

## **Management Traineeship Segment**

**Situation Analysis of Targeted Public Distribution System and Impact  
Assessment of Village Leadership Programme in three selected villages  
of district Mewat, Haryana.**

Submitted to:

**SEHGAL FOUNDATION**

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## **Acknowledgement**

*“It is not possible to complete a project without the assistance & encouragement of other people. This one is certainly no exception.”*

On the very outset of this report, we would like to extend our sincere and heartfelt obligation towards all the personages who have helped us in this endeavour. Without their active guidance, help, cooperation and encouragement, we would not have made headway in the project.

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Any omission in this brief acknowledgement does not mean lack of gratitude.

**Thanking you,**

**Manzoor Kanuga (P35150)**

**Shubham Garg (P35187)**

## **Executive Summary**

- I. Title:** Situation Analysis of Targeted Public Distribution System and Impact Assessment of Village Leadership Programme in three selected villages of district Mewat, Haryana.
- II. Organization:** Sehgal Foundation, Gurgaon (Haryana)
- III. Reporting Officer:** Dr. Vikas Jha (Group Leader, Good Governance Now)
- IV. Faculty Guide:** Prof. Indranil De
- V. Participants' Name:** Manzoor Kanuga (P35150), Shubham Garg (P35187)

**Objectives:** The project aims to analyze the current situation of Targeted Public Distribution System and to assess the impact of Village Leadership School (VLS) Programme initiated by Sehgal Foundation in context of TPDS in Mewat district of Haryana.

**Scope of the Study:** The study was done in six (three pairs of VLS and non-VLS) villages of Mewat with the objective to assess PDS from the perspective of beneficiaries and Depot Holders.

**Methodology:** Households' surveys with sample size of 50 using Stratified Random Sampling along with Structured Interviews of Depot Holders were conducted in each of the six villages to understand the functioning of PDS. Informal interviews of Food Inspectors, Sarpanch, Block Coordinators and Governance Guides working for Sehgal Foundation were also conducted.

**Sources of Data:** Primary data was collected from beneficiary households, and Depot Holders of the six villages. Secondary data was collected through Depot Holders, Gram Panchayat Offices and Governance Guides working in the villages under the study.

**Major Findings:** On the pretext of delay in supply from CONFED, depot holders usually make delay in distributing commodities to the beneficiaries. People attending VLS meetings showed increased signs of awareness about their entitlements and have contributed in the improvement of TPDS functioning in the village. The group attending the VLS meeting unites themselves and lodges the complaints. In non-VLS villages, people are unaware about the appropriate channel through which they could register their complaints against irregularities in TPDS.

**Recommendations:** The DFSC office, through SMS service could directly connect to the beneficiaries, where the beneficiaries would be informed about their entitlements, the tentative dates by which they would receive the commodities and the Grievance Redressal System.

## Table of Contents

1. INTRODUCTION .....	1
2. OBJECTIVE .....	6
3. LITERATURE REVIEW .....	6
4. METHODOLOGY .....	8
5. DATA ANALYSIS: .....	10
I. VILLAGE PROFILING .....	10
II. SITUATION ANALYSIS OF PDS .....	17
A. Stock-Out of Commodities.....	17
B. Satisfaction Level.....	32
C. Submission of Ration Card to the Depot Owner.....	34
D. PDS: Through the lens of Depot Holders.....	37
III. IMPACT ASSESSMENT OF VLS PROGRAMME.....	39
A. Conversion of cases of dissatisfaction into Formal and Informal Complaints: .....	39
B. Awareness Level about the Toll-Free number: .....	44
C. Time taken by the Government officials to address the complaint:.....	46
6. CONCLUSION .....	50
7. RECOMMENDATIONS.....	51
8. REFERENCES .....	53

