	0	11	0%	7KM	one visit for one commodity

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Ramgarh	Gadi Dhanota	Once	3	12	25%	1KM	3 to 4 Visit
Ramgarh	Bijawa	Once	3	10	30%	8KM	3 to 4 Visit
Ramgarh	Ramgarh	Once	9	12	75%	1KM	one visit for one commodity
Ramgarh	Hajipur	Once	15	21	71%	5KM	3 to 4 Visit
Thanagazi	Bamanvas	Once	2	2	100%	1to 2KM	one visit for one commodity
Thanagazi	Kharkari Kala	twice	3	5	60%	1to 2KM	one visit for one commodity
Thanagazi	Ajabpura	Once	4	7	57%	1to 2KM	one visit for one commodity
Thanagazi	Gadi Manun	Once	8	8	100%	5KM	one visit for one commodity
Thanagazi	Mundawara	twice	12	14	86%	1to 2KM	one visit for one commodity
Tizara	Majrapipli	Once	1	12	8%	4KM	one visit for one commodity
Tizara	Chawandi Kala	Once	2	17	12%	8KM	one visit for one commodity
Tizara	ChuhadPur	Once	4	14	29%	8Km	3 to 4 Visit
Tizara	Hamirika	Once	7	10	70%	3KM	one visit for one commodity
Tizara	Gwalda	Once	11	23	48%	1 KM	one visit for one commodity
			366	695	53%		

It is observed that in eight villages there has been no distribution of sugar through the designated FP shops of the following respective villages :

Tehsil	Village	Distribution in last three month
Kootkasim	Jatiyana	No distribution
Ramgarh	Neekach	No distribution
Kisangarh	Khanpur Mewat	No distribution
Behroad	Kohrana	No distribution
Bansur	Balavas	No distribution
Alwar Rural	Bhadurpur	No distribution
Laxmangarh	Lili	No distribution
Mundawar	Tatarpur	No distribution
Bansur	Hajipur	only one beneficiary received

The table below gives the approximate distance the beneficiaries have to travel to collect their ration (for those villages where the distances are 4 km or more)

Distance travelled by villagers to Collect Ration

Tehsil	Village	Distance of Shop
Tizara	Chuhadpur	7KM
Tizara	Chamundi Kala	8KM
Kotkasim	Baghana	4KM
Ramgarh	Bijwa	8KM
Ramgarh	Hajipur	5KM
Ramgarh	Neekaj	7KM
Neemrana	Kolila	5KM

Alwar Rural	Chikani	5KM
Rajgarh	Narayanpur	4KM
Raini	Bileta	5KM
Raini	Kharkari	4KM
Kathumar	Pawta	5KM
Thanagazi	Gadi Mamun	5KM
Govindgarh	Bhojpur	7KM
Govindgarh	Badka	4KM
Kathumar	Titpuri	6KM

List of Panchayats / villages where the attachments have been made to FPS Dealers in other Villages/ GPs

Tehsil	Village/Panchayat
Tizara	Chuhadpur
Tizara	Chamundikala
Kathumar	Barodakan
Behroad	Kakardopa
Kotkasim	Bhaukar
Govindgarh	Ramvas
Ramgarh	Neekaj

Further since the ration (Wheat, Kerosene, Sugar) arrives at different times in a month, the villagers have to visit the FPS again and again. In many villages the consumers have to make repeat visits for collecting sugar, as shown below :

No. of visits made by Beneficiaries for getting Ration

Tehsil	Village	No. of visits
Tizara	Chuhadpur	3 to 4 Visit
Kootkasim	Bhaukar	4 to 5 Visit
Raini	Rajpur	4 to 5 Visit
Laxmangarh	Chimrawli Gaud	3 to 4 Visit
Kathumar	Titpuri	4 to 5 Visit
Kathumar	Isrota	3 to 4 Visit
Malakhera	Prthvipura	3 to 4 Visit
RamGarh	Bijwa	3 to 4 Visit
RamGarh	Hajipur	3 to 4 Visit
RamGarh	Dhanoti	3 to 4 Visit
Kisangarh	Mahund	3 to 4 Visit
Kisangarh	Ganj	3 to 4 Visit
Kisangarh	Mushakhera	3 to 4 Visit
Kisangarh	Khanpur Mewat	4 to 5 Visit
Alwar Rural	Jodiapatti	4 to 5 Visit
Behroad	Kankardopa	3 to 4 Visit
Behroad	Karoda	3 to 4 Visit
Govindgarh	Ramvas	3 to 4 Visit

CASE STUDY – MANIPULATIONS BY FPS DEALERS IN HATIN TEHSIL IN HARYANA

In the Tehsil Hatina of Palwal District, most of the FPS dealers were hesitant to provide data on receipt and distribution of various commodities nor were they willing to show any records, such as the stock register, sales register, etc. Since most of the respondents here were complaining, therefore an additional effort was made to cross check the availability of stock with the FPS Dealers vis-à-vis distribution. Data was collected from CONFED, the agency which is responsible for delivery of stock to the FPS Dealers from the godowns. (CONFED gets the allocation from the DFSC and the Food and Civil Supplies Department, Government of Haryana). CONFED give authorization to the transporters to collect the stock from the godowns in the presence of the CONFED officials and distribute to the FPS Dealers, based on the dealer wise allocations provided by State Government.

The table below shows the data pertaining to delivery of ration items to the FPS dealers for the month of July 2014 (pulses), August 2014 (Sugar), September 2014 (wheat). It is noteworthy that the villagers have not received sugar in the villages of Roopdaka (FPS Dealer Sher Singh) Roopdaka (FPS Dealer Jakir), Ransika, Manpur, though the CONFED has supplied the sugar to the respective FPS Dealers.

Name of Village	Name of Dealer		Allocation delivered by CONFED to the FPS Dealer (in Quintals)				Entries in the stock and sales Registers maintained by FPS Dealer (in Quintals)				As per Field Study & responses of respondent (in Quintals)		
			Month Sep	August-14	Pulses July-14		Month Sep	August-14	Pulses July-14		Month Sep	August-14	July-14
			Wheat	Sugar	Chana - Dal	K. Chana	Wheat	Sugar	Chana - Dal	K. Chana	Wheat	Sugar	Pulses
Roopdaka	Sher Singh	BPL	Record not given by CONFED	2.50	5.15	3.45	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Yes	Not distributed	Distributed
		AAY	11.90				11.90				Yes		
		OPH	83.00				82.00				Yes		
Koot	Rajesh	BPL	Record not given by CONFED	11.50	26.6	17.62	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Yes	Distributed	Distributed
		AAY	90.30				Record not shown by dealer				Yes		
		OPH	202.0				Record not shown by dealer				Yes		
Roopdaka	Jakir	BPL	Record not given by CONFED	3.50	4.50	3.00	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Yes	Not distributed	Distributed
		AAY	19.95				Record not shown by dealer				Yes		
		OPH	82.45				Record not shown by dealer				Yes		

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Ransika	Naseem Ahmad	BPL	Record not given by CONFED	5.50	13.05	8.70		5.50	13.05	8.70	Yes	Not distributed	Distributed
		AAY	45.15				45.15				Yes		
		OPH	94.50				93.00				Yes		
Manpur	Kamal Singh	BPL	Record not given by CONFED	8.00	6.93	4.62	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Yes	Not distributed	Distributed
		AAY	NA								Yes		
		OPH	NA								Yes		

The table below shows the data for the month of October, 2014 for wheat, sugar and kerosene. The villagers have received the wheat and sugar in various villages as distributed by CONFED to the FPS Dealers.

Name of Village	Name of Dealer		Allocation delivered by CONFED to the FPS Dealer (in Quintals)		Entries in the stock and sales Registers maintained by FPS Dealer (in Quintals)			As per Field Study & responses of respondent (in Quintals)		
			Month – Oct.		Month-Oct			Month- Oct		
			Wheat	Sugar	Wheat	Sugar	kerosene	Wheat	Sugar	kerosene
Roopdaka	Sher singh	BPL	Record not given by CONFED	5.50	27.65	Record not shown by dealer	Record not shown by dealer	Yes	Yes	Yes
		AAY	11.90		11.90			Yes		
		OPH	71.50		71.50			Yes		
Koot	Rajesh	BPL	Record not given by CONFED	30.50	Record not shown by dealer	Record not shown by dealer	Record not shown by dealer	Yes	Yes	Yes
		AAY	90.30		Record not shown by dealer			Yes		
		OPH	270.00		Record not shown by dealer			Yes		
Roopdaka	Jakir	BPL	Record not given by CONFED	12.50	82.00	Record not shown by dealer	Record not shown by dealer	Yes	Yes	Yes
		AAY	24.95		24.95			Yes		
		OPH	135.45		135.45			Yes		
Ransika	Naseem Ahmad	BPL	Record not given by CONFED	14.00	50.50	14.00	2200Ltr	Yes	Yes	Yes
		AAY	45.15		45.15			Yes		
		OPH	93.00		93.00			Yes		
Manpur	Kamal Singh	BPL	Record not given by CONFED	8.00	38.50	8.00	Record not shown by dealer	Yes	Yes	Yes
		AAY	8.40		8.40			Yes		
		OPH	Record not given by CONFED		2.30					

The table below shows the data for the month of November 2014 (wheat) and August 2014 (pulses). The villagers reportedly have not received the pulses in the villages of Roopdaka (FPS Dealer Sher Singh) Roopdaka (FPS Dealer Jakir), Koot, Ransika, Manpur, though the CONFED has supplied the Pulses to the respective FPS Dealers.

Name of Village	Name of Dealer		Allocation delivered by Confed to the FPS Dealer (in Quintals)		Entries in the stock and sales Registers maintained by FPS Dealer (in Quintals)		As per Field Study & responses of respondent (in Quintals)	
			Month – Nov	Pulses – August.14	Month-Nov	Pulses - August-14	Mont h- Nov	Pulses – August.14
			Wheat	Chana- Dal	Wheat	Chana- Dal	Wheat	Chana- Dal
Roopdaka	Sher singh	BPL	Record not given by CONFED	5.50	Record not shown by dealer	Record not shown by Dealer	Yes	Not distributed
		AAY	11.90		11.90		Yes	
		OPH	71.50		71.50		Yes	
Koot	Rajesh	BPL	Record not given by CONFED	29.55	Record not shown by dealer	Record not shown by dealer	Yes	Not distributed
		AAY	90.30		Record not shown by dealer		Yes	
		OPH	107.20		Record not shown by dealer		Yes	
Roopdaka	Jakir	BPL	Record not given by CONFED	7.65		Record not shown by dealer	Yes	Not distributed
		AAY	24.95		24.95		Yes	
		OPH	135.45		135.45		Yes	
Ransika	Naseem Ahmad	BPL	Record not given by CONFED	14.00		Not Received	Yes	Not distributed
		AAY	45.15		45.15		Yes	
		OPH	93.00		93.00		Yes	
Manpur	Kamal Singh	BPL	Record not given by CONFED	NA		Record not shown by dealer		Not distributed
		AAY	8.40		8.40		Yes	
		OPH	NA		2.30		Yes	

The above table shows the total allocation for the FPS shop and the food grains distributed by the CONFED to the FPS, through its registered transporters. The next column of the table shows the total stock received and entered by the FPS dealer in the stock register and the sale register. Most of the dealers in Hatin Tehsil did not show / produce their official registers. During the analysis of the various figure received from the CONFED and the stock positions available with the FPS dealers viz-a-viz the responses of the respondents during the field survey, it can be easily interpreted that the stock of the grains were distributed/ delivered by the CONFED to the FPS dealers but the villagers have not received the food grains. Further this also shows that there is an apparent systemic failure of the department and the failure of law enforcing field officials. It seems difficult for the FPS dealers to siphon off the ration meant for the poor villagers on their own, without collusion of officials. Since the officials have not been monitoring / visiting / inspecting the FPS shops regularly the question of checking various registers in the FPS does not arise. Infact as per the normal practice the dealers take their registers to the officials for signatures, just for formality and to abide their responsibilities and as per the requirement of the Law. The above data also shows the extent and the quantum of food grain being siphoned off/ leaked from the system.

CASE STUDY – ATTEMPT TO BURN THE DSO IN BADAUN DISTRICT IN UTTAR PRADESH TO PREVENT ENFORCEMENT

An interesting incident which came to light during the field visits to Uttar Pradesh pertains to Badaun district, where an attempt was made by the kerosene mafia to set the DSO, Badaun on fire. The press news item (<http://timesofindia.indiatimes.com/city/lucknow/Kerosene-mafia-tries-to-set-district-supply-officer-on-fire/articleshow/16872635.cms>) on the same is being reproduced below as box item.

Kerosene mafia tries to set district supply officer on fire

LUCKNOW: The district supply officer (DSO) of Badaun and his team were held hostage, severely assaulted, doused in kerosene and were about to be set on fire by alleged kerosene mafia and his men when they somehow managed to escape and take refuge inside the local Gareeb Nagar police station on Thursday. The team had gone to raid a fair-price outlet following complaints of large-scale hoarding and supply of adulterated cheap quality kerosene, when it was trapped. Surprisingly, the local block pramukh owing alliance to the Samajwadi Party (SP), who was nominated as the official spot witness to the raid by the government officials, later switched sides to lead the mob attack on the DSO and his team.

Senior administrative and police officials rushed to the site with police and PAC back-up once the DSO and his team reached the Gareeb Nagar police station which in turn informed the top brass about the incident. An FIR was being lodged with the police naming five individuals and hundreds of their unidentified aides as accused. Police were preparing to conduct raids and arrest the named accused, at the time of filing this report.

Reports said that DSO Neeraj Kumar had been receiving repeated complaints of irregularities at the licensed government controlled kerosene outlet in Dhelwa locality of the district. The store was in the name of Girish Chandra Gupta and Satish Chandra Gupta. After due consultation with the top brass, the DSO decided to conduct a surprise raid at the outlet for first-hand verification of the situation at the ground-level. Neeraj Kumar along with six of his subordinates, two guards and driver reached the outlet on Thursday evening.

The store owner, taken aback by the move, fled the scene locking the store from outside even before the team could get off the jeep. Thereafter, as per norms, Neeraj Kumar ordered sealing of the store when the local block pramukh arrived at the scene to enquire about what was happening. "He initially appeared to be objective in his role so we named him as the public witness who signed the government documents confirming that the kerosene store was found locked and thereafter sealed by the DSO team. But later he started to exert pressure for a compromise. But we refused to oblige," said Neeraj Kumar talking to TOI from Badaun.

"It was only when we got into the government jeep when the block pramukh himself prompted the mob to attack us," the DSO said. The ordeal for the DSO and his team lasted for almost over an hour. Members of the mob first dragged the DSO's driver out of the vehicle and assaulted him severely with sticks and iron rods. When the guards tried to stop the mob, he too fell prey to the mob frenzy. By the time the three got back into the jeep while the DSO and his subordinates tried to talk out of the situation, a group of people poured gallons of kerosene on the government jeep. When the DSO and his subordinates tried to step out of the vehicle, they were forced back into it and doused in kerosene.

"They made two attempts to torch the vehicle. The lighted match stick which somehow went off before it could land on the jeep that was virtually soaked in kerosene by then. It was here that we decided to drive through the mob as it was the only option available if we wanted to save our life. The driver put up a brave front and somehow managed to break the human chain that the mafia had put around the vehicle," Neeraj Kumar said. The DSO and his team sped from the scene at breakneck speed and stopped only once the jeep entered the Gareeb Nagar police station premises.

Visibly shaken by the sequence of events, it took the DSO and his team almost an hour to gather themselves and narrate the entire incident to the police officer present there. In the FIR lodged in connection with the incident, block pramukh Subhash Chandra Gupta, store owners Girish and Satish Chandra Gupta have been named as accused along with two others. An unidentified mob equipped with firearms, laathis, rods and knives have also been named as accused in the case. Police were yet to make any arrests in connection with the incident till late on Thursday night.

CHAPTER – IV

REVIEW OF MODELS IN NEIGHBOURING COUNTRIES

An attempt has been made to review the Models in operation in two Neighbouring Countries namely Bangladesh and Pakistan. The country-wise findings are as below :

BANGLADESH

Bangladesh is a unitary parliamentary republic modeled on the Westminster system. The Jatiyo Sangshad is the unicameral national parliament. Direct elections are held every five years. The Prime Minister is the head of government and is appointed by the President with the confidence of the majority in parliament. Bangladesh is divided into seven administrative divisions,^{[80][81]} each named after their respective divisional headquarters: Barisal, Chittagong, Dhaka, Khulna, Rajshahi, Sylhet and Rangpur. As a republican country, Bangladesh has various kinds of law, to control the various sectors which were established after & before the freedom war. To control Commodities there is an act '*The Essential Commodities Act, 1957*', act no. III

Salient Basic Laws

The Essentials Articles (Price Control and Anti-Hoarding) Act, 1953;

The Control of Essential Commodities Act, 1956

The Essential Commodities Act, 1957

The Food Grains Supply (Prevention of Prejudicial Activity) Ordinance 1979

Rice Mill Control Order 2008

Salient Features of Basic Laws

□ *The Essentials Articles (Price Control and Anti-Hoarding) Act, 1953; The Control of Essential Commodities Act, 1956 and The Essential Commodities Act, 1957* - These acts define foods as an essential commodity and provide provision to control food price, production, treatment, keeping, storage, movement, transport, supply, distribution, disposal, acquisition, use or consumption and trade and commerce

The control of essential commodities act 1956 Bangladesh is more of an administrative tool for public agencies than for substantiating the rights and obligations of the regulatees. It empowers the government to control the stock and marketing of certain specific commodities by declaring them as essential, hence it enables the government to control their production, distribution, preservation, use and trade. To facilitate these activities, this act empowers government agencies to arrange special provisions for obtaining licenses and permits for certain goods in order to maintain their prices at a fixed level, keep proper accounts of the sale of essential commodities and prevent the hoarding of these commodities. During the implementation phase, this act uses penal provisions: any breach of the act may entail 3 years imprisonment or fines or both.

The Food Grains Supply (Prevention of Prejudicial Activity) Ordinance 1979 : An Ordinance to provide for special measures for prevention of prejudicial activity relating to the storage, movement, transshipment, supply and distribution of foodgrains

The Essential Commodities Act, 1990: The purpose of this act is to stabilize, maintain or increase supply of essential commodities including foodstuffs. The Act also provides broad spectrum of monitoring activities for storage, transportation, distribution, disposal, acquisition, use or consumption of any essential commodity.

The Food Grain Supply (Prevention of Prejudicial activity) Ordinance, 1956: This ordinance provides special measures for prevention of prejudicial activity relating to the storage, movement, transshipment, supply and distribution of food grains. It provides basis for the protection of false statement or information. (Encountering Food Safety Challenges in Bangladesh: A Regulatory Analysis)

The price and distribution of Essential Commodities Ordinance 1970: It was enacted for ensuring correct price and distribution of essential commodities so that the importers, producers and business may not earned illegal profits. According to this law the price of commodities should be attached to them and the legal list of price should be hanged in an open place and receipt of sale of goods must be delivered to the purchaser

THE CONTROL OF ESSENTIAL COMMODITIES ACT, 1956 (EAST PAKISTAN ACT NO. I OF 1956)

An Act to provide for powers to control the production, treatment, keeping, storage, movement, transport, supply, distribution, disposal, acquisition, use or consumption of, and trade and commerce in, certain commodities.¹

WHEREAS it is expedient to provide for powers to control the production, treatment, keeping, storage, movement, transport, supply, distribution, disposal, acquisition, use or consumption of, and trade and commerce in, certain commodities within ²[Bangladesh];

It is hereby enacted as follows:-

SECTIONS

1. Short title, extent and commencement
2. Definitions
3. Powers to control production, supply, distribution, etc., of essential commodities
4. Delegation of powers
5. Effect of orders inconsistent with other enactments
6. Penalties
7. Attempts and abetments
8. Offences by Corporations
9. False statement
10. Cognizance of offences
11. Power to try offences summarily
12. Special provision regarding fines

13. Presumption as to orders
14. Burden of proof in certain cases
15. Protection of action taken under Act
16. [Repealed.]