## LIST OF FIGURES

Figure 1: Distribution structure under PDS .....	2
Figure 2: Political map of Mewat .....	6
Figure 3: Gender-wise distribution of Sample: Jargali .....	10
Figure 4: Category-wise distribution of Sample Households: Jargali .....	11
Figure 5: Gender-wise distribution of Sample: Jatka .....	11
Figure 6: Category wise distribution of Sample Households: Jatka .....	12
Figure 7: Gender-wise distribution of Sample: Rawa .....	12
Figure 8: Category-wise distribution of Sample Households: Rawa.....	13
Figure 9: Gender-wise distribution of Sample: Bhagola .....	13
Figure 10: Category-wise distribution of Sample Households: Bhagola.....	14
Figure 11: Gender-wise distribution of Sample: Shikarpur .....	14
Figure 12: Category wise distribution of Sample Households: Shikarpur .....	15
Figure 13: Gender-wise distribution of Sample: Gogjaka .....	15
Figure 14: Category-wise distribution of Sample Households: Gogjaka .....	16
Figure 15: Wheat stock-out: AAY category: Nagina block.....	17
Figure 16: Wheat stock-out: BPL category: Nagina block.....	18
Figure 17: Wheat stock-out: PH category: Nagina block .....	18
Figure 18: Sugar stock-out: AAY category: Nagina block.....	19
Figure 19: Sugar stock-out: BPL category: Nagina block .....	20
Figure 20: Pulses stock-out: AAY category: Nagina block.....	20
Figure 21: Pulses stock-out: BPL category: Nagina block .....	21
Figure 22: Kerosene Oil stock-out: AAY category: Nagina block.....	21
Figure 23: Kerosene Oil stock-out: BPL category: Nagina block .....	22
Figure 24: Wheat stock-out: AAY category: Jhirka block .....	22
Figure 25: Wheat stock-out: BPL category: Jhirka block.....	23
Figure 26: Wheat stock-out: PH category: Jhirka block.....	23
Figure 27: Sugar stock-out: AAY category: Jhirka block .....	24
Figure 28: Sugar stockout: BPL category: Jhirka block .....	25
Figure 29: Pulses stock-out: AAY category: Jhirka block.....	25
Figure 30: Pulses Stock-out: BPL category: Jhirka block .....	26
Figure 31: Kerosene stock-out: AAY category- Jhirka block .....	26
Figure 32: Kerosene stock-out: BPL category: Jhirka block .....	27

Figure 33: Wheat stock-out: AAY category: Tauru block.....	27
Figure 34: Wheat stock-out: BPL category: Tauru block.....	28
Figure 35: Wheat stock-out: PH category: Tauru block .....	29
Figure 36: Sugar stock-out: AAY category: Tauru block.....	29
Figure 37: Sugar stock-out: BPL category: Tauru block .....	30
Figure 38: Pulses stock-out: AAY category: Tauru block.....	30
Figure 39: Pulses stockout: BPL category: Tauru Block.....	31
Figure 40: Kerosene Oil stock-out: AAY category: Tauru block.....	31
Figure 41: Kerosene Oil stock-out: BPL category: Tauru block .....	32
Figure 42: Satisfaction level: Nagina block.....	33
Figure 43: Satisfaction level: Firozpur-Jhirka block.....	33
Figure 44: Satisfaction level: Tauru block.....	34
Figure 45: Ration Card.....	36
Figure 46: Dissatisfied cases versus complaints: Nagina block .....	39
Figure 47: Formal complaint: Nagina block.....	40
Figure 48: Informal complaint: Nagina block .....	41
Figure 49: Dissatisfied cases versus complaints: Jhirka block .....	41
Figure 50: Formal complaint: Firozpur-Jhirka block.....	42
Figure 51: Informal complaint: Jhirka block .....	43
Figure 52: Dissatisfied cases VS complaints: Tauru block .....	43
Figure 53: Formal complaint: Tauru block.....	44
Figure 54: Informal complaint: Tauru block .....	44
Figure 55: Awareness about Toll-Free number: Nagina block.....	45
Figure 56: Awareness about toll-free number: Jhirka block.....	46
Figure 57: Awareness about toll-free number: Tauru block.....	46
Figure 58: Time taken in addressing complaint: Nagina block .....	47
Figure 59: Complaints lodged versus addressed: Nagina block .....	47
Figure 60: Time taken in addressing complaint: Jhirka block.....	48
Figure 61: Complaints lodged versus addressed: Jhirka block.....	48
Figure 62: Time taken in addressing complaints: Tauru block.....	49
Figure 63: Complaints lodged versus addressed: Tauru block .....	49