THE ESSENTIAL COMMODITIES ACT, 1957
(ACT NO. III OF 1957).

An Act to provide for price control and regulation of trade and commerce ¹ between different areas in Bangladesh in respect of certain commodities].

WHEREAS it is expedient to provide for price control and regulation of trade and commerce ² between different areas in Bangladesh] in respect of certain commodities;

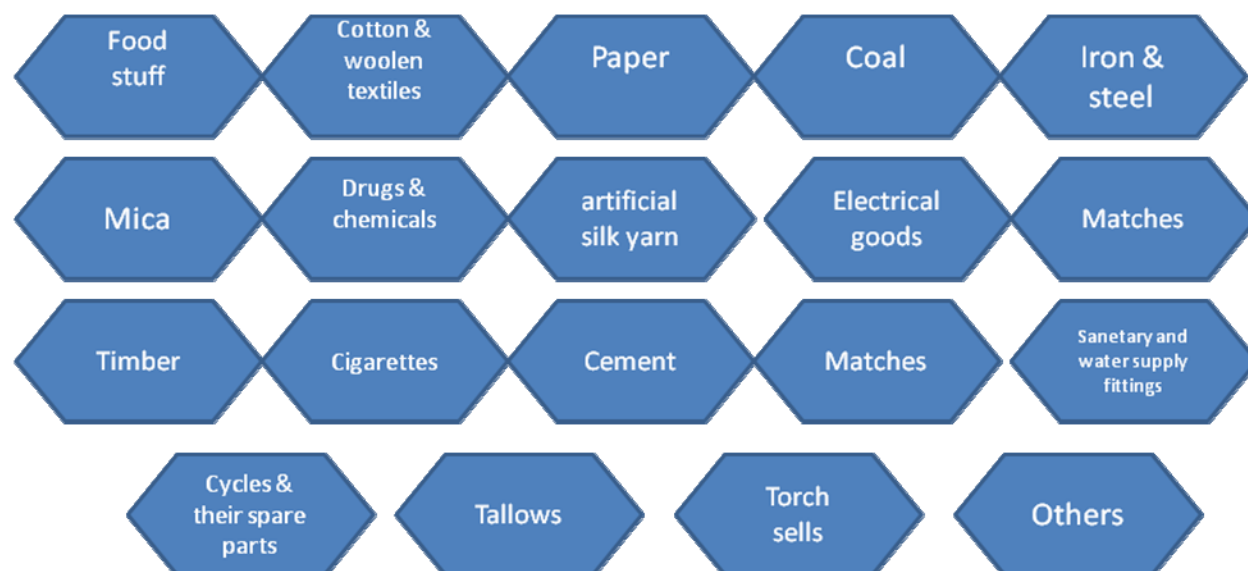
It is hereby enacted as follows:-

SECTIONS

1. Short title, extent and commencement
2. Definitions
3. Power to make orders, etc.
4. [Omitted.]
- 4A. Delegation of powers by Government
5. Effect of orders inconsistent with other enactments
6. Penalties
7. Attempts and abetments
8. Offences by Corporations
9. False statements
10. Cognizance of offences
11. Powers to try offences summarily
12. Special provision regarding fines
13. Presumption as to order
14. Burden of proof in certain cases
15. Protection of action taken under the Act
16. [Repealed]

SCHEDULE

“Essential commodity” means any of the following classes of commodities:-



ASSESSMENT OF MECHANISMS

There are at present 15 laws to regulate safe food delivery to the consumers. These laws are: 1. Penal Code, 1860 ('PC 1860'), 2. Control of Essential Commodities Act, 1956 ('CECA 1956'), 3. Food (Special Courts) Act, 1956 ('FA 1956'), 4. Pure Food Ordinance, 1959 ('PFO 1959'), 5. Cantonments Pure Food Act, 1966 ('CPFA 1966'), 6. Pesticide Ordinance, 1971 ('PO 1971'), 7. Special Powers Act, 1974 ('SPA 1974'), 8. Fish and Fish Products (Inspection and Control), Ordinance, 1983 ('FFPO 1983'), 9. The Breast-Milk Substitutes (Regulation of Marketing) Ordinance, 1984 ('BMSO 1984'), 10. Bangladesh Standards and Testing Institution Ordinance 1985 ('BSTIO 1985'), 11. Iodine Deficiency Disorders Prevention Act 1989 ('IDDPA 1989'), 12. Vokta Odhikar Songrokkhon Ain, 2009 [Consumers Rights Protection Act 2009], 13. Stanio Sarkar (City Corporation) Ain, 2009 [Local Government (City Corporation) Act 2009] , 14. Stanio Sarkar (Paurashava) Ain, 2009 [Local Government (Paurashava) Act, 2009] 15. Mobile Court Ain, 2009 [Mobile Court Act, 2009]. It is important to note that, use of such a large number of laws for a single purpose like food safety is quite unusual and unprecedented in the world.

There is overlapping of laws for criminalising some particular offences. Sections 272 and 273 of the PC 1860 make food adulteration an offence. The PFO 1959 also tries the same offence in section 6(1)(a) and prohibits food adulteration in the process of manufacturing. Section 16 of the PFO 1959 proscribes keeping of adulterants in places where food is manufactured. Later in 1974, food adulteration became punishable under Section 25C of the Special Power Act, which is simply considered as the alteration of the language, punishment (in this instance, death penalty) of the parallel provisions of PC 1860.

While food adulteration has been criminalized under the aforementioned three laws simultaneously, in 2009, the government enacted the CRPA 2009, where section 41 includes the same offence over again. This multiplicity of laws creates confusion in the mind of manufacturers, processors, retailers or even to the enforcement authorities to realise which law deals with particular food safety issue. Moreover, there is no effective coordination among these regulatory authorities dealing with food safety. Several authorities carry out anti-adulteration drives in Bangladesh. Some drives are conducted by the ministry of commerce (MoC), some are done by the ministry of industry (MoI), and a few are operated by the city corporations (under the ministry of local government).

Therefore, food control in Bangladesh is a multi-sectoral responsibility. In Bangladesh, penalties are practised as the way of the execution of the statutes. But no persuasive measures like training, caution notice, improvement notice are involved in the enforcement mechanism. Moreover, the administrative enforcement mechanism of Bangladesh is not organised. It has not designed inspection strategies and there is no clear method of detecting non-compliance with the regulations. It is important for a better enforcement regime to have outlined clear implementation strategies so that all instances of non-compliance can be easily identified and action taken promptly by the proper authority.

The roles and responsibilities of the concerned ministries and agencies are unclear and do not cover the whole food chain from farm-to-table. The overall coordination body for food safety and food control at the national level is the National Food Safety Advisory Council (NFSAC). The government and regulatory bodies are driven by media propaganda but not by professional obligation.

The current food control system in Bangladesh involves multiple ministries and agencies. Fifteen ministries are involved in food safety and quality control and ten ministries are directly involved in food inspection and enforcement services. The food inspection and enforcement system in Bangladesh needs to be strengthened to better address the significant food safety issues that exist in the country and better protect the health of consumers. An appropriate inspection manuals, protocols, guidelines and checklists for inspectors to use in the field must be developed. There must be a system for record keeping and documentation of food inspection and enforcement activities. The inspectors should be educated on food safety and food security

Only punishment and destruction of food will increase corruption and national loss and businesspersons and farmers will feel discourage in their production and economic activities.
(https://www.academia.edu/7765158/Bangladesh_has_highest_number_of_food_safety_laws_in_world)

Drawbacks in the Legal and Regulatory Framework

- ☐ Multiplicity of laws
- ☐ Aged-old laws falling short to address the challenges related to various of aspects of food and food security
- ☐ Inadequacy of penalties
- ☐ Implementation and enforcement
- ☐ Legal recognition of right to food
- ☐ Non-coordination and overlapping of regulatory bodies

Public Food Distribution System (PFDS) in Bangladesh

The Public Food Distribution System (PFDS), like in other developing countries, plays an important role in the food and agricultural sector of Bangladesh. Some important roles of PFDS include (a) making foodgrains available to poor households, (b) distributing food during emergencies, (c) providing incentive prices to producers to encourage domestic production, and (d) stabilizing market prices to prevent excessive price rises.

Here is a snapshot of Bangladesh's PFDS in one table, taken from [Banerjee, Darbas, Brown, and Roth \(2014\)](#),

Phase	Year	Detail
Phase I: Urban rationing (1943–1971)	1942	Statutory rationing in place.
	1949	Modified rationing initiated to target poor more effectively.
	1955	Attempt to terminate the PFDS failed and instead continued to grow steadily.
	1957	Beneficiaries were increased to include government employees, etc.
Phase II: Expansion (1972 to late 1980s)	1972, 1975	Rapid growth in food aid; Bangladesh becomes the second largest recipient (75% of domestic supply).
	1974	Continued expansion into new cities including Khulna and Rajshahi, also expanding scope of beneficiaries.
	1970s	Beginning of food policy planning in Bangladesh.
	1975	Donor leverage and pressure for more effective targeting.
	1978	Redirection of food aid to poverty-oriented conditional transfer programs (food for work and the vulnerable group feeding).
Phase III: Reform (late 1980s to 2000)	1978	Open Market Sales channel opened to stabilize seasonal and inter-annual prices.
	1978	Partial failure of the 1978 monsoon rains and pre-monsoon rains of 1979 resulted in drought and food shortages.
Phase IV: Targeting (2001 to present)	1978	Food crisis brought PFDS reform to the forefront of the political agenda and prompted the implementation of many of the recommendations made in an influential World Bank's 1977 report.
	1978	Food inflation, growth in the subsidy bill and urban bias urged reform to lower ration quotas and subsidies.
Phase IV: Targeting (2001 to present)	1980	National Food Policy Strategy formulated aimed and improving targeting and achieving self-sufficiency.
	1980s	Ration price linked to procurement price resulting in convergence of market price with subsidized price.
Phase IV: Targeting (2001 to present)	1992	Large structural adjustment measures occurring. Slower than anticipated growth in demand. All these features enabled the government to abolish rural rationing.
	1992	Trade policy reforms liberalized wheat and rice imports. Increased domestic output and liberal trade reduced government role in price stabilization and foodgrain supply.
Phase IV: Targeting (2001 to present)	1992	Phase characterized by little government intervention in the market, reduced government stocks; imports account for 10% to 15% of domestic consumption.
	1992	National Food Policy, National Food Policy Plan of Action and the Country Investment Programme approved.
Phase IV: Targeting (2001 to present)	2006, 2008 and 2011, respectively	Eight monetized and 9 non-monetized PFDS programs.

Evolution of Bangladesh's PFDS. Source: Banerjee, Darbas, Brown, and Roth (2014).

where Bangladesh's PFDS is described in four phases. During the **first phase (1943-1971)**, the PFDS system was primarily the "*ration system*" which was instituted during World War II in major cities of Dhaka, Narayanganj, and Chittagong. By 1970, Bangladesh (then East Pakistan) became the second largest recipient of food aid, which accounted for about 75% of domestic foodgrain supply. So, the first phase of Bangladesh's PFDS is characterized by heavy reliance on foreign aid for foodgrains as well as low domestic production of foodgrains. Perhaps this was another reason for Bangladesh's [Liberation War in 1971](#).

In the **second phase (1972-late 1980s)**, Bangladesh, now a new country, intensified the ration system, reflecting the new government's socialist mindset. Sad to say, due to government mismanagement of foodgrain stocks, speculative hoarding, external political tension and flooding, a famine struck Bangladesh in 1974 causing the loss of 1.5 million lives. The fact that the 1974 famine, like other famines, was not a result of shortage of food led Amartya Sen to develop his "*entitlement approach*" to hunger and famine.

The **third phase of PFDS development (late 1980s to late 1990s)** marks a watershed in the history of Bangladesh's food sector. Bangladesh's first national food policy and strategy was formulated in 1980, which set itself goals (among others) to achieve food self-sufficiency. Measures were taken to encourage private sector participation in domestic and international markets. But a pivotal moment in the PFDS system was the termination of the rationing system in May 1992, which was not serving those most in need. However, the end of rural rationing didn't cause any social unrest, thanks to increased domestic production and slower population growth, which kept the market prices of foodgrains in check. Moreover, donors' involvement in pushing the reform agenda helped government reformers to implement such measure easily.

By late 1990s, government cautious policies were bearing fruit and coupled with the changes in the structure of Bangladesh's economy (i.e., falling agricultural share to GDP, higher exports to GDP ratio, and persistent remittance inflows), the role of government in foodgrain distribution reduced to a low level in the **fourth and current phase (2000 to present)** of Bangladesh's PFDS. Bangladesh's PFDS today is highly targeted and relies heavily on conditional transfer. What this means is that the bulk of the PFDS operations is left to the market, while government intervenes in emergencies through programs such as *open market sales*, *vulnerable group feeding* etc. While most other conditional

programs transfer cash to beneficiaries through the banking system. In a future post, I hope to elaborate further on the merits (or otherwise) of Bangladesh's market-based approach to PFDS.

In conclusion, the rapid (and successful) reform of Bangladesh's PFDS was the result of an array of good things: stronger political will to abolish the ration subsidy, fruitful alliance between government reformers and donors, higher domestic foodgrain production, slower population and foodgrain demand growth, linking ration price to the procurement price, and other major structural reforms that diverted public attention from the subsidy policy. Undoubtedly, Bangladesh's success in reducing food insecurity reflects the increasing efficiency of its foodgrain supply management.

ASSESSMENT OF PFDS BANGLADESH & INDIA

Rapid reform of Bangladesh's PFDS was possible due to a window of political opportunity that enabled the ration subsidy to be abolished. An alliance between government reformers and donors was formed; large gains were made in domestic food grain production; both population and food grain demand growth slowed; food grain market prices declined and converged with ration prices there by nullifying benefits of PFDS-sourced food grains, and; other major structural reforms diverted public attention from ration subsidy policy. This convergence facilitated difficult policy measures to be taken, policy measures which would eventually prove to be welfare enhancing. Together, these factors neutralized any potential opposition to the termination of ration subsidies and paved the way for the development of the current PFDS. The result of these reforms was a largely liberalized domestic market and significant efficiency gains in grain markets ([Reardon et al., 2012](#)). This situation contrasts strongly with the case of India where the powerful farm lobby maintained procurement prices high, while populist politicians determined to capture the votes of the rural poor continued to expand PFDS coverage and maintain subsidies high. Amartya Sen (1995, p.14) argues that "benefits meant exclusively for the poor often end up being poor benefits" (Sen, 1995). The Indian experience has corroborated this statement: explicitly targeted programs did not create more benefits for the poor. Empirical research has shown that households with higher incomes prefer to purchase better quality grains from the open market and forgot the subsidy provided by the Indian PFDS ([Desai et al., 2010](#)). India's approach to developing its PFDS focused on increasing access without much structural change. As its PFDS expanded, however, exclusion errors persisted as did programme leakages. India's new food security bill aims to reduce exclusion through further expansion, increasing coverage to upto 75% and 50% of the rural and urban population, respectively. By increasing the number of beneficiaries, exclusion errors will be reduced, though the budget implications are substantive. There are many advocates in India to gradually move towards conditional schemes such as conditional cash transfers, including the Ministry of Finance ([Ganguly and Gulati, 2013](#); [Kapure et al., 2008](#)). Conditional cash transfers deliver dividends in two ways. First, they enable households to purchase food grains to satisfy immediate needs during lean times. In less lean times, farming households may invest in increasing agricultural production as well as in health and education. Investment can provide longer term gains and greater opportunity for the next generation to break out of the poverty cycle. Second, positive externalities arise from investment that enhances the future productivity potential and human capital formation which benefits society as a whole ([Himanshu, 2013](#)). Conditional cash transfers could be readily implemented and trialled, first in surplus states and population centres where adequate banking infrastructure exists ([Government of India, 2013b](#)). There is significant experience to be drawn from countries such as Brazil, Mexico and the Philippines where conditional transfer programs have been in place for a number of years. Bangladesh's success in reducing food insecurity has largely been one of increasing domestic production and increasing efficiency of food grain supply management. Market liberalization has contributed to growing food grain output, larger and more integrated markets and overall gains in efficiency and competitiveness ([Chowdhury et al., 2006](#)). With the liberalization of trade, the private sector now engages with import markets to stabilize prices and make up for domestic production shortfalls when they occur ([Ahmed et al., 2000](#); [Alam et al., 2011](#); [Dorosh, 2001](#); [Thurlow et al., 2011](#)).

Since the 1980s, the wholesale real paddy price has remained relatively stable for the two and a half decades that followed, providing an indication of the success of price stabilization mechanisms (Fig. 4). Between 2003 and 2007, rice imports have contributed between USD\$1.0 and USD\$1.6 billion in consumer surplus (Dorosh and Rashid, 2012). India's new food security bill will increase the requirements for food grain procurement, storage and distribution. Public-private sector partnerships can help induce investment, modernize the food grain system, increase capacity and improve competitiveness. With decentralized procurement and procurement targeted in surplus states in close proximity to deficit states, efficiency may be improved and costs reduced (Sharma, 2012). Furthermore, decentralization may increase the scope for private traders to engage and invest in the food grain system (Jha et al., 2007). New technologies for food grain supply management can generate large gains. Computerized public distribution systems have been implemented successfully in the Indian state of Chhattisgarh and are being trialled in the state of Bihar (Mahapatra, 2011). This system, also referred to as ePDS, is composed of an integrated weight management system, a Management Information System, inventory management, a GPS-tracked fleet for food grain transportation, and a mobile message-based information and grievance system. Through the messaging system, beneficiaries are informed of the availability of grains, and the local (Panchayat) vigilance committee is advised of food grain distribution to local dealers. Individuals are empowered with knowledge of their entitlements, while the Panchayat has a vested interest in providing effective oversight. (Excerpt from Historical divergence in public management of food grain systems in India and Bangladesh: Opportunities to enhance food security)

ACTS IN BANGLADESH

THE FOODGRAINS SUPPLY (PREVENTION OF PREJUDICIAL ACTIVITY) ORDINANCE, 1979

An Ordinance to provide for special measures for prevention of prejudicial activity relating to the storage, movement, transhipment, supply and distribution of foodgrains.

WHEREAS it is expedient to provide for special measures for prevention of prejudicial activity relating to the storage, movement, transhipment, supply and distribution of foodgrains;

AND WHEREAS Parliament is not in session and the President is satisfied that circumstances exist which render immediate action necessary;

NOW, THEREFORE, in exercise of the powers conferred by clause (1) of Article 93 of the Constitution of the People's Republic of Bangladesh, the President is pleased to make and promulgate the following Ordinance:-

SECTIONS

- 1.Short title
- 2.Ordinance to override all other laws
- 3.Offences
- 4.Restriction on movement of certain persons and detention orders
- 5.Power of arrest without warrant

THE CONTROL OF ESSENTIAL COMMODITIES ACT, 1956

(EAST PAKISTAN ACT NO. I OF 1956).

[22nd September, 1956]

An Act to provide for powers to control the production, treatment, keeping, storage, movement, transport, supply, distribution, disposal, acquisition, use or consumption of, and trade and commerce in, certain commodities.¹

WHEREAS it is expedient to provide for powers to control the production, treatment, keeping, storage, movement, transport, supply, distribution, disposal, acquisition, use or consumption of, and trade and commerce in, certain commodities within ²[Bangladesh];

It is hereby enacted as follows:-

Short title, extent and commencement

1. (1) This Act may be called the ³[* * *] Control of Essential Commodities Act, 1956.

(2) It extends to the whole of ⁴[Bangladesh].

Definitions

(3) It shall come into force at once.

2. In this Act, unless there is anything repugnant in the subject or context,-

(a) “essential commodity” means any of the following classes of commodities:-

- (i) foodstuffs;
- (ii) cotton and woollen textiles;
- (iii) paper including paper-board, pulp-board, wall-board, fibre board, straw board, box-board, cellulose wadding, cellulose films and other similar materials which are manufactured wholly or mainly either from vegetable fibres or a pulp thereof or both from such fibres and such pulp, but does not include any of these materials;
- (iv) mechanically propelled vehicles, their spare parts and tyres and tubes for the same;
- (v) coal;
- (vi) iron and steel;
- (vii) mica;
- (viii) drugs and medicines, including those administered by injection;
- (ix) chemicals including gases;
- (x) electrical and radio goods and appliances, including wires and cables;
- (xi) medical and surgical instruments and appliances;
- (xii) glass and glassware including scientific and laboratory equipment;
- (xiii) artificial silk yarn;
- (xiv) cycles, their spare parts, and tyres and tubes for the same;
- (xv) matches;
- (xvi) timber;
- (xvii) sanitary and water supply fittings;
- (xviii) infant and patient foods and allied articles;
- (xix) cement;
- (xx) cigarettes;
- (xxi) fertilisers;
- (xxii) tallow;
- (xxiii) torch cells;
- (xxiv) such other classes of commodities as may be declared by the Government by notification in the official Gazette to be essential commodities for the purposes of this Act;

(b) “foodstuffs” shall include edible oilseeds and oils;

(c) “notified order” means an order notified in the official Gazette; and

(d) “paper” shall include newspaper.

Powers to control production, supply, distribution, etc, of essential commodities

3. (1) The Government, so far as it appears to it to be necessary or expedient for maintaining, or increasing supplies of any essential commodity or for securing its equitable distribution and availability at fair prices, may by notified order provide for regulating, or prohibiting the production, treatment, keeping, storage, movement, transport, supply, distribution, disposal, acquisition, use or consumption thereof and trade and commerce therein.

(2) Without prejudice to the generality of the powers conferred by sub-section (1), an order

made thereunder may provide-

- (a) for regulating by licences, permits or otherwise the production or manufacture of any essential commodity;
 - (b) for controlling the prices at which any essential commodity may be bought or sold;
 - (c) for regulating by licences, permits or otherwise the storage, transport, distribution, disposal, acquisition, use or consumption of any essential commodity;
 - (d) for prohibiting the withholding from sale of any essential commodity kept for sale;
 - (e) for requiring any person holding stock of an essential commodity to sell the whole or a specified part of the stock at such prices and to such persons or class of persons or in such circumstances, as may be specified in the order;
 - (f) for regulating or prohibiting any class of commercial or financial transactions relating to foodstuffs or cotton textiles which, in the opinion of the authority making the order are, or if unregulated are likely to be, detrimental to public interest;
 - (g) for requiring persons engaged in the production, supply or distribution of, trade or commerce in, any essential commodity to maintain and produce for inspection such books, accounts and records relating to their business and to furnish such information relating thereto, as may be specified in the order;
 - (h) for any incidental and supplementary matters, including in particular the entering, and search of premises, vehicles, vessels and aircraft, the seizure by a person authorised to make such search of any articles in respect of which such person has reason to believe that a contravention of the order has been, is being, or is about to be committed, or any records connected therewith, the grant or issue of licences, permits or other documents and the charging of fees therefore and for collecting any information or statistics with a view to regulating or prohibiting any of the aforesaid matters.
- (3) An order made under sub-section (1) may confer powers and impose duties upon the Government, or officers and authorities of the Government.
- (4) The Government, so far as it appears to it to be necessary for maintaining or increasing the production and supply of an essential commodity, may by order authorise any person (hereinafter referred to as an authorised controller) to exercise, with respect to the whole or any part of any such undertaking engaged in the production and supply of the commodity as may be specified in the order, such functions of control, as may be provided by the order; and so long as an order made under this sub-section is in force with respect to any undertaking or part thereof-
- (a) the authorised controller shall exercise his functions in accordance with any instruction given to him by the Government, so however, that he shall not have any power to give any direction inconsistent with the provisions of any Act or other instrument determining the functions of the undertakers except in so far as may be specifically provided by the order; and
 - (b) the undertaking or part shall be carried on, in accordance with any directions given by the authorised controller in accordance with the provisions of the order, and any person having any functions of management in relation to the undertaking or part shall comply with any such directions.

Delegation of powers

4. The Government may by notified order direct that the power to make orders under section 3 shall, in relation to such matters and subject to such condition, if any, as may be specified in the direction, be exercisable also by such officer or authority subordinate to the Government or as may be specified in the direction.

Effect of orders inconsistent with other enactments

5. Any order made under section 3 shall have effect notwithstanding anything inconsistent therewith contained in any enactment other than this Act or any instrument having effect by

Penalties	<p>virtue of any enactment other than this Act.</p> <p>6. (1) If any person contravenes any order made under section 3, he shall be punishable with imprisonment for a term which may extend to three years or with fine or with both, and if the order so provides, any Court trying such contravention may direct that any property in respect of which the Court is satisfied that the order has been contravened shall be forfeited to the Government:</p> <p>Provided that where the contravention is of an order relating to foodstuffs which contains an express provision in this behalf, the Court shall make such direction, unless for reasons to be recorded in writing it is of opinion that the direction should not be made in respect of the whole, or, as the case may be, a part, of the property.</p> <p>(2) The owner of any vessel, conveyance or animal carrying any property in respect of which an order under section 3 is contravened shall, if the carrying is part of the transaction involving the contravention and if he knew or had reason to believe that the contravention was being committed, be deemed to have contravened the order, and in addition to the punishment to which he is liable under sub-section (1), the vessel, conveyance or animal shall when the order provides for forfeiture of the property in respect of which the order is contravened, be forfeited to the Government.</p> <p>(3) If any person to whom a direction is given under sub-section (4) of section 3 fails to comply with the direction he shall be punishable with imprisonment for a term which may extend to three years or with fine or with both.</p>
Attempts and abetments	<p>7. Any person who attempts to contravene, or abets a contravention of, any order made under section 3 shall be deemed to have contravened that order.</p>
Offences by Corporations	<p>8. If the person contravening an order made under section 3 is a company or other body corporate, every director, manager, secretary or other officer or agent thereof shall, unless he proves that contravention took place without his knowledge or that he exercised all due diligence to prevent such contravention, be deemed to be guilty of such contravention.</p>
False statement	<p>9. If any person-</p> <p>(i) when required by an order made under section 3 to make any statement or furnish any information, makes any statement or furnishes any information which is false in any material particular and which he knows or has reasonable cause to believe to be false, or does not believe to be true, or</p> <p>(ii) makes any such statement as aforesaid in any book, account, record, declaration, return or other document which he is required by any such order to maintain or furnish, he shall be punishable with imprisonment for a term which may extend to three years or with fine or with both.</p>
Cognizance of offences	<p>10. No Court shall take cognizance of any offence punishable under this Act except on a report in writing of the facts constituting such offence made by a person who is a public servant as defined in section 21 of the [* * *] Penal Code, 1860.</p>
Power to try offences summarily	<p>11. Any Magistrate or bench of Magistrate empowered for the time being to try in summary way the offences specified in sub-section (1) of section 260 of the Code of Criminal Procedure, 1898 may, on application in this behalf being made by the prosecution, try in accordance with the provisions contained in section 262 of the said Code any offence punishable under this Act.</p>
Special provision regarding fines	<p>12. Notwithstanding anything contained in section 32 of the Code of Criminal Procedure, 1898, it shall be lawful for any Magistrate of the First Class specially empowered by the Government in this behalf to pass a sentence of fine exceeding one thousand rupees on any</p>

person convicted of contravening an order made under section 3.

Presumption as to orders	13. (1) No order made in exercise of any power conferred by or under this Act shall be called in question in any Court. (2) Where an order purports to have been made and signed by an authority in exercise of any power conferred by or under this Act, a Court shall, within the meaning of Evidence Act , 1872, presume that such order was so made by that authority.
Burden of proof in certain cases	14. Where any person is prosecuted for contravening any order made under section 3 which prohibits him from doing an act or being in possession of a thing without lawful authority or without a permit, licence or other document, the burden of proving that he has such authority, permit, licence or other document, shall be on him.
Protection of action taken under Act	15. (1) No suit, prosecution or other legal proceeding shall lie against any person for anything which is in good faith done or intended to be done in pursuance of any order made under section 3. (2) No suit or other legal proceeding shall lie against the Government or any officer under it for any damage caused or likely to be caused by anything which is in good faith done or intended to be done in pursuance of any order made under section 3.
[]	16. [Repeal and saving. - Repealed by section 3 and the Second Schedule of the East Pakistan Repealing and Amending Ordinance, 1966 (East Pakistan Ordinance No. XIII of 1966).]

¹ Throughout this Act, the word “Government” was substituted for the words “Provincial Government” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

² The word “Bangladesh” was replaced for the words “East Pakistan” by Article 5 of the [Bangladesh \(Adaptation of Existing Laws\) Order](#), 1972 (President’s Order No. 48 of 1972)

³ The words “East Pakistan” were omitted by Article 6 of the [Bangladesh \(Adaptation of Existing Laws\) Order](#), 1972 (President’s Order No. 48 of 1972)

⁴ The word “Bangladesh” was substituted for the words “East Pakistan” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

⁵ The word “Pakistan” was omitted by Article 6 of the [Bangladesh \(Adaptation of Existing Laws\) Order](#), 1972 (President’s Order No. 48 of 1972)

THE ESSENTIAL COMMODITIES ACT, 1957

(ACT NO. III OF 1957).

[6th March, 1957]

An Act to provide for price control and regulation of trade and commerce ¹ between different areas in Bangladesh in respect of certain commodities].

WHEREAS it is expedient to provide for price control and regulation of trade and commerce ² between different areas in Bangladesh] in respect of certain commodities;

It is hereby enacted as follows:-

Short title, extent and commencement

- (1) This Act may be called the [Essential Commodities Act](#), 1957.
- (2) It extends to the whole of ³ Bangladesh].

Definitions

- (3) It shall come into force at once.
- In this Act, unless there is anything repugnant in the subject or context,-

⁴ * * *]

- “essential commodity” means any of the classes of commodities mentioned in the

	<p>Schedule to this Act, and such other classes of commodities as may be declared by the ⁵[Government] by notification in the official Gazette to be essential commodities for the purposes of this Act;</p>
Power to make orders, etc	<p>(b) “notified order” means an order notified in the official Gazette.</p> <p>3. ⁶[(1) The Government, so far as it appears to it to be necessary or expedient for securing the equitable distribution of an essential commodity between different areas in Bangladesh and availability at fair prices or for promoting export thereof, may, by notified order, provide for regulating the production, movement, transport and sale of the essential commodity in different areas in Bangladesh and for the prices to be charged or paid for it at any stage of the transaction therein.]</p> <p>(2) Without prejudice to the generality of the powers conferred by sub-section (1), an order made thereunder may provide-</p> <p>(a) for controlling the prices at which any essential commodity may be bought or sold in any area;</p> <p>⁷[(aa) for procuring any essential commodity for purposes of export;</p> <p>(aaa) for regulating, restricting or prohibiting the sale, disposal, transport and movement of any essential commodity within⁸ different areas in Bangladesh], for purposes of such procurement;]</p> <p>(b) for regulating by licences, permits or otherwise, the transport, movement and distribution ⁹[between different areas in Bangladesh] of an essential commodity;</p> <p>(c) for prohibiting the withholding of sale ¹⁰[between different areas in Bangladesh] of an essential commodity ordinarily kept for sale;</p> <p>(d) for requiring any person holding stock ¹¹[in an area in Bangladesh an essential commodity to sell in another area thereof] the whole or specific part of the stock at such price to such persons or class of persons under such circumstances as may be specified in the order;</p> <p>(e) for collecting any information or statistics with a view to regulating or prohibiting any of the aforesaid matters;</p> <p>(f) for requiring persons engaged in any of the matters mentioned above in respect of any essential commodity to maintain and produce for inspection such books, accounts and records relating to their business and to furnish such information relating thereto as may be specified in the order;</p> <p>(g) for any incidental and supplementary matters, including in particular the entering, and search of premises, vehicles, vessels and aircraft, the seizure by a person authorised to make such search of any articles in respect of which such person has reason to believe that a contravention of the order has been, is being or is about to be committed, or any records connected therewith, the grant or issue of licences, permits or other documents, and the charging of fees therefore.</p>
[]	<p>4. [Delegation of powers.- Omitted by section 3 and the Second Schedule of the Bangladesh Laws (Revision And Declaration) Act, 1973 (Act No. VIII of 1973).]</p>
Delegation of powers by Government	<p>¹²[4A. The ¹³[Government] may delegate any of its powers under section 3 to any of its officers, by an order notified in the official Gazette, subject to such conditions as may be specified in the order.]</p>
Effect of orders inconsistent with other enactments	<p>5. Any order made under section 3 shall have effect notwithstanding anything inconsistent therewith contained in any enactment other than this Act or any instrument having effect by virtue of any enactment other than this Act.</p>
Penalties	<p>6. (1) If any person contravenes any order made under section 3, he shall be punishable with imprisonment for a term which may extend to three years or with fine or with both, and if the order so provides, any Court trying such contravention may direct that any property in respect of which the Court is satisfied that the order has been contravened shall be forfeited to the ¹⁴[Government];</p>

Provided that where the contravention is of an order relating to foodstuffs which contains an express provision in this behalf, the Court shall make such direction, unless for reasons to be recorded in writing it is of opinion that the direction should not be made in respect of the whole, or, as the case may be, a part, of the property.

(2) The owner of any vessel, conveyance or animal carrying any property in respect of which an order under section 3 is contravened shall, if the carrying is part of the transaction involving the contravention and if he knew or had reason to believe that the contravention was being committed, be deemed to have contravened the order, and in addition to the punishment to which he is liable under sub-section (1) the vessel, conveyance or animal shall, when the order provides for forfeiture of the property in respect of which the order is contravened, be forfeited to the ¹⁵[Government].

Attempts and
abetments
Offences by
Corporations

7. Any person who attempts to contravene, or abets a contravention of, any order made under section 3 shall be deemed to have contravened that order.

8. If the person contravening an order made under section 3 is a company or other body corporate, every director, manager, secretary or other officer or agent thereof shall, unless he proves that the contravention took place without his knowledge or that he exercised all due diligence to prevent such contravention, be deemed to be guilty of such contravention.

False statements

9. If any person-

(i) when required by an order made under section 3 to make any statement or furnish any information makes any statement or furnishes any information which is false in any material particular and which he knows or has reasonable cause to believe to be false, or does not believe to be true, or

(ii) makes any statement as aforesaid in any book, account, record, declaration, return or other document which he is required by any such order to maintain or furnish; he shall be punishable with imprisonment for a term which may extend to three years or with fine or with both.

Cognizance of offences

10. No Court shall take cognizance of any offence punishable under this Act except on a report in writing of the facts constituting such offence made by a person who is a public servant as defined in section 21 of the ¹⁶[* * *] [Penal Code](#).

Powers to try offences
summarily

11. Any magistrate or bench of magistrates empowered for the time being to try in a summary way the offences specified in sub-section (1) of section 260 of the [Code of Criminal Procedure](#), 1898, may, on application in this behalf being made by the prosecution, try in accordance with the provisions contained in sections 262 to 265 of the said Code any offence punishable under this Act.

Special provision
regarding fines

12. Notwithstanding anything contained in section 32 of the [Code of Criminal Procedure](#), 1898, it should be lawful for any Magistrate of the First Class specially empowered by the ¹⁷[Government] in this behalf to pass a sentence of fine exceeding one thousand ¹⁸[taka] on any person convicted of contravening an order made under section 3.

Presumption as to
order

13. (1) No order made in exercise of any power conferred by or under this Act shall be called in question in any Court.

(2) Where an order purports to have been made and signed by an authority in exercise of any power conferred by or under this Act, a Court shall, within the meaning of the [Evidence Act](#), 1872, presume that such order was so made by that authority.

Burden of proof in
certain cases

14. Where any person is prosecuted for contravening any order made under section 3 which prohibits him from doing an act or being in possession of a thing without lawful authority or without a permit, licence or other document, the burden of proving that he has such authority, permit, licence or other document, shall be on him.

Protection of action
taken under the Act

15. (1) No suit, prosecution or other legal proceeding shall lie against any person for anything which is in good faith done or intended to be done in pursuance of any order made under section 3.

(2) No suit or other legal proceeding shall lie against Government for any damage caused or likely to be caused by anything which is in good faith done or intended to be done in

pursuance of any order made under section 3.

¹⁹[Repealed]

16. [Repeal.- Repealed by section 2 and 1st Schedule of the Repealing and Amending Ordinance, 1965 (Ordinance No. X of 1965).]

¹ The words “between different areas in Bangladesh in respect of certain commodities” were substituted for the words “between the Provinces” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

² The words “between different areas in Bangladesh” were substituted for the words “between the Provinces and between different areas in a Province” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

³ The word “Bangladesh” was substituted for the word “Pakistan” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

⁴ Clause (a1) was omitted by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

⁵ The word “Government” was substituted for the words “appropriate Government” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

⁶ Sub-section (1) was substituted by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

⁷ Clauses (aa) and (aaa) were inserted by section 4 of the Essential Supplies (Amendment) Ordinance, 1962 (Ordinance No. IV of 1962)

⁸ The words “different areas in Bangladesh” were substituted for the words “a Province or in different areas in a Province” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

⁹ The words “between different areas in Bangladesh” were substituted for the words “between the Provinces or between different areas in a Province” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

¹⁰ The words “between different areas in Bangladesh” were substituted for the words “between the Provinces or between different areas in a Province” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

¹¹ The words “in an area in Bangladesh an essential commodity to sell in another area thereof” were substituted for the words “in a Province of an essential commodity to sell in another Province or another area of the same Province” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

¹² Section 4A was inserted by Article 2 and the Schedule of the Central Adaptation of Laws Order, 1964 (President’s Order No. 1 of 1964)

¹³ The word “Government” was substituted for the words “Provincial Government” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

¹⁴ The word “Government” was substituted for the words “appropriate Government” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

¹⁵ The word “Government” was substituted for the words “appropriate Government” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

¹⁶ The word “Pakistan” was omitted by Article 6 of the [Bangladesh \(Adaptation of Existing Laws\) Order](#), 1972 (President’s Order No. 48 of 1972)

¹⁷ The word “Government” was substituted for the words “Provincial Government” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

¹⁸ The word “taka” was substituted for the word “rupees” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

¹⁹ The word “Bangladesh” was substituted for the word “Pakistan” by section 3 and the Second Schedule of the [Bangladesh Laws \(Revision And Declaration\) Act](#), 1973 (Act No. VIII of 1973)

THE FOODGRAINS SUPPLY (PREVENTION OF PREJUDICIAL ACTIVITY) ORDINANCE, 1979

(ORDINANCE NO. XXVI OF 1979).