## **LIST OF TABLES**

Table 1: Entitlements- Category-wise .....	3
Table 2: Villages selected for study.....	8
Table 3: Margin for Depot Holder through PDS .....	38

## **LIST OF ABBREVIATIONS**

AAY- Antodaya Anna Yojana

BPL- Below Poverty Line

APL- Above Poverty Line

PH- Priority Household

RTI- Right to Information

PDS- Public Distribution System

RPDS- Revamped Public Distribution System

TPDS- Targeted Public Distribution System

CONFED- State Federation of Consumers' Cooperative Wholesale Stores Ltd.

FCI- Food Corporation of India

PRI- Panchayati Raj Institutions

FAO- Food and Agriculture Organisation

FPS- Fair Price Shop

DFSC- District Food and Supplies Controller

NSSO- National Sample Survey Organisation

RTE- Right to Education

ICDS- Integrated Child Development Services

MDM- Mid- Day Meal

VLS- Village Leadership Schools

BLS- Block Leadership Schools

CISC- Citizen Information Support Centre

NFSA- National Food Security Act

SMS- Short Message Services



## 1. INTRODUCTION

Public Distribution System (PDS) is a food security system in India established by the Government of India under Ministry of Consumer Affairs, Food & Public Distribution. The system thus facilitates the supply of food-grains and other essential commodities to the poor at subsidized rates. It aims to narrow down the gap of demand and supply of various essential food commodities, especially in case of poor households. Public Distribution System was evolved in 1960s as a system of providing essential commodities to the citizens of the country at an affordable price.

PDS played a major role in providing the food security to the vulnerable sections of people in the country. However, it was experienced that the people residing at disadvantageous geographic locations such as hilly and remote areas remain devoid of the benefits which are supposed to be provided to them through PDS. In order to overcome this issue, Revamped PDS (RPDS) was launched in June 1992 in 1775 blocks throughout the country. The motive behind the changed approach by launching RPDS was to increase the coverage of PDS to far-flung, hilly, remote and inaccessible areas of the country.

Over the period of time, the government has gradually changed its approach by directly targeting the poor population of the country through Targeted Public Distribution System (TPDS). Targeted PDS which is currently functioning all over the country was launched in June 1997. The motive behind upgrading to TPDS was to bring transparency and accountability in the distribution of food commodities to vulnerable sections of people at the national level.

### **Procurement and Distribution Channel under TPDS**

TPDS is managed jointly by the Central and State Governments. The Central Government contributes in the procurement process of commodities through Food Corporation of India (FCI). FCI is responsible for procuring the commodities and food grains directly from the farmers. Storage, transportation and bulk allocation of these commodities to various states are also done by FCI. The State Government is further responsible for the distribution of commodities at the ground level, identification of the eligible households, issue of Ration Cards and supervision of Fair Price Shops for their proper functioning, with the help of various implementing agencies and local governing bodies such as PRIs. In Haryana, commodities namely wheat, sugar, kerosene and pulses are procured from FCI and local farmers by Haryana State Federation of Consumers' Cooperative Wholesale Stores Ltd., popularly known as

CONFED and distributed to the beneficiaries at village level through Fair Price Shops (FPSs), commonly known as Depots. CONFED is responsible for supplying the commodities at FPSs for distribution among the beneficiary households on the tenth day of every month. CONFED, with the help of other local agencies, transports and supplies the commodities at FPSs from where the commodities are distributed to the beneficiaries. Figure 1 shows the procurement and distribution structure of the commodities provided to the beneficiaries as entitlements under TPDS.