[25th July, 1979]

An Ordinance to provide for special measures for prevention of prejudicial activity relating to the storage, movement, transshipment, supply and distribution of foodgrains.

WHEREAS it is expedient to provide for special measures for prevention of prejudicial activity relating to the storage, movement, transshipment, supply and distribution of foodgrains;

AND WHEREAS Parliament is not in session and the President is satisfied that circumstances exist which render immediate action necessary;

NOW, THEREFORE, in exercise of the powers conferred by clause (1) of Article 93 of the Constitution of the People’s Republic of Bangladesh, the President is pleased to make and promulgate the following Ordinance:-

Short title	1. This Ordinance may be called the Foodgrains Supply (Prevention of Prejudicial Activity) Ordinance, 1979 .
Ordinance to override all other laws	2. This Ordinance shall have effect notwithstanding anything contained in the Industrial Relations Ordinance, 1969 (XXIII of 1969), or in any other law for the time being in force.
Offences	<p>3. (1) A person shall be punishable with imprisonment for a term which may extend to three years, or with fine which may extend to taka five thousand, or with both, if he engages in any activity prejudicial to the storage, movement, transshipment, supply and distribution of foodgrains.</p> <p>(2) A person shall be deemed to have engaged in an activity prejudicial to the storage, movement, transshipment, supply and distribution of foodgrains, if he-</p> <p>(a) being a person engaged or employed, whether as a worker, employee, contractor or otherwise, in connection with the storage, movement, transshipment, supply and distribution of foodgrains (hereinafter referred to as "person aforesaid") absents himself or otherwise abstains from, his duties, whether or not in concert with others, without leave of absence or any reasonable excuse; or</p> <p>(b) incites or in any manner persuades any person aforesaid to be absent or to abstain from, or not to perform, his duties or prevents him from attending to and performing his duties; or</p> <p>(c) engages in any activity which causes disaffection among, or interferes with the discipline of, or obstructs the performance of duties by, any person aforesaid; or</p> <p>(d) instigates, directly or indirectly, the use of criminal force against any person aforesaid; or</p> <p>(e) does any act or thing which impedes, delays or restricts, or is calculated to impede, delay or restrict, the transportation, movement, supply or distribution of foodgrains; or</p> <p>(f) makes, prints, publishes or distributes any document containing, or spreading by any other means whatsoever, any false statement or information relating to storage, movement, transshipment, supply or distribution of foodgrains; or</p> <p>(g) causes, or does any act or thing calculated to cause, fear or alarm to the public or any section of the public in respect of availability of foodgrains.</p>
Restriction on movement of certain persons and detention orders	<p>4. (1) Where the Government, or any authority empowered by it in this behalf, is satisfied in respect of any person that with a view to preventing him from engaging in any activity prejudicial to storage, movement, transshipment, supply and distribution of foodgrains, it is necessary so to do, it may make an order directing that such person be detained for a period not exceeding three months.</p> <p>(2) A detention order under sub-section (1) may be executed at any place in Bangladesh in the manner provided for execution of warrants of arrest under the Code of Criminal Procedure, 1898 (Act V of 1898).</p>
Power of arrest without warrant	5. Any police officer not below the rank of Sub-Inspector or any other person empowered by the Government in this behalf, may arrest without warrant any person who has been, or against whom a reasonable suspicion exists of his having been, concerned in an offence punishable under this Ordinance.

PAKISTAN

As an Islamic republican country, Pakistan has various kinds of law, to control the prices of various commodities. To control the prices the Federal Government enacts various acts for the whole of Pakistan in the National Assembly. At the Provincial level the Provincial assemblies form acts which are applicable in the Provinces. Pakistan has 4 Provinces Headed by the Chief Minister. The four provinces are Balochistan, North West Frontier Province (NWFP), Punjab and Sindh. Their respective capitals are Quetta, Peshawar, Lahore and Karachi. In addition to provinces, are the Federal Administered Northern Areas (F.A.N.A) and Federal Administered Tribal Areas (F.A.T.A).

Salient Basic Laws

Some of the Laws enacted by the Federal Government

- Hoarding and Black Market Act, 1948
- Hoarding and Black Market Order, 1956
- The Foodgrains [Licensing Control]. Order, 1957
- The Foodstuffs [Control] Act, 1958
- Price Control and Prevention of Profiteering and Hoarding Act, 1977
- Price Control and Prevention of Profiteering and Hoarding (Amendment) Ordinance, 2007
- Price Control and Prevention of Profiteering and Hoarding (Amendment) Ordinance, 2009

Some of the Laws enacted by the Provincial Governments

- THE PUNJAB FOODSTUFFS (CONTROL) ACT, 1958. (W. P. Act XX of 1958)
- Punjab Essential Articles (Control) Act, 1973
- Punjab Fertilizer (Control) Order, 1973
- Sindh Essential and Commodities Price Control and Prevention of Profiteering and Hoarding Ordinance 2005'
- West Pakistan Foodstuffs (Control) Act 1958
- West Pakistan Foodgrains (Licensing Control) Order, 1957

Salient Features of Basic Laws

West Pakistan Foodstuffs (Control) Act, 1958 (smeda.org REGISTRATION, LICENSING AND OTHER LEGAL REQUIREMENTS TO ESTABLISH A FLOUR MILL IN PAKISTAN)

The West Pakistan Foodstuffs (Control) Act, 1958 (hereinafter referred as “the Act”) is a law which gives powers to the Government to control of supply, distribution, storage, movement transport, and other matters relating to foodstuffs.

Foodstuffs-----What is?

Foodstuffs mean any of the following classes of commodities: -- (i) wheat, atta, maida, rawa and suji; (ii) rice and paddy; (iii) sugar; and (iv) such other commodity or class of commodities as may be declared and notified by the Government to be foodstuffs for the purpose of this Act.

Foodgrains-----What is?

Under power conferred by the said Act the Government has made the West Pakistan Foodgrains (Licensing Control) Order, 1957 (hereinafter referred as “the order, 1957”) to control by way of

licensing the purchase, sale or storage for sale of any of the foodgrains. Foodgrains means the commodities specified in Schedule I of the order, 1957 which commodities are as under: - (i) Wheat (ii) Rice, broken rice and paddy

The Foodstuffs [Control] Act, 1958

The Act was enacted to regulate and control the supply and distribution of, and trade and commerce in foodstuffs and to secure the distribution and availability at fair prices. The principal foodstuff as defined in the Act are as _wheat, wheat atta, maida, rawa and suji; rice and paddy; and sugar only. The definition need to be extended to cover precisely name other foodstuffs and as may be declared and notified by the Government from time to time. Though there is a provision in the Act that this definition can be extended as and when required.

Major Provisions in the Act	
Section 3	Powers to control supply, distribution, etc of foodstuffs.
Section 4	Delegation of Powers
Section 6	Penalties
Section 14	Repeal
Source: Government of Pakistan, different official sources	

Food Legislation in South Asia and its Link with Food Security (A case study of Pakistan)

The powers to control supply, distribution etc of foodstuffs were designed in the Act to include the regulation, prohibiting the keeping, storage, movement, transport, supply distribution, disposal , acquisition, use or consumption thereof and trade and commerce therein. Licensing is must for persons who are engaged in such type of business, further they must maintain a record of their entire sale proceeds. All these records, accounts can be inspected by the concerned Government official any time for ensuring transparency. Under the Delegation of Power section of the Act, the Central government can delegate powers to its subordinate officers in the larger interest of the consumers. If any person contravenes any order under the Act, shall be penalized. Under the Act, the following enactments were repealed as below: 1. The Bahawalpur Foodgrains Control Act, 1947 2. The Bahawalpur Control of Essential Supplies Commodities Act, 1948 3. The Foodstuffs(Control) Ordinance, 1957

The Punjab Province has its own act : THE PUNJAB FOODSTUFFS (CONTROL) ACT, 1958 An Act to provide for the continuance of powers to control the supply and distribution of, and trade and commerce in, foodstuffs

THE PUNJAB FOODSTUFFS (CONTROL) ACT, 1958. (W. P. Act XX of 1958)

SECTIONS

1. Short title, extent and commencement.
2. Definitions.
3. Powers to control supply, distribution, etc., of foodstuffs.
4. Delegation of powers.
5. Effect of orders inconsistent with other enactments.
6. Penalties.
7. Attempts and abetments.
8. Offences by corporation.
9. False statements.

- 9-A. Trials by Tribunal.
- 9-B. Constitution of Tribunals.
- 9-C. Powers of Tribunals.
- 9-D. Appeal.
- 9-E. Transfer of cases.
- 10. Offences and Procedure.
- 11. Bar of jurisdiction and reference to arbitration.
- 11-A. Presumption as to orders.
- 12. Burden of proof in certain cases.
- 13. Protection of action taken under the Act.
- 14. Repeal.

THE [PUNJAB] FOODSTUFFS (CONTROL) ACT, 1958

(W. P. Act XX of 1958) [23 April 1958]

An Act to provide for the continuance of powers to control the supply and distribution of, and trade and commerce in, foodstuffs

Preamble.— WHEREAS it is expedient in the public interest to provide for the continuance of powers to control the supply, distribution and movement of, and trade and commerce in, foodstuffs in [the Punjab];

It is hereby enacted as follows:-

1. Short title, extent and commencement.— (1) This Act may be called the [Punjab] Foodstuffs (Control) Act, 1958.

2 It extends to the whole of [the Punjab] except the Tribal Areas.]

(3) It shall come into force at once.

2. Definitions.— In this Act, unless there is anything repugnant in the subject or context—

(a) “foodstuff” means any of the following classes of commodities:-

(i) wheat, wheat *atta*, *maida*, *rawa* and *suji*;

(ii) rice and paddy;

(iii) sugar; and

(iv) such other commodity or class of commodities as may be declared and notified by the Government to be foodstuffs for the purposes of this Act;

(b) “Government” means [Provincial Government of the Punjab]; and

(c) “notified order” means an order notified in the official Gazette.

3. Powers to control supply, distribution, etc., of foodstuffs.— (1) The Government, so far as it appears to it to be necessary or expedient for maintaining supplies of any foodstuff or for securing its equitable distribution and availability at fair prices, may, by notified order, provide for regulating or prohibiting the keeping, storage, movement, transport, supply distribution, disposal, acquisition, use or consumption thereof and trade and commerce therein.

(2) Without prejudice to the generality of the powers conferred by sub-section (1) an order made thereunder may provide:-

(a) for regulating by licences, permits or otherwise the manufacture of any article of food from any foodstuffs;

(b) for controlling the prices at which any foodstuffs may be bought or sold;

- (c) for regulating by licences, permits or otherwise, the storage, transport, distribution, disposal, acquisition, use or consumption of any foodstuff;
- (d) for prohibiting the withholding from sale of any foodstuff ordinarily kept for sale;
- (e) for requiring any person holding stock of any foodstuff to sell the whole or a specified part of the stock to such persons or class of persons or in such circumstances as may be specified in the order;
- (f) for regulating or prohibiting any class of commercial or financial transactions relating to any foodstuff which, in the opinion of the authority making the order is, or is likely to be, detrimental to public interest;
- ^[8][(ff) for levying fees or charges to meet the expenses incurred by Government on the administration of this Act;]
- (g) for collecting any information or statistics with a view to regulating or prohibiting any of the aforesaid matters;
- (h) for requiring persons engaged in the supply or distribution of, or trade or commerce in, any foodstuffs, to maintain and produce for inspection such books, accounts and records relating to their business and to furnish such information relating thereto as may be specified in the order; and
- (i) for any incidental and supplementary matters including, in particular, the entering and search of premises, vehicles, vessels and aircraft, the seizure by a person authorised to make such search of any articles in respect of which such person has reason to believe that a contravention of the order has been, is being, or is about to be committed, or any records connected therewith, the grant or issue of licences, permits or other documents, and the charging of fees therefor.

4. Delegation of powers.— The Government may, by notified order, direct that the power to make orders under section 3 shall, in relation to such matters and subject to such conditions, if any, as may be specified in the direction, be exercisable also by an officer or authority subordinate to the Government.

5. Effect of orders inconsistent with other enactments.— Any order made under section 3 shall have effect notwithstanding anything inconsistent therewith contained in any enactment, other than this Act, or any instrument having effect by virtue of any enactment, other than this Act.

6. Penalties.— (1) If any person contravenes any order made under section 3, he shall be punished with imprisonment for a term which may extend to three years, or with fine, or with both and, if the order so provides, any ^[9][Court or Tribunal] trying such contravention shall direct that any property in respect of which the ^[10][Court or Tribunal] is satisfied that the order has been contravened shall be forfeited to the Government, unless for reasons to be recorded in writing, it is of the opinion that the direction should not be made in respect of the whole, or as the case may be, a part of the property.

(2) The owner of any vessel, conveyance or animal carrying any property in respect of which an order under section 3 is contravened, shall, if the carrying is part of the transaction involving the contravention and if he knew or had reason to believe that the contravention was being committed, be deemed to have contravened the order, and, in addition to the punishment to which he is liable under sub-section (1), the vessel, conveyance, or animal shall when the order provides for forfeiture of the property in respect of which the order is contravened, be forfeited to the Government.

(3) If any person to whom a direction is given under sub-section (3) of section 3 fails to comply with the direction, he shall be punished with imprisonment for a term which may extend to three years, or with fine, or with both.

7. Attempts and abetments.— Any person who attempts to contravene, or abets the contravention of any order made under section 3 shall be deemed to have contravened that order.

8. Offences by corporation.— If the person contravening an order made under section 3 is a company or other body corporate, every director, manager, secretary or other officer or agent thereof shall, unless he proves that the contravention took place without his knowledge or that he exercised all due diligence to prevent such contravention, be deemed to be guilty of such contravention.

9. False statements.— If any person—

- (i) when required by an order made under section 3 to make any statement or furnish any information, makes any statement or furnishes any information which is false in any material particular and which he knows or has reasonable cause to believe to be false, or does not believe to be true, or
- (ii) makes any such statement as aforesaid in any book, account, record, declaration, return or other document which he is required by any such order to maintain or furnish,

he shall be punished with imprisonment for a term which may extend to three years or with fine or with both.

^[11]**9-A. Trials by Tribunal.**— All offences punishable under this Act shall be exclusively triable by a Tribunal constituted under this Act.

9-B. Constitution of Tribunals.— (1) Government may, by notification in the official Gazette, constitute, for the whole or any part of the Province of the Punjab one or more Tribunals consisting of a person who—

- (a) has to his credit five years practice as an Advocate; or
- (b) has, for a total period of not less than three years exercised, whether continuously or not, the powers of a First Class Magistrate under the Code of Criminal Procedure, 1898; or
- (c) is and has for a period of not less than ten years been in the service of Pakistan and is a law graduate.

(2) A Tribunal shall sit at such place as the Government may, by notification in the official Gazette, specify in this behalf.

9-C. Powers of Tribunals.— A Tribunal may pass any sentence and exercise all or any of the powers which a Magistrate of the First Class empowered under section 30 of the Code of Criminal Procedure, 1898, may pass or exercise under the said Code.

9-D. Appeal.— (1) A person sentenced by a Tribunal shall have a right of appeal to the Court of Session having jurisdiction in the area, within thirty days of the passing of the sentence.

(2) Save as provided in sub-section (1), no court shall have authority to revise such sentence, or to transfer any case from a Tribunal or to make order under section 426, 491 or 498 of the Code of Criminal Procedure, 1898, or have jurisdiction of any kind in respect of any proceeding of a Tribunal.

9-E. Transfer of cases.— All cases regarding any matter within the jurisdiction of a Tribunal pending trial in any Court immediately before the constitution of a Tribunal under this Act, shall stand transferred to such Tribunal.]

^[12]**10. Offences and Procedure.**— (1) Offences under this Act shall be cognizable and non-bailable.

(2) The procedure for the trial of offences under this Act shall be the same as is laid down in the Code of Criminal Procedure, 1898, for summary trials] ^[13][:]

^[14][Provided that whenever a Tribunal considers it desirable, it may follow the procedure laid down in the Code of Criminal Procedure, 1898, for the trial of Summons Cases by Magistrates.]

11. ^[15]Bar of jurisdiction and reference to arbitration.—] (1) No order made in exercise of any power conferred by or under this Act shall be called in question in any Court.

^[16][(2) Save any order passed by a Tribunal under section 9-C of this Act, any person aggrieved by an order made in exercise of any power conferred by or under this Act, may by an application in writing, within 30 days of the passing of the order, refer the matter to the arbitration of a sole arbitrator appointed by the Government.

(3) The Government shall soon after the enforcement of these provisions, appoint one or more arbitrators for all cases or different arbitrators for different classes of cases under this Act.

(4) All suits, appeals or applications regarding matters to which this Act applies, pending in any Court, except an appeal against the order of a Tribunal preferred to the Court of Session under section 9-D of this Act, shall abate.

(5) A reference to arbitration under sub-section (2) in respect of such orders as were subject-matter of a suit, appeal or application which abated under sub-section (4), may be made to an arbitrator within 30 days of the enforcement of these provisions.]

^[17]**11-A. Presumption as to orders.**— Where an order purports to have been made and signed by authority in exercise of any power conferred by or under this Act, a Court shall presume within the meaning of the Evidence Act, 1872, that such order was so made by that authority.]

12. Burden of proof in certain cases.— Where any person is prosecuted for contravening any order made under section 3 which prohibits him from doing an act or being in possession of a thing without lawful authority or without a permit, licence or other document, the burden of proving that he has such authority, permit, licence or other document, shall be on him.

13. Protection of action taken under the Act.— (1) No suit, prosecution or other legal proceeding shall lie against any person for anything which is, in good faith, done or intended to be done in pursuance of any order made under section 3.

(2) No suit or other legal proceeding shall lie against the Government for any damage caused or likely to be caused by anything which is, in good faith, done or intended to be done in pursuance of any order made under section 3.

14. Repeal.— The following enactments are hereby repealed, namely:-

- (1) The Bahawalpur Foodgrains Control Act, 1947.
- (2) The Bahawalpur Control of Essential Supplies Commodities Act, 1948^[18].
- (3) The West Pakistan Foodstuffs (Control) Ordinance, 1957^[19].

^[1]For statement of objects and reasons, *see* Gazette of West Pakistan (Extraordinary), dated 9th March, 1957, pp.412-413.

This Act was passed by the West Pakistan Assembly on 31st March, 1958; assented to by the Governor of West Pakistan on 17th April, 1958; and, published in the West Pakistan Gazette (Extraordinary), dated 23rd April, 1958, pages 623-27.

^[2]Substituted by the Punjab Laws (Adaptation) Order, 1974 (Pb. A.O. 1 of 1974), for “West Pakistan”.

^[3]*Ibid.*

^[4]*Ibid.*

^[5]Substituted by the West Pakistan Foodstuffs (Control) (Amendment) Ordinance, 1963 (VIII of 1963).

^[6]Substituted by the Punjab Laws (Adaptation) Order, 1974 (Pb. A.O. 1 of 1974), for “West Pakistan”.

^[7]Substituted by the Punjab Laws (Adaptation) Order, 1974 (Pb. A.O. 1 of 1974), for “Government of West Pakistan”.

^[8]Inserted by the West Pakistan Foodstuffs (Control) (Punjab Amendment and Validation) Ordinance, 1971 (XXVII of 1971).

^[9]Substituted by the West Pakistan Foodstuffs (Control) (Punjab Second Amendment) Act, 1975 (XLVIII of 1975), for “Court.”

^[10]Substituted by the West Pakistan Foodstuffs (Control) (Punjab Second Amendment) Act, 1975 (XLVIII of 1975), for “Court.”

^[11]Added by the West Pakistan Foodstuffs (Control) (Punjab Second Amendment) Act, 1975 (XLVIII of 1975).

^[12]Substituted by the West Pakistan Foodstuffs (Control) (Punjab Amendment) Act, 1975 (XXXVI of 1975).

^[13]Substituted by the West Pakistan Foodstuffs (Control) (Punjab Second Amendment) Act, 1975 (XLVIII of 1975), for the full-stop.

^[14]Inserted *ibid.*

^[15]Substituted *ibid.*, for “Presumption as to Orders.”

^[16]Added *ibid.*

^[17]Substituted the West Pakistan Foodstuffs (Control) (Punjab Second Amendment) Act, 1975 (XLVIII of 1975), for Sub-Section (2) of Section 11.

^[18]Bwp. III of 1948.

^[19]W.P. Ord. XI of 1957.

Pakistan Ration System

(Pakistan's Ration System: Distribution of Costs and Benefits BEATRICE LORGE ROGERS)

Pakistan Ration System (This system was abolished in 1987. During the wheat flour crisis in 2008 the government was contemplating the reintroduction of Ration cards. But now the provinces like Gilgit Baltistan have reintroduced the ration system since 2014)

Pakistan's ration system was established in 1942 to deal with shortages of basic goods caused by wartime disruption in supply. At that time, the ration shops handled wheat and sugar, tea, matches, kerosene, yarn, and cotton cloth. After partition, the system was continued to control hoarding and profiteering of scarce goods. All trade in wheat was rationed and controlled by the government until the 1960s when, as a result of several years of favorable weather, supplies became plentiful.

In February 1987, the Government of Pakistan (GOP) abolished the wheat ration shop system on the directives of the IMF. Started as a food rationing program during World War II in colonial India, it had degenerated by the 1980s into a wasteful corrupt system that failed to reach the poor.

Rationing was abolished, but the shops continued to sell *atta* (whole wheat flour), which the government obtained through its guaranteed price support scheme, with no limitation on quantity.

Distribution of sugar through the ration shops started during the Korean War, when shortages were caused by a shift from sugar to cotton production. To limit the foreign exchange drain of imports, sugar was rationed, with no legal free market. Production incentives, including high guaranteed prices (currently about 150 to 200 percent of world-market levels), have resulted in surplus domestic sugar production, and as of August 1983, the marketing of sugar is no longer subject to government control. Ration shops were used to ensure equitable distribution of vegetable oil at subsidized prices during the severe shortage in 1972 and 1973. Increasing domestic production of this commodity is a high priority of the government.

In order to use the ration system, one must be a resident of Pakistan with a fixed address. There are no income-related criteria for eligibility. Users must register with a particular ration shop in their area. Households receive ration cards indicating the number of members in the household by age, since rations are determined on a per person basis. Ration shops are privately owned, subject to licensing and regulation by the provincial government, and the owner makes a commission on each sale as well as being allowed to keep and sell the bags in which the ration commodities are delivered. It is government policy that there be one ration shop for each 3,000 to 6,000 population. In fact, there are far more than this number: average availability ranges from one shop for 1,326 people in urban Northwest Frontier Province (NWFP) to one for 1,878 people in rural Sind (Pakistan, 1978). In 1982, the number of registered households per shop ranged from 434 in Sind to 546 in NWFP (Cornelisse and Naqvi, 1984). Ration shop licenses are politically valuable, and so it is in the interest of provincial governments to distribute them widely. And since shop profits are based on volume, it is in the interest of each shop owner to ensure that supplies are regularly and conveniently available.

Pakistan is the largest country where wheat is the staple grain of nearly the entire population. With 6 to 7 times more people, China and India consume much more wheat, but in both nations rice surpasses wheat in importance.

Industrial roller mills in Pakistan have risen to the challenge of grinding up to half of the 24 to 25 million tonnes of wheat harvested in the country every year. They provide not only for Pakistan's 180 million mouths, but also produce up to 700,000 tonnes of flour for export to Afghanistan in some years.

The government intervenes in the market by buying several million tonnes of wheat per year and subsidizing its allocation to mills on a quota system for part of the year, thus serving to keep weaker

mills in business and distorting the market. At harvest time, interprovincial and even interdistrict bans are frequently placed on wheat movements to enable the provincial food departments to meet their procurement targets.

Government's role

The government food departments in all of Pakistan's provinces provide subsidized wheat to the privately owned mills, a practice dating back decades. There are no state-owned mills in the country. These schemes, which vary considerably from province to province under Pakistan's highly devolved federal system of government, have two main goals: ensure farmers receive a minimum price that will serve to guarantee that the country remains self-sufficient in wheat production; and to enable government intervention to mitigate price rises in the lean months leading up to the next harvest.

The Punjab Food Department operates the largest scheme. It targets annual purchases during the harvest in April to June of about 4 million tonnes out of total government procurement of 6 million tonnes. This wheat is received and stored at 600 collection centers. The majority of them are open area facilities technically known as Cover and Plinth (CAP).

Distribution of the subsidized wheat takes place in Punjab beginning in mid-November and continuing to the start of the next year's harvest in mid-April when wheat prices normally fall.

There is little doubt that the scheme helps to stabilize the prices paid by millers for wheat and the prices received by farmers. Government pays farmers, particularly smaller ones who could not afford to store their wheat long after harvest, a higher price than they would get selling to traders immediately.

Large farmers and traders who do speculate by holding on to wheat for several months after harvest are not able to raise their prices as much due to the government wheat allocations to millers beginning in November in Punjab and as early as September in KPK and Baluchistan provinces.

Quotas are assigned based on a mill's daily capacity calculated per government norms as 20 tonnes per roller body, with no mill allowed quota for more than 8 roller bodies. In practice, because of load shedding (power outages) and the age of their equipment, few mills achieve production rates above 10 tonnes per day per roller body.

Punjab Prices Supply Board (icid.punjab.gov.pk/ppsb.html)

Introduction

Prices of essential items are fixed on the economic principle of demand and supply. However, prices Wing of the Industries Commerce & Investment Department is monitoring the prices of essential items w.e.f early 1970,s. Legislative instruments for the provincial and district government to control and fix prices of essential commodities is a federal enactment i.e. "The Price Control and Prevention of Profiteering and Hoarding Act, 1977".

Secretary Industries Commerce & Investment and Director of Industries have been declared as Controller General of Prices under the act *ibid*.

The Chief Minister Punjab time to time constitutes different types of Committees and Task Forces on prices for monitoring of prices of essential items. These Task Forces and Committees are attached with the Prices Wing of Industries Commerce & Investment Department, which suggest policy intervention on shortage of a particular item.

Price data and different types of reports are projected to provide the feed back to the said committees and different offices of provincial and federal government departments. Ramzan Sasta Bazaars / Christmas Bazaars, Juma / Itwar Bazaars are also being monitored by the prices section.

For strict monitoring and sale of essential items on notified rates Magistrate's Performance is monitored on regular basis and reports are furnished at fortnightly basis. Meetings are convened with all stake holders to review the supply and demand situation of Atta, Ghee and Sugar etc. at provincial level before Ramzan

Vision / Mission Statement

To create a consumer friendly environment in the province through provision of essential items at affordable price

Objectives

- To monitor and review the prices of essential commodities and to suggest policies for controlling the rising trend in their prices; and
- To suggest measures for ensuring supplies of essential commodities according to demand

Legal Frame Work

Price Control and Prevention of Profiteering & Hoarding Act, 1977

LIST OF 25 ESSENTIAL ITEMS MONITORED UNDER 1977 PROFITEERING & HOARDING ACT

Sr. #	Name of Item	Sr. #	Name of Item
1	Tea	14	White Sugar
2	Milk	15	Powdered Milk
3	Milk Food for infants	16	Edible oils, hydrogenated or otherwise
4	Aerated water, fruit juices and squashes	17	Salt
5	Potatoes	18	Onion
6	Pulses all sorts	19	Fish all sorts
7	Beef	20	Mutton
8	Eggs	21	Gurr
9	Spices & Vegetable	22	Red Chilies
10	Charcoal	23	Firewood
11	Matches 40/50 sticks	24	Coal
12	Chemical Fertilizers all sorts	25	Poultry Feed
13	Bricks		

Prices wing monitors the prices and availability of essential items at provincial level. The legislative instrument for the provincial and district governments to control and fix the prices of essential commodities is a federal enactment i.e. "The Price Control and Prevention of Profiteering and Hoarding Act, 1977". Federal Government vide notification dated 06.11.2001 and subsequent amendment dated 14.09.2006 has declared following officers as Controller General of Prices and Supplies.

- Secretary Industries, Commerce & Investment Department Provincial Level
- Director of Industries Provincial Level
- All DCOs District Level

At district level all DCOs have further notified the District Price Control Committees (DPCCs) comprising all stakeholders. DPCCs review the prices of essential items on regular basis and re-fix the prices by consulting all the stakeholders. For ensuring adherence to the notified prices, price magistrates have been notified by Home Department in each district to conduct raids against over charging and hoarding etc.

At provincial level a board namely Punjab Prices and Supplies Board has been constituted with Chief Minister as its Chairman, which was lastly re-notified in the year 2003. The objectives of the Price Board are as under:-

- To assess supply and demand position of essential items, and to anticipate shortages and identify measures for combating them
- To monitor price trends and to suggest measures to contain rising prices
- To minimize the role of middle-man
- To monitor the functioning of Divisional Boards and District Price Committees

Supply-side measures and market interventions (IDS WORKING PAPER Volume 2014 No 449- Life in a time of food price volatility)

Wheat procurement policy

The main supply-side policy in Pakistan is the wheat procurement policy of the government. The government announces a support price of wheat at which it purchases wheat from farmers during harvest season and this price, to a certain extent, determines the market price of wheat. In the past wheat support prices were kept depressed below world prices to ensure low prices of staple grain for urban consumers, but this was changed following recommendations of the National Food Security Task Force in 2008. The Task Force gave a basis for formulation of wheat pricing policy by providing evidence that wheat output responds to prices, and that local prices were not shielded from global prices as wheat is exported (often illegally) to neighbouring countries at international prices. It was found that the failure to raise the wheat procurement price in line with emerging global trends in 2007 had exacerbated price volatility in Pakistan, led to hoarding, shortages, and price spirals which were then broken with the use of expensive wheat imports. The wheat support price which was Rs 625 (US\$ 10)/maund [40 kilograms] in 2007-08 was increased to Rs.950 (US\$12) in the following year. This was one of the most significant changes in agricultural policy in Pakistan and it helped improve agricultural growth rates and allowed prices of wheat to remain stable in the domestic market even when international prices were fluctuating (Balagamwala and Gazdar 2013; Prikhodko and Zrilyi 2013).

Wheat procured by the government is transported by the private sector and the government provides financing to ensure wheat is transported to deficit areas. The government sets a release price at which it sells the wheat to millers and regulates the price at which wheat flour is to be sold. The government purchases about 30 per cent of wheat produced while 30 per cent is stored by producers for own consumption.

Changes in wheat policy

Wheat is procured by the federal government through the Pakistan Agriculture Storage and Supply Corporation (PASSCO) and by provincial governments through their respective food department. Procurement price used to be set by the federal government at the beginning of the marketing year of

wheat (May) and followed across provinces. But constitutional changes in Pakistan in 2010 under the 18th Amendment devolved food procurement policymaking to provincial governments. So far, provincial government had kept the same procurement prices as those set by the federal government.¹¹ However, this year (2014) Sindh has increased procurement price to Rs.1,250/*maund* (US\$11.90) whereas the federal government's price remains unchanged at Rs.1,200/*maund* (US\$11.40).¹² The wheat procurement price was changed by the Sindh government right before harvest season (and not before the start of the wheat sowing season as has been done before). KP and Balochistan provinces followed Sindh, and in fact the Balochistan government changed prices in the middle of procurement to ensure that wheat from Balochistan was not smuggled to Sindh.¹³ The implications of these changes for prices and availability of wheat may become apparent in the next year.

Price watch and market interventions

The Economic Coordination Committee (ECC) of the Cabinet is the 'watchdog for prices and inflation'. It meets every two weeks to coordinate fiscal, monetary and trade policies of the government (Tahir 2005). The Committee reviews price data collected by the Pakistan Bureau of Statistics¹⁴ and takes necessary steps (such as changing trade policies or wheat support price) if prices need to be brought down. The government through the Trading Corporation of Pakistan (TCP) intervenes in the market through regulation of domestic and international trade to ensure availability of essential commodities in the market and to control prices faced by the consumer e.g. banning the export of vegetables to bring down prices in the local market¹⁵ or disallowing private imports of wheat into the country (Prihodko and Zrilyi 2013).

Monitoring systems at the local level

At the local level, food security is ensured through improving access to food by keeping a control on prices. Following high food prices in 2008, the Sindh government revived the defunct Bureau of Supply and Prices which was later converted to a department within the provincial government. The department is responsible for control of prices and distribution of civil supplies and essential commodities and matters connected with profiteering and hoarding and follows the laws laid out by the Sindh Essential Commodities Price Control and Prevention of Profiteering and Hoarding Act of 2008 (referred to as Sindh Price Control Act from this point onwards).

The Sindh Price Control Act provides a list of items or 'essential commodities' of which prices and stocks are to be controlled, regulated and monitored by the government, and lays out the sanctions for persons who do not follow orders given under this act. It empowers the government to appoint a Price Controller at the district level to check prices and stocks of essential commodities and to ask any producer or supplier for information regarding production, distribution, prices and sale of essential commodities. This act also makes it compulsory for retailers (including push cart vendors) to display a price list of these essential commodities.

There are currently no consumer protection laws in Sindh (the only province in the country where these laws and consumer courts do not exist). The Sindh Consumer Protection Ordinance of 2007 failed to convert to an act and has lapsed.

The Supply and Prices Department's function is to monitor wholesale markets and auctions of commodities such as fruits and vegetables (locally known as *mandi*) to survey stocks of commodities and prices determined by the market. The controlling authority is at the sub-provincial level. In Karachi, the Commissioner of Karachi²¹ is Controller General Prices and he supervises the Karachi Division Price Committee which is responsible for setting prices of 'essential commodities', inspecting markets and sanctioning those who contravene the laws set out by the Sindh Price Control Act. This committee comprises of government officials along with representatives of various business

associations (e.g. Grocers Association of Pakistan) and consumer councils (e.g. Consumers' Right Protection Council). This committee sets a price list for essential consumer items on a regular basis, with frequency depending on the food item: prices of fruits and vegetables are set daily while prices of grocery items are revised once every two weeks). In these meetings, representatives of business associations prepare a list of prices of food items according to demand and supply in domestic and international markets. However, a representative of one such association felt that the Price Committee does not take these into account but set prices according to their own will. The Bureau of Supply and Prices also presents a price list based on their observations of wholesale markets and auctions. The Consumer Rights Council is an autonomous body that was set up by the provincial government in 2005 with a mandate to protect consumer rights. Their role is to monitor prices and give suggestions to the price committees so that consumers are not unfairly charged.

Price Inspectors are field officers of the Controller who monitor prices in the market and fine retailers that violate price lists and other price laws such as the requirement to display a price list at retail points. Penalties are as per the Price Control Act and depend on the violation. They can go up to Rs.30,000 (approximately US\$300) and up to 6 months of imprisonment (Provincial Assembly of Sindh 2008). There are supposed to be complaint centres in each market, but consumers do not usually record their complaints.

The rationale behind the price control system is not directly linked to ensuring food security for consumers but to curtail earning of excess profits by retailers and to prevent artificial changes in prices due to hoarding. Prices are regulated rather than determined as wholesale prices are determined at auctions and through demand and supply fluctuations. The Grocers' Association that takes part in the Price Committee meetings calculates prices taking into account demand for products and supply lines. Similarly, auctions are held which determine prices of items like fruits, vegetables and poultry and according to the prices of these auctions retail prices are set. While there are frequent raids on retailers in which fines are imposed,²³ the effectiveness of price regulation cannot be judged. A member of the Fruit and Vegetable Market Association labelled the price list set by the government as a 'dummy list' because it does not reflect actual retail prices as these lists are calculated on the basis of average prices, without taking into consideration factors such as quality, and because market factors determine actual retail prices.

Consumer subsidies

Subsidies are given to consumers of wheat by providing millers with subsidised wheat so that wheat flour is sold at low prices. The government also runs Utility Stores which sell essential commodities at a cheaper rate than market price. The Utility Stores also provide special packages in *Ramzan* (the Muslim month of fasting) when a basket of food commodities is sold at a discounted price. Such measures are taken to protect consumers from high prices during *Ramzan* which are a result of increased demand during the month.

In Punjab, a '*sasti roti*' (literally translated as cheap bread) programme was promulgated in 2008 to provide subsidised wheat flour to *tandoors* (ovens) from which urban consumers purchase *roti* (flat bread) such that the price of a *roti* was half of the market price of *roti* of a similar type. Targeting was done geographically such that *tandoors* in low-income neighbourhoods were licensed to be part of the programme, but the subsidy was largely untargeted. The programme had a budget of Rs.3.3 billion (approximately US\$42 million) in 2008-09 (Gazdar 2011). However, this programme was discontinued in 2009-10.

Price Control and Prevention of Profiteering and Hoarding Act, 1977.

<http://molaw.bizz.pk/new/body.php?cod=550241>

WHEREAS it is expedient to provide for price control and prevention of profiteering and hoarding;

1. Short title, extent and commencement.—(1) This Act may be called the Price Control and Prevention of Profiteering and Hoarding Act, 1977.

(2) It extends to the whole of Pakistan.

(3) It shall come into force at once

2. In this Act, unless there is anything repugnant in the subject or context,—

(a) "Controller-General" means the Controller-General of Prices and Supplies appointed by the Federal Government, and includes any Deputy or Assistant Controller-General of Prices and Supplies so appointed, and any other officer authorised by the Federal Government to exercise all or any of the powers of the Controller-General under this Act;

(b) "dealer" means a person carrying on, whether in conjunction with any other business or not, the business of selling any essential commodity, whether wholesale or retail;

(c) "essential commodity " means any of the commodities or classes of commodities mentioned in the Schedule;

(d) "importer" means a person importing into Pakistan, whether under an import licence granted by the Federal Government or otherwise, any essential commodity from outside Pakistan, but does not include a person importing any essential commodity as part of his personal baggage;

(e) "notified order" means an order notified in the official Gazette;

(f) "producer" means a person engaged in the manufacture or production of any essential commodity.

¹[**“2A. Establishment of Price Control Councils.**—(1) There shall be a Federal Price Control Council at Federal Level and a Provincial Price Control Council in each Province.

(2) The Federal Price Control Council shall be headed by the Prime Minister and shall consist of the following members, namely:—

(i) Minister for Finance or Advisor to the Prime Minister on Finance Revenue, Economic Affairs and Statistics.