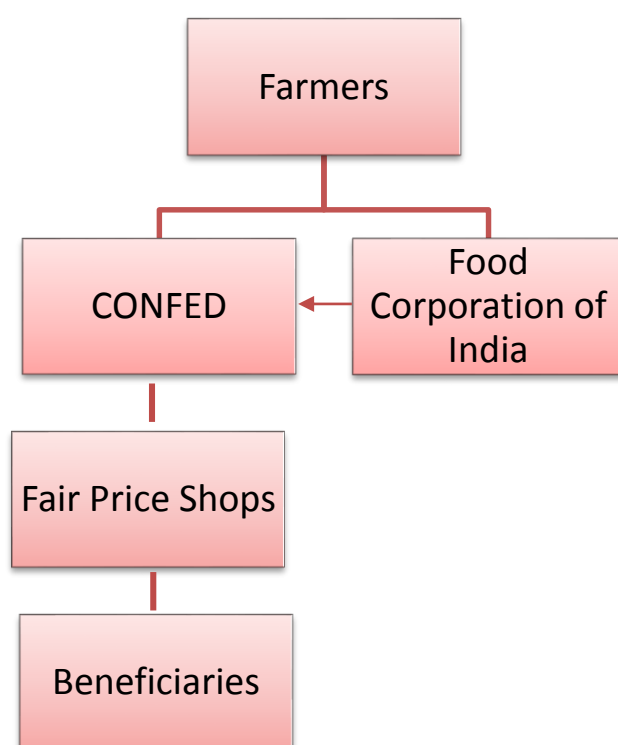


Figure 1: Distribution structure under TPDS

### **Entitlements to households under TPDS**

Under TPDS, the primary focus remains on the poor and vulnerable households in which distribution of commodities to these identified households is the primary goal. One of the main functions under TPDS is identification of families so as to give them the benefits. The Central or state governments decide the criteria, on which, the households are divided into different categories namely, Antyodaya Anna Yojana (AAY) households, Below Poverty Line (BPL)

households, Priority households (PH) and Above Poverty Line (APL) households. Based on this categorisation, a separate colour coded Ration card is provided to every household. In Haryana, AAY, BPL, and Priority households receive pink, yellow, and White or Green coloured Ration cards respectively. The entitlements for each category are different in terms of the type of commodities available to them under TPDS and their quantity. AAY households get commodities at the highest subsidy, the BPL households get comparatively lower subsidy, followed by Priority Households which are provided the least subsidy under the current TPDS. Table 1 shows the entitlements allocated to each category of households under TPDS in the state of Haryana.

**Table 1: Entitlements- Category-wise**

<b>Household Category</b>	<b>Commodity</b>	<b>Quantity</b>	<b>Price (in Rs. per Kg. or Litre)</b>
AAY(Pink)	Wheat	35 kg	2
	Pulses	2.5 kg	20
	Sugar	2 kg	13.5
	Kerosene	7 l	14.58
BPL(Yellow)	Wheat	5 kg per person	2
	Pulses	2.5 kg	20
	Sugar	2 kg	13.5
	Kerosene	7 l	14.58
PH	Wheat	5 kg per person	2

As shown in Table 1, Priority households are entitled to receive only wheat through TPDS. Moreover, the state government only issue the quantity of wheat for only around 60%-70% of Priority Households.

Under TPDS, a person can be issued a Ration Card only from the location where he/she is currently residing. Moreover, the ration card can only be issued in the name of a female head of the household, whose age must be above 18 years. Ration card can be issued to the male member of the household if there is no such female member present in the household.

## **Grievance Redressal System**

State Food and Supplies Department, Haryana is the apex state-level institution responsible for monitoring the functioning of TPDS in Haryana. District Food and Supplies Controller (DFSC) is the appointed officer at the district level who monitors the implementation of TPDS in the district. In order to bring transparency and accountability, and to ensure prompt redressal of people's grievances in regard to the distribution of commodities under TPDS, Haryana state government has initiated many programmes in the state such as:

**PDS Grievance Redressal System** – The state government of Haryana has launched an Online Portal, which provides the beneficiaries a platform to lodge their complaints. The portal was developed in such a manner that it is simple and user-friendly. Complaints lodged at this portal can be easily tracked by the beneficiaries.