(ii) Minister for Food and Agriculture

(iii) Minister for Industries and Production

(iv) Minister for Interior;

¹ Ins by ord. VIII of 2010 s. 2 (w.e.f.26-03-2010 Valid upto 17-08-2010)

(v) Deputy Chairman, Planning Commission;

(vi) Chief Ministers of all Provinces; and

(vii) Such other member as the Prime Minister may deem fit.

(3) The Federal Price Control Council shall—

(i) obtain information regarding prices of essential commodities prevailing in various markets.

(ii) review the prices fixed by the competent authorities in various parts of the country;

(iii) monitor the action taken by the Social Magistrates and other enforcement authorities under this Act for purposes of price control; and

(iv) issue directions and orders to ensure implementation of the provisions of this Act.

(4) The Provincial Price Control Council shall be headed by the Chief Minister of the Province and shall consist of the following members, namely:—

(i) Minister for Agriculture;

(ii) Minister for Food;

(iii) Minister for Industries;

(iv) Minister for Agriculture and Marketing;

(v) Chief Secretary;

(vi) Chairman or Additional Chief Secretary, Planning and Development;

(vii) Such other members as the Chief Minister may deem fit.

(5) The provisions of sub-section (3) shall mutatis mutandis apply to Provincial Price Control Council.

(6) The Provincial Price Control Council shall also be responsible for ensuring implementation of the directions and orders issued by Federal Price Control Council.”]

3. Powers to make orders etc.—(1) The Federal Government, so far as it appears to it to be necessary or expedient for securing equitable distribution of an essential commodity and its availability at fair prices, may, by notified order, provide for regulating the prices, production, movement, transport, supply, distribution, disposal and sale of the essential commodity and for the price to be charged or paid for it at any stage of transaction therein.

(2) Without prejudice to the generality of the powers conferred by sub-section (1), an order made thereunder may provide—

(a) for controlling the prices at which any essential commodity may be bought or sold in any area;

(b) for regulating the production, treatment and keeping of any essential commodity;

- (c) for regulating, by licences, permits or otherwise, the transport, movement and distribution between the Provinces of an essential commodity;
- (d) for prohibiting the withholding of sale of an essential commodity ordinarily kept for sale; .
- (e) for requiring any person holding stock in a Province of an essential commodity to sell in another province the whole or a specified part of the stock at such price, to such persons or class of persons and under such conditions as may be specified in the order;
- (f) for fixing the maximum quantity of any essential commodity which may at any time be possessed by a producer or dealer;
- (g) for collecting any information or statistics with a view to regulating or prohibiting any of the matters aforesaid;
- (h) for requiring persons engaged in any of the matters aforesaid in respect of any essential commodity to maintain and produce for inspection such books, accounts and records relating to their business, and to furnish such information relating thereto, as may be specified in the order;
- (i) for requiring every importer, producer and dealer to mark the essential commodities with the sale prices and to exhibition his premises a price list of the essential commodities held by him for sale; and
- (j) for any incidental and supplementary matters, including in particular the entering and search of premises, vehicles, vessels and aircraft, the seizure by a person authorised to make such search of any articles in respect of which such person has reason to believe that a contravention of the order has been, is being or is about to be committed, or any records connected therewith, the grant or issue of licences, permits or other documents and the charging of fees there for.

4. Delegation of powers.The Federal Government may, by notified order, direct that any power conferred on it by or under this Act shall, in relation to such matters and subject to such conditions, if any, as may be specified in the direction, be exercisable also by—

- (a) such officer or authority subordinate to the Federal Government; or
- (b) such Provincial Government or such officer or authority subordinate to a Provincial Government, as may be specified in the direction.

5. Effect of orders inconsistent with other enactments. Any order made under section 3 shall have effect notwithstanding anything inconsistent therewith contained in any enactment other than this Act or any instrument having effect by virtue of any enactment other than this Act.

6. Fixation of prices.—(1) Subject to such general or special orders as may be made by the Federal Government under section 3, the Controller- General may, by notification in the official Gazette, fix specific maximum prices of essential commodities and different prices may be fixed for different localities or for different classes or categories of any essential commodities.

(2) No person shall sell or re-sell any essential commodity at a price higher than the maximum price so fixed.

¹[(2A) Every dealer, importer or producer of an essential commodity the maximum price of which is not for the time being fixed by a notification issued under sub-section (1) shall, if so required by the

Controller-General by an order in writing or by a notified order, inform the Controller-General by notice in writing forwarded to him by registered post acknowledgement due of his intention to raise the price of the essential commodity and shall not raise the price— •

(a) before the expiration of thirty days from the day on which the notice is received by the Controller-General ; or

(b) at any time thereafter, if, within the said period, the Controller-General communicates to him an objection to the price being raised.

(2B) A notice under sub-section (2A) shall specify the amount by which the price of the essential commodity is proposed to be raised and the reasons therefore and be accompanied by the latest annual audited accounts of the dealer, importer or producer.]

¹Subs. by the Price Control and Prevention of Profiteering and Hoarding (Amdt.) Ordinance, 1979 (64 of 1979), s. 2.

(3) Every dealer, importer, or producer shall supply to the Controller-General such information regarding the production, importation, purchase, stock, sale or distribution of any of the essential commodities as the Controller-General may, by an order in writing or by a notified order, require.

7. Penalties.—(1) Any person who contravenes any order made under section 3 or a notification issued, or order made, under section 6 shall be punishable with imprisonment for a term which may extend to three years and with fine which may extend to one lac rupees;

Provided that, if a person convicted for an offence punishable under this sub-section is again convicted for such offence, the term of imprisonment awarded to him shall not be less than one year.

(2) If the order made under section 3 so provides, any Court trying any contravention of such order may direct that any property in respect of which the Court is satisfied that the order has been contravened shall be forfeited to the Federal Government.

8. Attempts and abetments.Any person who attempts to contravene, or abets a contravention of, any order made under section 3 shall be deemed to have contravened the order :

Provided that a person who buys an essential commodity for his personal consumption or use and not for sale shall not be deemed to have abetted the contravention of an order controlling the price at which the essential commodity may be sold.

9. Offences by corporations.If the person contravening an order made under section 3 is a company or other body corporate or a partnership or other body of individuals, every director, manager, secretary, member or other officer or agent thereof shall, unless he proves that the contravention took place without his knowledge or that he exercised all due diligence to prevent such contravention, be deemed to be guilty of such contravention.

10. False statements.If any person—

(i) when required by an order made under section 3 to make a statement or furnish any information makes any statement or furnishes any statement which is false in any material particular and which he knows or has reasonable cause to believe to be false, or does not believe to be true; or

(ii) makes any statement as aforesaid in any book, account, record, declaration, return or other document which he is required by any such order to maintain or furnish, he shall be punishable with imprisonment for a term which may extend to three years, or with fine, or with both.

¹**[11. Power to try offences summarily.]**—(1) Offences punishable under this Act shall be tried by a Special Magistrate appointed under section 14A of the Code of Criminal Procedure, 1898. (Act V of 1898), in a summary manner as provided in sections 262 to 265 of the said Code.

Provided that sub-section (2) of section 262 shall not apply.

(2) If a Special Magistrate has reason to believe that any offence punishable under this Act has been committed by any person, he may enter the place or premises where the offence has been committed and try the offence on the spot.]

12. Power to amend Schedule. The Federal Government may, by notification in official Gazette, amend the Schedule so as to add to, or omit from it any commodity or class of commodities.

13. Presumption as to order.—(1) No order made by any authority other than a Court in exercise of any power conferred by or under this Act shall be called in question in any Court.

(2) Where an order purports to have been made and signed by an authority in exercise of any power conferred by or under this Act, a Court shall, within the meaning of the Evidence Act, 1872 (L of 1872) presume that such order was so made by that authority.

14. Burden of proof in certain cases. Where any person is prosecuted for contravening any order made under section 3 which prohibits him from doing an act or being in possession of a thing without lawful authority or without a permit, licence or other document, the burden of proving that he has such authority, permit, licence or other document shall be on him.

15. Protection of action taken under the Act.—(1) No suit, prosecution or other legal proceeding shall lie against any person for anything which is in good faith done or intended to be done in pursuance of any order made under section 3.

(2) No suit or other legal proceeding shall lie against the Government for any damage caused or likely to be caused by anything which is in good faith done or intended to be done in pursuance of any order made under section 3.

16. [Repeal.] Omitted by the Federal laws (Revision and Declaration) Ordinance, 1981 (XXVII of 1981), s. 3 and Sch., II.

SCHEDULE (See section 2)

¹[1. Chemical fertilizer of all sorts

1. Text – books of all sorts

¹Subs. by SRO 30 (KE)/02, dt; 2-2-02.

‘Sindh Essential and Commodities Price Control and Prevention of Profiteering and Hoarding Ordinance 2005’ (NO. PAS/LEGIS-B-14/2005-. The Sindh Essential Commodities Price Control and Prevention of Profiteering and Hoarding Bill, 2005 has been passed by the Provincial Assembly of Sindh on Wednesday, the 15th November, 2006 and assented to by the Governor of Sindh on Monday, the 18th December, 2006 is hereby published as an Act of the Legislature of Sindh) (**Sindh Act No.IX of 2006**) will come into force at once. (<http://www.dawn.com/news/159963/karachi-governor-issues-price-control-ordinance>)

According to the ordinance, the Deputy District Officer (Revenue) will be responsible to check prices, stock and record of essential commodities.

He shall also be responsible for the implementation of the ordinance under the supervision of the Executive District Officer (Revenue).

The EDO (Revenue) may give directions and instructions to the District Officer (Revenue) and the Deputy District Officers (Revenue) as he deems fit for proper implementation of the ordinance.

Under the ordinance, the government may through a notified order provide for regulating prices, production, movement, transport, supply, distribution, disposal and sale of essential commodities.

The ordinance provides for regulating the production, treatment and keeping of any essential commodity; regulating, by license, permit or otherwise, the transport movement and distribution between the districts of an essential commodity.

It prohibits the withholding of sale of an essential commodity ordinarily kept for sale.

It also requires any person holding stock in a district of an essential commodity to sell in another district the whole or a specified part of the stock at such price, to such persons or class of persons and under conditions as may be specified in the order.

The ordinance also provides for fixing maximum quantity of any essential commodity, which may at any time be possessed by a producer by a producer or dealer and for collecting any information or statistics with a view to regulating or prohibiting any of the matters aforesaid;

Furthermore, it requires persons engaged in any of the matters aforesaid to maintain and produce for inspection records relating to their business, and to furnish such information relating thereto.

The ordinance requires producers and dealers to mark essential commodities with the sale prices and exhibit, on their premises, a price list of the essential commodities held by him for sale.

The ordinance allows authorized inspectors to enter and search premises or any article of essential commodities according to which he believes a contravention of the ordinance has been, is being or is about to be committed.

Under the Ordinance, the government may also delegate powers conferred on it by or under the ordinance to such officer or authority subordinate to the government.

Any order made under Section 3 of the ordinance shall have effect, notwithstanding anything inconsistent therewith contained in any enactment other than this ordinance.

The district controller may, by notification in the official gazette, fix specific maximum prices of essential commodities and different prices may be fixed for different localities or for different classes or categories of any essential commodities.

No person shall sell or re-sell any essential commodity at a price higher than the maximum price fixed.

Every dealer, or producer shall supply to the district controller such information regarding production, purchase, stock, sale or distribution of any essential commodity as the district controller may require.

Any person, who contravenes any order made under Section 3 or a notification issued, or order made under Section 7 shall be punished with imprisonment up to three months or fine up to Rs10,000 or both.

Any person, who attempts to contravene or abets a contravention of any order made under section 3 shall be deemed to have contravened the order.

If the person contravening an order is a company or other corporate body, etc every director, manager, secretary, member or other officer or agent thereof shall be deemed to be guilty of such contravention unless he proves so.

No court shall take cognizance of an offence under the ordinance except by a complaint in writing by the concerned inspector.

If any inspector finds any person committing an offence, he may charge such person on the spot by issuing a ticket for payment of fine specified in the ticket.

A person charged with an offence shall unless, he contests the charge before the court having jurisdiction, pay within 10 days from the date of delivery of the ticket to him.

If the fine is not paid, the inspector issuing the ticket shall lay a complaint against the offender before the court having jurisdiction.

The inspector shall maintain a record of the tickets issued, complaints, recovery of fines, etc. He shall furnish monthly reports on the 10th day of each month.

The inspector shall be provided police assistance by the station house officer of the concerned police station to enforce the provisions of this ordinance, if the situation so warrants.

The government may, by notification, in the official gazette, make rules for carrying out the purposes of the ordinance.

The list of essential commodities include fresh milk, powdered milk, beef, mutton, chicken meat, milk for infants, white sugar, tea, edible oils including ghee, aerated water, fruit juices and squashes, vegetables, fruits, fish, eggs, pulses all sorts, wheat flour, rice, red chillies, spices all sorts (packed and un-packed), bakery items including nimco.

The ordinance provides for the punishment for various offences as under: failure to display pricelist of essential commodities, Rs500 for wholesalers, Rs200 for retailers and Rs100 for pushcart vendors; failure to declare stock of essential commodities, Rs500.

A ticket can also be issued if the following essential commodities are sold at prices higher than that notified: fresh milk Rs500; beef and mutton Rs500; chicken, fish and eggs Rs500; pulses, rice, wheat flour, sugar, powdered milk, tea, spices, edible oils including ghee, Rs500 for wholesalers and Rs200 for retailer; bakery items including nimco Rs500 for wholesalers and Rs200 for retailers; vegetables and fruits Rs200 for shops and Rs100 for pushcart vendors.—APP

**THE KARACHI ESSENTIAL ARTICLES (PRICE CONTROL AND ANTI-HOARDING)
ACT, 1953.** (<http://molaw.bizz.pk/new/body.php?cod=1961>)

¹ACT NO. XXVII OF 1953 [3rd November, 1953]

An Act to provide for regulating the possession, distribution, sale and prices of certain essential articles in the ²[Karachi Division].

Preamble WHEREAS it is expedient to make certain provisions for regulating the possession, distribution, sale and prices of certain essential articles in the ²[Karachi Division] ;

It is hereby enacted as follows:—

¹ For Statement of Objects and Reasons, see Gaz. of P., 1953, Pt. IX, p. 131.

² Subs. by A.O., 1964, Art. 2 and Sch., for “Federal Territory of Karachi” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3, and 2nd Sch, for “Capital of the Federation”.

1. Short title extent and commencement.—(1) This Act may be called the Karachi Essential Articles (Price Control and Anti-Hoarding) Act, 1953.

(2) It extends to the ²[Karachi Division].

(3) It shall come into force at once.

² Subs. by A.O., 1964, Art. 2 and Sch., for “Federal Territory of Karachi” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3, and 2nd Sch, for “Capital of the Federation”.

2. Definition. In this Act, unless there is anything repugnant in the subject or context,—

³[(a) “Commissioner” means the Commissioner of the Karachi Division ;]

(b) “essential article” means any article, other than an “essential commodity” within the meaning of section 2 of the Essential Supplies (Temporary Powers) Act, 1946, which the ⁴[Commissioner] may, from time

³ Subs. *ibid.*, for clause (a) which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for the original clause (a) .

⁴ Subs. *ibid.*, for “Agent” which had been subs. by Ordinance 1 of 1961., s. 3 and 2nd Sch., for “Chief Commissioner”.

to time, declare by notification, to be an article to which the provisions of this Act shall apply ;

- (c) “notification” means a notification published in the official Gazette ;
- (d) “prescribed” means prescribed by rules made under this Act ;
- (e) “retailer” means a trader who sells any essential article directly to a consumer ;
- (f) “trader” means any person engaged in the purchases, sale, or storage for sale of any essential article ;
- (g) “wholesaler” means a trader other than a retailer.

3. Power to fix prices and to require marking of prices.—(1) The ¹[Commissioner] may, by notification, fix the maximum prices above which no essential article shall be sold by any wholesaler, retailer, trader or any other person, and the prices so fixed may be different in different localities.

(2) The ¹[Commissioner] may, by notification, require any trader to mark essential articles with the sale prices fixed under sub-section (1), in such manner as may be prescribed.

(3) The ¹[Commissioner] may, by order in writing, require any trader to exhibit a list of essential articles with prices fixed under sub-section (1) at convenient place of his shop premises as prescribed.

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by Ordinance 1 of 1961, s. 3 and 2nd Sch., for “Chief Commissioner”.

4. Prohibition against purchase sale etc., at prices exceeding the maximum price.—(1) Notwithstanding anything contained in any contract, no wholesaler, retailer, trader or other person shall sell or purchase, or deliver or accept delivery of, any essential article at a price exceeding the maximum price fixed under sub-section (1) of section 3.

(2) No trader shall sell or offer or exhibit for sale any essential articles in respect of which marking of sale prices has been required under sub-section (2) of section 3 unless such article has been so marked.

5. Power to control possession of essential article.—(1) The ¹[Commissioner] may, by notification, direct that no wholesaler, retailer, trader or other person shall keep in his possession or under his control any essential article in excess of the quantity specified in such notification.

(2) If, on the date of issue of a notification under subsection (1) in respect of any essential article, any wholesaler, retailer, trader or other person has in his possession any quantity of such essential article in excess of the quantity specified in such notification, he shall forthwith report the fact to the ¹[Commissioner] or to such other officer as may be empowered in this behalf by the ¹[Commissioner], and shall take such action as to storage, distribution, or disposal of the excess quantity as the ¹[Commissioner] or such other officer may direct.

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

6. Power to require licence for trading. The ¹[Commissioner] may, by notification, direct that no trader or class of traders shall deal in any essential article except under, and in accordance with the conditions of, a licence issued in this behalf by the ¹[Commissioner], on payment of such fees and in such manner and form as may be prescribed.

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

7. Direction to sell to specified persons. The ¹[Commissioner] may, by general or special order in writing, direct any wholesaler, retailer, or trader holding stocks of any essential article to sell the whole or a specified part thereof at prices not exceeding the maximum fixed under subsection (1) of section 3, to such persons or class of persons and in such circumstances or against such permits as may be specified in the order.

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

8. Prohibition against withholding of sales. No wholesaler, retailer or trader shall, unless previously authorised in writing to do so by the ¹[Commissioner], withhold from sale or refuse to

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

sell to any person any essential article within the limits as to quantity imposed by or under this Act.

9. Power to require maintenance of account etc., and registration of godowns.—(1) Any officer authorised in this behalf by the ¹[Commissioner] may, by general or special order in writing, direct any wholesaler, retailer or trader :—

(a) to maintain accounts relating to any transaction in such manner and form as may be prescribed ;

(b) to submit such accounts, returns, reports or statements relating to any transaction in such manner and form as may be prescribed ;

(c) to cause his storage godown to be registered in such manner and within such period as may be prescribed.

(2) No person whose godown has been registered under clause (c) of sub-section (1) shall store any essential article in any place other than the godown so registered.

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

10. Power to enter inspect search etc. Any officer authorised in this behalf by the ¹[Commissioner] may—

(a) enter and inspect any premises, vessels, vehicles, or aircraft, used or believed to be used for the purchase, sale, transport, or storage for sale of any essential article ;

(b) enter and search any premises, vessels, vehicles, or aircraft, and seize any essential article, together with the containers thereof, in respect of which he has reasons to believe that a contravention of the provisions of this Act has been or is about to be committed ;

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

(c) direct the owner, occupier or other person in charge of such premises, vehicles, vessels or aircraft or any trader to produce any books, accounts, vouchers or other documents relating to the purchase, sale or storage for sale or transport of any essential article or to furnish such information relating to such transaction as the officer so authorised may require ;

(d) inspect or cause to be inspected any books, accounts, vouchers or other documents relating to any such transaction as aforesaid ; and

(e) take or cause to be taken extracts from or copies of any document relating to such transaction.

11. Provisions of the Act not to apply in case of Government purchase etc. The provisions of this Act shall not apply to the purchase, storage or distribution of any essential article by or on behalf of the ¹[Federal Government] or any Provincial Government.

¹ Subs. by F.A.O., 1975, Art. 2 and Table, for “Central Government”.

12. Power to exempt. The ²[Commissioner] may, by notification, exempt any person or class of persons from all or any of the provisions of this Act, subject to such conditions, if any, as may be specified in the notification.

² Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

13. Penalty and procedure etc. If any person contravenes any of the provisions of this Act or any rule made thereunder, direction or order issued under any such provision he shall be deemed to have committed the offence of hoarding or, as the case may be, of dealing in the black market, under section 3 of the Hoarding and Black Market Act, 1948, and all the provisions of that Act, shall apply to such contravention as if such contravention were an offence under that Act.

14. Delegation of power etc. The ¹[Commissioner] may, by notification, direct that any power or duty which is conferred or imposed by this Act on him shall, subject to such conditions, if any, as may be specified in the notification, be exercised or discharged also by any officer or authority subordinate to him.

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

15. Public servant. Any person empowered or authorised to do anything under this Act shall be deemed to be a public servant within the meaning of section 21 of the Pakistan Penal Code.

16. Power to make rules. The ¹[Commissioner] may make rules for carrying out the provisions of this Act.

17. Indemnity.—(1) No suit, prosecution or other legal proceeding shall lie against any person for anything which is in good faith done or intended to be done in pursuance of any provision of this Act and the rules made thereunder.

(2) No suit or other legal proceeding shall lie against the ¹[Commissioner] for any damage caused or likely to be caused by anything which is in good faith done or intended to be done in pursuance of any provision of this Act or the rules made thereunder.

¹ Subs. by A.O., 1964, Art. 2 and Sch., for “Agent” which had been subs. by the Repealing and Amending Ordinance, 1961 (1 of 1961), s. 3 and 2nd Sch., for “Chief Commissioner”.

18. Repeal and saving.—(1) The Karachi Essential Articles (Price Control and Anti-Hoarding) Ordinance, 1953, is hereby repealed.

(2) Any order, direction or rule made under the said Ordinance and in force immediately before the commencement of this Act shall be deemed to have been made under the provisions of this Act and shall have effect accordingly.

Price Control and Prevention of Profiteering and Hoarding (Amendment Ordinance, 2007 promulgated)

(http://app.com.pk/en/_index.php?option=com_content&task=view&id=20859)

ISLAMABAD, Nov 13 (APP): The President on Tuesday promulgated the Price Control and Prevention of Profiteering and Hoarding (Amendment Ordinance, 2007 to check the price hike, profiteering and hoarding in the country.

The Ordinance may be called the Price Control and Prevention of Profiteering and Hoarding (Amendment Ordinance, 2007 and shall come into force at once.

The Following is the text of the Ordinance promulgated by the President:

Ordinance No. LXVIII of 2007.

AN ORDINANCE

further to amend the Price Control and Prevention of Profiteering and Hoarding Act, 1977

Whereas it is expedient further to amend the-,Price Control and Prevention of Profiteering and Hoarding Act, 1977, (XXIX of 1977), for the purposes hereinafter appearing;

AND WHEREAS the National Assembly is not in session and the President is satisfied that circumstances exist which render it necessary to take immediate action:

NOW, THEREFORE, in exercise of the powers conferred by clause (1.) of Article ‘39 of [be Constitution of the Islamic Republic of Pakistan read with the Proclamation of Emergency of the 3rd day of November. 2007 and the Provisional Constitution Order No. 1 of 2007, the President is pleased to make and promulgate the following Ordinance:--

1 Short title and commencement. (1) This Ordinance may be called the Price Control and Prevention of Profiteering and Hoarding (Amendment Ordinance, 2007.

(2) It shall come into force at once.

2,. Insertion of new section, Act XXIX of 1977.- (1) in the Price Control and Prevention of Profiteering and Hoarding Act, 1977 (XXIX of 1977), after section 2, the following new section 2A shall be inserted, namely:-

“2A.Establishment of Price Control Councils.- (1) There shall be a Federal Price Control Council at Federal level and a Provincial Price Council in each Province.

(2) The Federal Price Control Council shall be headed by the Prime Minister, and shall consist of the following members, namely:

(1) Minister for Finance or Advisor to the Prime Minister on Finance, Revenue, Economic Affairs and Statistics ;

(2) Minister for Food, Agriculture & Livestock;

(3) Minister for industries, Production and Special initiatives;

(4) Minister for Interior;

(5) Deputy Chairman, Planning Commission;

(6) Chief Minister of all Provinces; and-

(7) such other members as the Prime Minister may deem fit

(3) “The Federal Price Control Council shall

(i) obtain information regarding prices of essential commodities prevailing In various markets;

(ii) review the prices fixed, by the competent authorities in various parts of the country:

(iii) monitor the action taken by the Special Magistrates and other enforcement authorities under this Act for purposes of price control;

(iv) issue directions and orders to ensure ; implementation of the provisions of this Act.

(4) The Provincial Price Control Council shall be headed by the Chief Minister of a Province and shall consist of the following members, namely:-

(1) Minister for Agriculture;

(2) Minister for Food,.

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- (3) Minister for Industries;
- (4) Minister for Agriculture and Marketing ;
- (5) Chief Secretary;
- (6) Chairman / Additional Chief Secretary,

Planning and Development;

- (7) Secretary-Home Department; and
- (8) such ether members as the Chief Minister may deem fit.

(5) The provisions of sub-section (3) shall mutatis mutudis apply to Provincial Price Control Council.

(6) The Provincial Price Control Council shall also be responsible for ensuring implementation of the directions and orders issued by the Federal Price Control Council”,

President
General Pervez Musharraf

CONCLUSIONS AND RECOMMENDATIONS

The Conclusions are based on a series of discussions / surveys / interactions with various stakeholders as mentioned in earlier chapters. The same are presented as below for each of the act separately, taken up under this study.

Review and Analysis

- The Essential Commodities Act (ECA) is a legislation brought about by GoI which gives powers to control production, supply, distribution etc. of essential commodities for maintaining or increasing supplies and for securing their equitable distribution and availability at fair prices.
- The Act aims to ensure availability of essential commodities to consumers and protect them from exploitation by unscrupulous traders. Administered by the Department of Consumer Affairs, the law gives the Government powers to control production, supply, and distribution of essential commodities for ensuring their equitable distribution and availability at fair prices.
- Using the powers under the Act, various Ministries/Departments of the Central Government have issued Control Orders for regulating production/distribution/quality aspects/movement etc. pertaining to the commodities which are essential and administered by them.
- The Essential Commodities Act is being implemented by the State Governments/ UT Administrations by availing of the delegated powers under the Act. The State Governments/ UT Administrations have issued various Control Orders to regulate various aspects trading in Essential Commodities such as foodgrains, edible oils, pulses, sugar etc. The Central Government regularly monitors the action taken by State Governments /UT Administrations to implement the provisions of the Essential Commodities Act, 1955. The items declared as essential commodities under the Essential Commodities Act, 1955 are reviewed from time to time in the light of liberalized economic policies in consultation with the Ministries / Departments administering the essential commodities. At present the list of essential commodities contains 7 items.
- The ECA is dated back to an era of food scarcity when secured supply of essential commodities was considered a necessary government responsibility. Under this act, the State Governments had / have the powers to issue Control Orders, give license to traders, impose stock limits, restrict movement of commodities, enforce compulsorily purchase of the commodity at the levy price and prescribe trading practices, etc.
- While, both the Centre and State Governments can issue an order declaring a commodity essential, allowing them to regulate its production, distribution, pricing and trading, the enforcement of the Act, however, lies with the state governments. Foodstuffs, including edible oilseeds and oils, drugs, petroleum and petroleum products, raw jute and jute textiles, seeds of food crops, vegetables and fruit and cattle fodder, etc. have been / can be declared as essential commodity under the Act.
- In a specific instance the Punjab Government had even declared sand as an essential commodity following large-scale mining.
- In 2002, the Central Government issued an order removing the licensing requirement and all restrictions on purchase, stocking, and transport of specified commodities including wheat, rice, oilseeds and sugar, and decontrolled it further in the following period. However, Control Orders are still in place in many States, although some of them are not used. The regulations are maximum in states like Andhra Pradesh, Maharashtra, Delhi, Punjab, West Bengal.

- Although the number of commodities notified under the ECA has been heavily pruned and only 7 commodities remain notified under ECA at present, the powers to notify any commodity remain in the hand of the authorities, unless the statute is repealed altogether.
- While on one hand it is often argued that removing controls on the movement and stocking of agricultural commodities across the country would result in incentives for the producer enterprises, cooperatives and private sector to invest in modern storage and bulk handling facilities for a range of commodities, on the other hand if such laws are not there, then the market starts showing cartelizing tendencies affecting drastically the equitable distribution and availability at fair prices of various essential commodities.
- However, investment in modern storage and bulk handling facilities for a range of commodities from non-government sources is likely to increase market efficiency and even reduce post-harvest losses. But there are a number of other statutory controls, either arising from Essential Commodities Act, 1955 or other statutes, which discourage the private sector from taking up various infrastructure ventures.
- The stock and storage limits, restrictions on inter-state and inter-district movement of food grains, controls on blending and processing of oilseeds, Prevention of Food Adulteration Act (PFA), 1954 FPO etc. could also be responsible for the slow growth of infrastructure and marketing development.
- The mere threat of potential Government action keeps the private sector participation in storage, transport and processing at a low level. It also bears consequences on verifications made at the inter-state borders on movement of goods.
- This may have adversely affected the potential of private sector initiatives and, consequently, agricultural development.
- Despite the superficial absence of direct utilization of Control Orders, their mere presence creates uncertainty and thereby distortions as any consignment could be stopped any time and detained for examination. It further keeps certain powers with the food inspectors, often liable to be misused.
- Many of the provisions in this Act have become irrelevant in the context of having achieved self-sufficiency in production.
- They hamper the market from performing its productive and commercial role.
- A large number of permits and licenses are required to be obtained from the authorities under the Essential Commodities Act and periodically returns have to be submitted and inspections carried out, which add to transaction costs.
- Some notifications under the same Act restrict movement of goods from the surplus states to deficit states.
- These controls and restrictions, which include the ever present threat of arrest, act as disincentives to production and distribution of essential commodities by organised companies that can exploit economies of scale.
- The ECA was introduced during a period when India was not self-sufficient in agriculture and controlling the movement and storage practices acted as an efficient check against dishonest business practices. However, given the fact that India has now created a respectable buffer stock of food grains against any disaster, there is scope for re-looking at the actual utility of atleast some of the provisions.
- Some people feel there is reason to believe that the law has outlived its utility and is only contributing to the rising transaction costs. Although in the last few years both the State and the Central governments have taken number of steps to reduce the rigors of the ECA and the number of commodities covered by it has been drastically cut down, the government still retains the right to bring any commodity under its purview, if need be.
- One of the argument is that the powers for states to restrict the movement of agricultural products out of their territory granted by the ECA are incompatible with the principle of a single market. They may have served a purpose in helping to preserve local food security but at the cost of reducing food security for India as a whole.

- Modern Retail in emerging up in recent times as an efficient mechanism for public distribution of the essential commodities to consumers at affordable prices. Big retailers operate on a “everyday (week) low price” strategy, which is driven by passing on scale benefits to consumers. However, the regulation that governs essential commodities, mainly the ECA and the host of licensing, storage control orders issued by the central and state government has not changed its face and the tools used for regulation and control are the same as being envisaged decades ago.
- There are several clauses in this act, which hamper both wholesalers as well as retailers. The Clauses which were designed to tackle problems faced in the past and are hampering the growth of the retail industry include provisions on stock limits, maintenance of various physical registers, display of price lists, etc.
- The stocking limits (if notified) of a retail hypermarket are generally kept the same as for retailers, which is extremely low considering their scale of operations and are limiting high volume staples to almost the daily sales of the stock. For servicing the large format super stores across various states or in some cases across the country, these quantities are grossly inadequate and are forcing companies to open multiple warehouses or have more frequent replenishments to meet their growing requirements which drive up operational costs (passed on to the consumers / customers).
- In most of the cases it has been observed that the FPS dealer is political person or some persons who is involved in active politics. In a democratic system where politicians are seeking vote to get elected to various public positions, many a times FPS become an instrument of greasing the palms of poor people or select people at the cost of other ration card holders. In rural areas such conditions are rampant. In the post-election scenario it could result in punishing / shunning the card holder, who did not vote to the party in which the dealer was interested.
- Many places it has been observed that a single person takes ration for more than one card, on the pretext that the others could not come due to some reasons and have authorized him / her to collect their ration also, but the reality is generally different.
- FPS displaying the essential details / data / information outside their shops, is rarely seen

Price Control

- Hoarding could be made a non-bailable offence
- A price stabilisation fund could be set up to enable states to undertake market intervention, specifically for non producing states (in case of food stuffs / agricultural commodities).
- States could explore establishing a revolving fund for buying products/produce in bulk and regulate their storage as well as distribution to meet peak demand during any particular season at reasonable prices. This could also be done through the Public Distribution System for the benefit of the BPL Card holders.
- States could establish a Price Monitoring Cell that will monitor the prices of price sensitive commodities on the basis of wholesale prices at the mandis as well as the retail prices obtaining in various parts of the State. This would help the states in making market interventions on a real time basis.
- In the same light continuous monitoring of imports and exports as well as the respective import / export price so as to import minimum export price restrictions as and when required on proactive basis
- The marketing opportunities for farmers require improvement by minimising the cost of intermediation in the supply chain either by using co-operatives or encouraging initiatives of national spot exchanges or any other appropriate, acceptable and suitable mechanism.
- There seems to be some legal hurdles in creating barrier-free national market through electronic portals, which could be looked into.
- The powers for states to restrict the movement of agricultural products out of their territory granted by the ECA are incompatible with the principle of a single market. They may have served

a purpose in helping to preserve local food security but at the cost of reducing food security for India as a whole. It would therefore be important to have a relook for rationalization of this provision. Infact, it is suggested that for specific essential commodities some kind of Grids could be established. These grids could have three essential parameters, namely production areas, consumption areas and storage points. In short a mapping of production (quantity) and consumption (quantity) could to be done for any particular commodity (say a potato grid, tomato grid, etc., etc.) and intermediate storage points / godowns / warehouses could be established / earmarked such that the supplies could be augmented at any time in high consumption or scarcity pockets. To facilitate this one could think of dedicated (could be even seasonal for seasonally producing commodities) transport system (we recommend goods trains including refrigerated carriages / bogies) to ensure easy, smooth and cheap movement of produce from the high production areas to storage points in low production / high consumption areas.

- Creation of terminal market complex (TMC) by private entrepreneurs with all infrastructural facilities like storage, cold storage, transportation, electronic auction as suggested above is also plausible.
- Establishment of a Common National Market with efficient supply chain management with scientific storage godowns especially for price sensitive commodities, at strategic locations could also address any inflationary trends, whenever they occur.
- Some studies need to be initiated to enumerate the profitability of the different players in the supply chain of specific (price sensitive / volatile) commodities. It has been observed that the undue profiteering is being done at the middleman level. In this bargain neither the producer is benefiting nor the ultimate consumer. It would be therefore in order to consider issue of instructions prescribing ceiling on retail prices of commodities or maximum profit margins on wholesale and retail trade in essential commodities.
- Some kind of governmental intervention (as has been done in Delhi and some other states) to reduce the margin between the wholesale prices would go a long way in controlling the prices
- A useful strategy is to ensure that adequate decentralized stocks are maintained in different scarcity pockets to ensure adequate supply as and when required. In light of this all out efforts need to be made to mobilize existing storage capacity utilization from all sectors and creation of more and more capacity

Recommendations

- All offences under the Essential Commodity Act should be made non-bailable
- Appropriate stringent punitive measures should also be incorporated, for the owner / driver / hirer / user of the vehicle (used to siphon off produce) prima facie responsible for abetting the offences under the Act.
- A national level study needs to be taken up regarding the currently applicable control orders in each of the states and UTs, their listing and detailing including collecting a copy of each of these orders (duly translated into English) and preparing a national compendium for the same.
- Many of the current important issues are emerging due to advent of newer marketing practices / channels coming in vogue and becoming popular. Some of these are Direct Selling, E-selling / e-tailing, Malls and Shopping Marts. It is important to decide whether separate regulations are required for such channels or the same could also find mention in the existing ECA. It is felt that the ECA should be made more comprehensive, so as to include all the channels of marketing irrespective of its dimensions and scale of operations and can be dealt separately in sub-section of the act, appropriately.
- There is lot of confusion in terms of the applicability of various provisions of the act. Often the various stakeholders are confused. At a time when the GoI is talking in terms of Good Governance and Delivery, it is therefore essential that all the Prevalent Control Orders for respective state be

put on their official website in Vernacular language with their English as well as Hindi versions. There should be a separate link for current applicable control orders which is different from the historical progress / issue of control orders / notifications, etc. The various control orders (at least their synopsis) should be displayed on hoardings in every district in public places to begin with.

- Vegetables, fruits and other perishable commodities which are price sensitive could be removed from the ambit of the APMC Act and State Governments could be instructed to take immediate action for issue of appropriate orders / notifications in this regard.
- It is utmost important that Effective operations against hoarders and Black-marketeers be designed and put in place such that the steps taken are fast, swift and visible
- Suitable provisions also need to be made for fast disposal of food grains stocks seized under the provisions of the act.
- A separate category of 'Storage Location' apart from Wholesaler and Retailer could be introduced, with a separate stock limit prescribed for it, for Retail Chains / Marketing outlets. If at all there are to be licensed quantities, they could be linked to monthly sales and allow license free stocking of average 3-4 weeks sale for a retailer and 7-8 weeks sale for a wholesaler. Some provisions could also be made which encourages / promotes shifting storage and warehousing locations outside the City / Municipal limits thus freeing up valuable space within the Municipal Corporation Areas as well as reducing storage and warehousing costs.
- There seems to be a Lack of Clarity about various law & its Provisions and applicability. The departments often issue notifications and amendments with ineffective methods of circulating them to all the stakeholders including the ultimate consumers as well as those who need to abide by them, causing unintended errors and non-compliance. The notifications and amendments are distributed in such a manner that it becomes difficult to understand which notification is applicable at any given time. Not only is the method of distribution ineffective, but the notifications and amendments tend to contradict one another. Hence, a system should be put in place to carry out timely and effective distribution of notifications and amendments so that those who need to abide by them do not unintentionally cause errors, which result from any non-compliance. It would also be beneficial if all the notifications and amendments were released in a uniform manner so as not to cause any confusion on the part of the complier and displayed in public places and available on public portals.
- Maintenance of stock register (if required) through computer systems should be an acceptable compliance where the various details can be made available through the ERPs like SAP.
- It is felt that all the key decision making and other related powers in the district has been vested to the 'Collector'. It is well known that the Collector / District Magistrate / Deputy Commissioner in almost every district are so busy with other routing and exhaustive work that they hardly have time to oversee the entire implementation of the acts related to Essential Commodities. Needless to mention, none of the Collector / District Magistrate / Deputy Commissioner were available for comments on the system in any of the four districts surveyed under this study and even after repeated efforts / requests none apparently either had the time or the will to meet the consultants team. In all the four districts surveyed under this study, it was felt that they were hardly involved in any way in preventing / regulating the malpractices or contraventions of the acts in a active manner. For them it is one of the many tasks assigned to them and probably of least importance. Even when the files are sent to them by the food department officials, most of the time they keep pending for a long time before being cleared Therefore, it is strongly felt that in the district either a special officer of the Food Department should be posted who is given full authority for implementing and regulating these acts or the District Food and Civil Supplies Officer is vested with full powers as is now vested with the Collector / District Magistrate / Deputy Commissioner. It is strongly felt that this would make the entire chain of implementing and regulating the act more efficacious as well as efficient.