**PDS Helpline** – A 24\*7 Toll-Free number (1967) is available at which the citizens can call and consult the experts or get their complaints registered against any malfunctioning in the TPDS. The complainants are also able to track the status of their registered complaints at free of cost.

**CM Window** – The dual objective of CM window is Minimum Administration and Maximum Governance. CM Window is a Grievance Redressal Mechanism opened at all the district headquarters. The status of the complaints lodged at CM Window can be tracked online by the complainants. The effectiveness of CM Window lies in its mechanism which has been designed to resolve the grievances within the stipulated time period.

### **Intervention by S. M. Sehgal Foundation:**

Sushasan Abhi (Good Governance Now!) is an initiative by S.M. Sehgal foundation in Mewat district of Haryana, the objective of which is to enable the people in knowing and understanding their rights, to help them learn accessing the public services and to participate with government officials in addressing and solving problems pertaining at village level.

In order to promote good governance, various initiatives have been commenced by S. M. Sehgal Foundation to spread awareness among the people of Mewat. Initiatives such as Village Leadership Schools (VLS) and Block Leadership Schools (BLS), Radio Programme- Alfaaz-E-Mewat, distribution of Information Booklets, Legal Literacy Camps, and Citizen Information Support Centre (CISC) for providing consultations to the villagers are operational in Mewat which aims to promote Good Governance in the district.

**Village Leadership School:** Citizens are mobilized through village-level structured training sessions, known as the *Village Leadership School* (VLS), which attracts a collective of villagers, ranging from twenty to twenty-five people in each village, under one platform and shares knowledge and information regarding pivotal government programs, such as the National Food Security Act, Targeted Public Distribution System (TPDS), Integrated Child Development Services (ICDS), Mid-Day Meal (MDM), Right To Education (RTE), and social security measures, including pension schemes. VLS trains rural citizens, most of whom are semi-literate or illiterate, about the details of existing grievance redressal mechanisms, including Right to Information (RTI) writing applications and filing complaints. These active and trained villagers who attend training in VLS are given the name of *Sushasan* Champions as they constantly work for improving governance in the village.

The objectives of Village Leadership School Programme are as follows:

- Empowering citizens (*Sushasan* Champions) by building awareness on their legal and constitutional rights, entitlements, and accountability mechanisms.
- Enhancing effective citizen participation in government programs for promoting transparent and accountable governance at the village level.
- Building a cadre of *Sushasan* Champions to monitor and support the functioning of village level institutions.

### **Profile of Mewat District:**

Mewat is a remote district in Haryana located at the southern part of the state. The district is surrounded by Alwar district of Rajasthan from south and east direction, and Palwal and Gurgaon districts from west and north respectively. Despite located at a distance of 30 km from Gurgaon, Mewat is one of the most impoverished regions in the state. Total population of Mewat is 1.09 million spread across the total area of 1912 square km. Mewat region is semi-arid and the economy is dependent on rain-fed agriculture and related activities along with animal husbandry as the secondary source of livelihood. Nuh is the district headquarters of Mewat which is situated at nearly 45 km away from Gurgaon. Figure 2 shows the political map of Mewat district.



Figure 2: Political map of Mewat

According to the Census Report 2011, Mewat has the highest sex ratio of 907 females per thousand males and the lowest literacy rate of 54.08 percent among all the districts in Haryana.

## 2. OBJECTIVE

The objective of the study is to analyse the current situation of Public Distribution System in Mewat district of Haryana. The study was mainly done to assess the extent of good governance and its effect on the functioning of TPDS in six villages of Mewat. Another objective of the study is to assess the impact of VLS programme initiated by the organisation in context of TPDS by comparing VLS-enabled and non-VLS enabled villages.

## 3. LITERATURE REVIEW

Dreze and Khera (2013) have documented the fact that TPDS, in the states having its proper implementation, have significantly reduced the poverty level and improved the calorific intake through an implicit income transfer. Himanshu and Sen (2013a) reported that the impact of in-kind food transfers on head-count ratio reduction is significant, which was 2.6 percentage points in 2004-05 has now increased to 4.8 percentage points in 2011-12.