- Once the Act has been made and implemented, then the onus of using the provisions of this act to fulfill the objectives of this Act lies on the controlling authorities in which the appropriate powers are vested. However, the very fact that inspite of this Act and inspite of so many such provisions and powers, still numerous of instances come to light which are constricting the easy availability of essential commodities at fair prices to the consumers. There is no clause in the Act regarding accountability and penal action for lack of accountable and timely action. There should be separate provisions in the Act, which makes all those who have been vested with powers for regulation under this act, also accountable and in case the slackness is proved or comes to light, then it should be made punishable.
- Adulteration and quality of commodities do not find any mention in this act. Both these are very relevant and therefore needs to be adequately covered under the provision of the EC Act.
- More powers should be vested in the Central Government in terms of making rules and regulation for facilitation of this act, giving directives to the State Governments, etc.
- One of the most important and major player in supply of the Essential Commodities (Food Items) is the Fair Price Shop. As per our survey findings there are major problems and issues with most of the FPS. The hapless, scared, powerless, toothless consumers are hardly able to do anything or even lodge a complaint against their designated FPS dealer, fearing the backlash, harassment, including denial (complete or partial) of their right to get their mandated supply of monthly ration, cancellation of their ration card, changing the category of their ration card, etc., etc. The list seems to be endless and the poor consumer is simply at the mercy, whims and fancies of the PDS dealer. PDS dealer in turn behaves like a lord, wherein he decides when to open the shop. Who to give the ration to, when to give the ration, rate at which the ration is to be given, quantity or ration to be given, etc., etc. The FPS dealers have developed a very clever mechanism, wherein they ensure that a small percentage of their assigned consumers are given full and timely supply or even more than the stipulated quantities, while the remaining majority does not fall in this privileged class. Whenever or if at all any inspection takes place or any complaint is lodged, then this privileged class of consumers are brought in the forefront to vouch for the credibility of this FPS dealer and prove the complainant wrong or incorrect. It is strongly felt that if the FPS dealers were doing their due in a efficacious, efficient and just manner then there would have been no such problems at all. Therefore, it is absolutely to reign in the PDS dealers to act in a manner which is expected of them and this reigning in can be done by the authorities who have been assigned to supervise and regulate them. The very fact that many of the FPS dealers are acting at their own whims and fancies, makes it evident that the authorities have failed grossly in performing their duty in the interest of the poor consumers. Therefore, it is felt that some accountability should be fixed to these officials / authorities also and this accountability should provide for punitive measures, should they fail in acting appropriately. This will go a long way in setting the PD system right and in the interest of the million and millions of consumers who have become helpless and hapless.
- One very strong sentiment which has emerged during the course of the survey amongst most of the respondents is the fact that the PDS covers small and large family at par and in proportion to the size of the family (no. of units in the family). Most of those who had small families felt that they were at a loss as due to less number of members in their family they were getting less ration, while those who had more members in their family were getting more ration (in proportion to the number of family members). In fact, informally many of them shared their feeling of guilt / remorse / repent that they did not enlarge their family size (produce more children, which they could have easily done) and now they were suffering as they had only 1 or 2 children and hence getting lesser ration than others who had many many children and large family size. The feeling and grudge is so strong that one is forced to think whether the Government's commitment to provide Essential Commodities to each and every person is perpetrating or is likely to perpetrate larger family sizes / production of more children rather than increased production at farm and factory. This is an issue which is likely to become more and more critical in years to come, therefore it is felt that an extensive critical analysis needs to be done urgently as to whether the

Government can think of limiting the PDS supplies to fixed maximum number of family members rather than providing the facility for all the family members irrespective of the size / no..

Recommendations for the PDS

- Information must reach the cardholders well in advance per period (month) regarding arrival and distribution of items through the FPSs,
- There has to be regular distribution of items throughout the period (month),
- There has to be provision for the poor (BPL) households to get the items from the FPSs in installments, purchasing the full eligible quantity in one go should not be mandatory
- Many people feel that supply of kerosene through PDS has outlived its relevance. Alternative marketing channels / outlets should be provided for in such a manner that should any BPL or AAPL category require kerosene, then using his ration card he can get the same at subsidized / fixed price from this outlet
- Poor people have pointed out that edible oil is absolutely essential for them and the prices have been sky rocketing in the last couple of years. They have strongly advocated for its inclusion in PDS.
- The FPS should be located inside the village such that it is easily accessible to all the card holders at any time of the day
- Regular and periodic monitoring of the PDS at all levels is absolutely essential
- Assessment for identification of BPL and APL cardholding should be corrected
- Diversion of items to open market and purposed other than for consumption as food item by human beings should be stopped,
- Panchayat functionaries need to be more proactive in monitoring of the PDS.
- Panchayats could ensure regular distribution of items at village level,
- Panchayats could check the stocks in the FPSs at the beginning and at the end of distribution of items per period,
- Panchayats could check the quantity distributed per household per period, check the visibility of Price Chart and also check price list of items,
- Panchayats could take care of issuing new cards, particularly for card-less households.
- Most of the BPL households need sugar on a regular basis in their consumption basket. However, the irregular distribution of sugar by the FPSs is the major reason for non-purchase of sugar by the BPL households from the FPSs. Often availability of only a negligible fraction of the allotted quota of sugar per card leads to non-purchase of sugar by the BPL households. This is in spite of the fact that the intra-BPL inter-commodity price differential for sugar is much higher relative to other commodities, like rice and wheat, distributed through the FPSs.
- There is a big problem due to lack of a credible mechanism for provision of information of undistributed items in stock with the FPS Dealer. Some mechanism needs to be developed and also it should be ensured that the balance of items to be supplied for the following month by the Supply Department, should be calculated after subtracting the stocks of the preceding month from regular allotment of the following month.
- The Supply Inspector-in-Charge should be made responsible for reporting on undistributed stock item wise to the Supply Department and the accumulation thereof by any FPS dealer.
- Commission of the FPS dealer on various commodity in a cause of concern. Apparently, it is on the lower side, due to which the dealer is often tempted to makeover by doing some hanky panky / malpractice, etc. Revision of rates to make the running of the FPS sustainable is important.
- Public display of quantity of items distributed by the FPS Dealers per period, and quantity of items remaining undistributed, one month-wise calendar used for each of these 'displays', should be made mandatory and non-compliance an offence.

- Compulsory maintenance and availability of records for each of sale, stock, and Ration Card Master Register by the FPS Dealers should be made mandatory and non-compliance an offence.
- Periodic verification of ration cards at the level of households say one every year, issue new cards (for example, for new-born babies), issue cards to cardless households/individuals, cancel false cards, reorient misallocated (for example, by BPL and APL categories) cards, etc. should be made mandatory.
- Allotment of FPS Dealership to political persons or those persons holding political positions should be barred and instead local educated unemployed youth preferably from the socio-economically-disadvantaged sections in the locality should be preferred
- Some ways and means have to be devised to stop criminal/illegal interference in the PDS network at the local level.
- A serious discussion is required regarding the allotment of FPS to political persons. Ideally, no political person should be allotted to run FPS.
- As a rule no FPS should be allowed to give ration of more than one ration card to any single person.
- Non-compliance of displaying the essential details / data / information outside their shops, should be made punishable

CHAPTER – VI

SUGGESTED SPECIFIC CHANGES / AMENDMENTS

SECTION-WISE PROPOSED CHANGES / AMENDMENTMENTS ON THE ESSENTIAL COMMODITIES ACT 1955

Section in ECA 1955	Title / Caption of Section	Proposed Changes / Amendments by Santek Consultants Pvt. Ltd.
1	Short title and extent	In the genesis or the explanation the `word good quality' commodity could also be included (Adulteration and quality of commodities do not find any mention in this act, which is relevant to be included in the present context)
2	Definitions	<p>Many states have either a District Magistrate or Deputy Commissioner. Hence alongwith the Collector – District Magistrate / Deputy Commissioner could also be added.</p> <p>Definition of `Foodstuffs' is very important and should be given clearly.</p> <p>Some of the definitions as per different dictionaries are as follows :</p> <ul style="list-style-type: none"> ➤ Any material, substance, etc, that can be used as food ➤ Any <u>substance</u> that is used as <u>food</u> or to make <u>food</u>: ➤ Any substance with food value; <i>specifically</i> : the raw material of food before or after processing ➤ Any substance with food value; ➤ Any substance <u>suitable</u> for <u>consumption</u> as <u>food</u>: ➤ Any substance that can be used or prepared for use as food. <p>One of the standard definition of `Food' is as follows :</p> <p>Food is any substance consumed to provide nutritional support for the body. It is usually of <u>plant</u> or <u>animal</u> origin, and contains essential <u>nutrients</u>, such as <u>fats</u>, <u>proteins</u>, <u>vitamins</u>, or <u>minerals</u>. The substance is <u>ingested</u> by an <u>organism</u> and assimilated by the organism's <u>cells</u> to provide <u>energy</u>, maintain life, or stimulate growth.</p> <p>In Essential Commodities Jute and its products as well as Hank Yarn made wholly from cotton seem to have lost its relevance in the current day context. Therefore, one may consider doing away with these two commodities also.</p>

		<p>`Life saving drugs', are very important and relevant in the present context, therefore it should be explored if this needs a separate mention or is already implied in the work `Drug' itself.</p> <p>Clean and hygienic drinking water has become very important due to it becoming gradually scarce. It should be explored whether it needs a separate mention here and needs to be covered in the definition of essential commodities.</p> <p>The time frame of six months is leading to lot of confusion, so it can be deleted</p>
3	Powers to control production, supply, distribution, etc., of essential commodities	<p>In the present context e-commerce, e-tailing or e-retailing, Direct Selling, Malls, etc. need to be defined and their relevance clarified.</p> <p>It is worthwhile to explore whether something regarding regulation of imports or exports needs to be mentioned here.</p> <p>It is also worthwhile to explore whether something regarding endues of commodities needs to be mentioned here.</p> <p>In addition to Producer and Recognized Dealer, whether mention of manufacturer, importer, exporter, distributor, etc. is required.</p> <p>It should be mentioned somewhere that all transations (change of hands) has to be recorded electronically such that it is verifiable. The chain or recording should start straight from the producer and go on till the commodity is passed on to the consumer. Use of some suitable National Grid (of MIS, etc.) is recommended for this purpose.</p> <p>***** ***** *****</p>
4	Imposition of Duties of state Government etc.	This section talks only about Central Government and State Governments. It should be explored whether `Union Territory Administration' need to be added here, additionally.
	Obligation of States to issue control orders and check price rice or hoarding	
5	Delegation of Power	Same as comment in section 4
	Accountability of officers for enforcing and non enforcing the provisions of the act	Accountability clause is essential with punitive actions/measures for erring and non-performing officials / authorities
6	Effects of orders inconsistent with other enactments	
6-A	Confiscation of essential commodity	In addition to the word `Collector', `Deputy Commissioner' and `District Magistrate' could also be included.

		<p>It has been observed that apart from physical presence of essential commodities in transport or godowns, there is a substantial or maybe manifold quantity which is changing hands just on paper / paper bills or more such instruments. The dimensions of this in multiple fold than what transacts physically. Therefore, it is essential to see how this practice could be included under this act.</p> <p>Future trading (including for speculation purposes) is again a important activity which is rampant in almost all commodities including most of the foodstuffs. It is important to commission a detailed exercise on the relevance of future trading in the context of the ECA and then include some provisions, in case the sensitivity is found to be high or sizable.</p>
	Auction/ disposal of confiscated commodity LPG/ Food grains/ Petrol/ Diesel.	The confiscated goods under this category should remain in possession of the confiscating authorities including the LPG cylinders
6-B	Issue of show cause notice before confiscation of essential commodity	<p>Some thing needs to be specified in terms of the time frame in which the accused has to submit the answer to the show cause notice before confiscation and in case the answer is not received in the stipulated time, then the confiscation should be automatic.</p> <p>Regarding the owners of the vehicles – it should be more explicitly mentioned as to what will be considered as ‘reasonable and necessary precautions’, which he is supposed to take against being use for contravention of provisions under this act</p>
6-C	Appeal	Fixing of time frame in receiving and disposal of the appeals is very important.
6-D	Award of confiscation not to interfere with other punishments	None
6-E	Bar of jurisdiction in certain cases	None
7	Penalties	In Section 7 (a)(i) the imprisonment could extend to 3 years and in Section 7 (a)(ii) it should not be less than one year
7-A	Power of Central Government to recover certain amounts as arrears of land revenues	Additionally it could be added (taking a cue from RBI guidelines) that in such event, unless the arrears are fully recovered, a notification should be issued to all financial institutions regarding the default made be the person/s concerned, appropriately (some kind of blacklisting).
8	Attempts and abetment	None
9	False Statements	None
10	Offences by Companies	<p>While separate section is given for ‘Offences by Companies’, there needs to be a mention of partnership firms, HUF operations, proprietorship firms, societies, trusts, etc., also and provisions for all these be specified.</p> <p>In case of companies, the Board of Directors should be directly held responsible for any contravention, lapse, etc.</p>
10-A	Offences to be cognizable and bailable	Offences should also be made non-bailable, however some escape clause need to be added to avoid any undue harassment or action taken without merits or for reasons other than meritorious ones

10-AA	Power to Arrest	None
10-B	Power of court to publish name, place of business, etc. of companies convicted under the Act.	None
10-C	Presumption of culpable mental state	None
11	Cognizance of offences	None
12	Special provision regarding fine	Rupees Five thousand seems to be too meager an amount. It can be up-revised.
12-A	Constitution of special courts	More detailing is required regarding the setting up of and constitution of the Special Courts which are so try all cases pertaining to the ECA.
12-AA	Offences triable by special courts	The detailing above should also include details of all cases which can be tried under its jurisdiction and the logistics thereon.
12-AB	Appeal and revision	None
12-AC	Application of code to proceedings before a Special Court	None
12-B	Grant of injunction etc., by civil courts	None
13	Presumption as to orders	None
14	Burden of proof in certain cases	None
15	Protection of action taken under Act	Definition of Good Faith is very important here, specially with multiparty system in vogue, where many a times actions are initiated due to vengeance or similar such attitude. Whether in such cases and after the accused is acquitted, whether the accused can file compensation against the authority for false implication ??
15-A	Prosecution of Public Servants	Once the Act has been made and implemented, then the onus of using the provisions of this act to fulfill the objectives of this Act lies on the controlling authorities in which the appropriate powers are vested. However, the very fact that inspite of this Act and inspite of so many such provisions and powers, still numerous of instances come to light which are constricting the easy availability of essential commodities at fair prices to the consumers. There is no clause in the Act regarding accountability and penal action for lack of accountable and timely action. There should be separate provisions in the Act, which makes all those who have been vested with powers for regulation under this act, also accountable and in case the slackness is proved or comes to light, then it should be made punishable.
16	Repeals and savings	None

**SECTION-WISE PROPOSED CHANGES / AMENDMENTMENTS ON THE
PREVENTION OF BLACKMARKETING AND MAINTENANCE OF SUPPLIES
OF ESSENTIAL COMMODITIES ACT, 1980**

Section in PBMMSEC Act 1980	Title / Caption of Section	Proposed Changes / Amendments by Santek Consultants Pvt. Ltd.
1	Short title, extent and commencement	None
2	Definitions	Definitions of Malpractice, Blackmarketing, Hoarding, Profiteering, Unjustified rise in prices, etc. should also be given clearly with explanation
3	Power to make orders detaining certain persons	<p>There is lack of clarity in this clause of taking approval of the State Government for any order. It should be explained in more detail or the large sentence should be broken up in smaller ones for better comprehension. It is further suggested that the relevance of the clause to get the order approved by the State Government should be re-examined and assessed whether the powers could be given to someone at the district level itself or at the division level. In a state like UP which has almost 80 districts, with one Secretary / Principal Secretary at the State Government Level, one can imagine the enormity of the work load they have. It seems literally impossible for them to react that too in a perfect judicious manner in the time frame provided.</p> <p>The time frames for other issues also seem to be little unrealistic and they could be increased appropriately.</p>
4	Execution of detention orders	The time frames seems to be little unrealistic and they could be changed appropriately.
5	Power to regulate place and conditions of detention	None
6	Detention orders not to be invalid or inoperative on certain grounds	None
7	Powers in relation to absconding persons	None
8	Grounds of order of detention to be disclosed to person affected by the order	It is suggested that the grounds on which the detention is being made should be disclosed at the time of detention itself. It is illogical that

		<p>when the due approval has been taken by the concerned authorities to detain a person citing valid reasons, then why the reasons cannot be disclosed to the detainee and why should it take a week or even more to disclose the reasons of detention. It is also against jurisprudence that a person is detained and kept in detention without giving reasons uptill a week or ten or twelve days.</p> <p>This also gives the detainee more time for preparing for his defence in case the detainee feels that the detention is unjustified.</p>
9	Constitution of Advisory Boards	<p>Detailing needs to be provided as to what is the precise objective of constitution of this board, what are the duties and powers of the board members and its chairman. The rules and regulations of this board also needs to be framed uniformly across the country to maintain parity. In the absence of such clear guidelines and clarity, the State Governments seem to be at a loss regarding constitution and its validity. Even things like whether the Advisory Board members would be paid members, or some other form of remuneration is to be provided for, office expenses, administration, etc., all needs to be specified or some powers have to be vested in someone to frame all the rules and regulations.</p> <p>Furthermore, states that 'The Central Government and each State Government shall, whenever necessary, constitute one or more Advisory Boards for the purposes of this Act'. The ward 'whenever necessary' is causing ambiguity and needs explanation are rewording.</p> <p>The time frames provided for the Advisory Boards and that of the State Government needs to be synergized. It is also necessary to be clear as to whether during original detention based on State Government's approval any approval of this Board is required or not, is this board a judicial authority or quasi judicial authority, can its judgement be challenged in court of law, if so in which court, etc., etc.</p>
10	Reference to Advisory Boards	
11	Procedure of Advisory Boards	
12	Action upon the report of Advisory Board	
13	Maximum period of detention	<p>Detention period could be increased to a maximum of two years. But this should be subject to having concrete reasons for detention.</p>

14	Revocation of detention orders	None
15	Temporary release of persons detained	None
16	Protection of action taken in good faith	Definition of Good Faith is very important here, specially with multiparty system in vogue, where many a times actions are initiated due to vengeance or similar such attitude. Whether in such cases and after the accused is acquitted, whether the accused can file compensation against the authority for false implication ??
17	Repeal and saving	None

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