On the other side of the spectrum, according to the report published by National Sample Survey Organisation (NSSO) after various rounds of surveys, the impact of TPDS on the poor households has been meagre in addressing the objectives of the programme. One of the major reason for this issue is high exclusion errors (poor households being left out) and inclusion errors (non-poor households being considered for TPDS benefits). According to the NSSO report, another major issue in the current TPDS is the enormous leakage found in the entire

distribution channel of TPDS. In the report, the leakage of the commodities supplied under the programme is measured as the total consumption of the commodities by the beneficiary households vis-à-vis the allocation of those commodities to them by the government. Many researchers suggest that one of the major reasons for this leakage is the lack of awareness among the poor households about the entitlements allocated to them.

According to a report published by Mint, corruption and improper functioning of Depot are the biggest problems faced by TPDS in the country. Haryana Government has increased the commission for fair price shop owners with a view to reduce corruption from the system by increasing their incentive (Khera, 2011a).

The report published by Mint also identifies some major problems in the proper functioning of Ration Shops which do not allow TPDS to function properly at the grassroots level. According to the report, the users do not get their rightful entitlements through TPDS. Moreover, there have been cases of irregular working hours of the ration shops, and of overcharging from the beneficiaries for the commodities entitled to them. Many times, the beneficiaries are provided commodities in lesser quantity than specified by the government. According to this report, there are instances when people are asked to pay bribe for getting the ration cards from the issuing authority. The beneficiaries are made to wait for their entitlements for many days, due to which they are left with no other option but to purchase the commodities from the open market, which resultantly defeats the objective of TPDS in the first place. The problem of discrimination on the basis of caste and religion is also very prevalent in the village society and have been mentioned about by many researchers.

According to the order issued by Food and Supplies Department of Haryana Government, the Fair Price Show owner is expected to display the opening and closing time of the shop and authority responsible for redressal of grievances with respect to quality and quantity, among other up to date information about the TPDS in the respective village.

In this study, we have tried to gauge all the above mentioned factors about the situation of TPDS in Mewat district. This study also aims to assess TPDS in the VLS enabled villages on the lines of NFSA 2013 in terms of the entitlements received by the beneficiaries decided by the Government. Many reports suggest that the awareness level among the society plays an important role in the functioning of TPDS. According to the Government guidelines, Fair Price Shop owners is supposed to receive commodities from the dealer on 10<sup>th</sup> of every month.

This study has tried to analyse the situation of TPDS in Mewat district of Haryana using indicators: Awareness level, Satisfaction level of the beneficiaries in regard to the functioning of TPDS, Corruption level, and regularity in the supply of commodities.

#### 4. METHODOLOGY

In our analysis, a VLS enabled village has been compared with a non-VLS enabled village in each of the three blocks so as to understand the true impact of VLS programme on Public Distribution System. The two selected villages in each block are geographically close to each other and similar in terms of political, economic and social aspects. The motive behind using this approach is to compare the VLS village with its counterfactual which is different only in a way that there is no VLS programme in the counterfactual village. The same approach was used for three pairs of villages in different blocks. The six villages selected for the analysis and their counterfactual villages are shown in Table 2.

Table 2: Villages selected for study

Block	VLS Village	Non-VLS Village
Nagina	Jargali	Jatka
Firozpur Jhirka	Rawa	Bhagola
Tauru	Shikarpur	Gogjaga

Various Governance indicators have been used to analyse the situation of TPDS in the district and to assess the impact of VLS programme on the villages. The indicators used are: Voice and Accountability, Control of Corruption, Government effectiveness in solving the grievances and complains raised by the beneficiaries, Awareness level and Satisfaction level of TPDS beneficiaries.

**Voice and Accountability:** Voice of the people and accountability of the concerned authority involved in distribution and monitoring of TPDS are essential components of Good Governance which play a key role in strengthening the TPDS at the ground-level. The study captures the data regarding the number of complaints registered by the beneficiaries and the response time of the concerned authority.

**Control of Corruption:** Control of corruption refers to the limit in the extent to which the leakage of the commodities is prevalent in the entire distribution channel. It also indicates the



control in the instances of paying bribe to government officials or depot owners by the beneficiaries in order to receive their entitlements.

***Effectiveness of Government in solving the grievances/complaints registered by the beneficiaries:*** This indicator is another measure to gauge the accountability of the concerned official in resolving the issue related to TPDS.

***Awareness Level:*** This indicator is essential in assessing the awareness level of TPDS beneficiaries in regard to the price and quantity of the entitled commodities, decided by the government. The indicator has also been used to understand the usual mode of complaint (formal or informal) used by the beneficiaries and the awareness about how to access the concerned authority in case of formal complaints.

***Satisfaction Level:*** Citizens' Report Card is used as a tool to assess the satisfaction level of the people residing in the villages under consideration, in regard to the functioning of TPDS.

**Tools:** One of the tools used for collecting data and information is Survey Questionnaires for the beneficiaries and depot holders. Informal interviews of Sarpanch, and Food Inspector of the selected villages were also conducted in order to collect the insights about the operations and major hindrances faced by them in the proper functioning of TPDS at village level. Informal interviews of Block Coordinators and Governance Guides were also conducted for triangulating the information provided by other stakeholders.

#### **Source of Data:**

**Primary data:** The data regarding the entitlements provided to the beneficiaries was collected from the beneficiaries and triangulated from the depot holders of the respective villages.

**Secondary Data:** Category-wise population data of the village was collected from the records available to depot owner and Gram Panchayat Office.

**Sampling Technique:** The survey of the beneficiaries was conducted taking households as the fundamental unit. The sample size taken for conducting the survey of the beneficiaries is 50 from each village. Stratified-Random Sampling technique was used to sample the households in the village. The households were selected from each category, i.e. AAY, BPL, and Priority households, in proportion of the actual category-wise population in the village.

## 5. DATA ANALYSIS:

The data analysis is categorised in three parts namely, Block Profiling, Situational Analysis of TPDS in six villages, and Impact Assessment of Village Leadership Programme in the three selected villages of Mewat.

### I. VILLAGE PROFILING

#### a. Nagina block

##### • Jargali

Jargali village is located in Nagina block of Mewat district. There are nearly 150 households residing in the village among which there are 11 BPL, 10 AAY, and 40 Priority Households. Village Leadership School programme has been functional in Jargali for past two years.

The sample consists of 29 female and 21 male members of the selected households as shown in Figure 3.

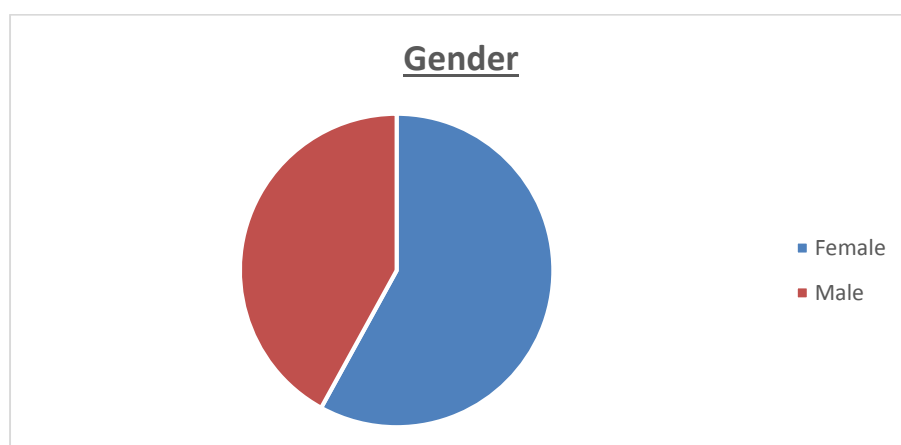


Figure 3: Gender-wise distribution of Sample: Jargali

The selected sample consists of seven AAY Households, nine BPL Households, and thirty four Priority Households, which were taken in proportion of the actual number of the households belonging to each of these categories in the village. Figure 4 shows the category-wise distribution of the Sample Households vis-à-vis the actual number of households belonging to each category.

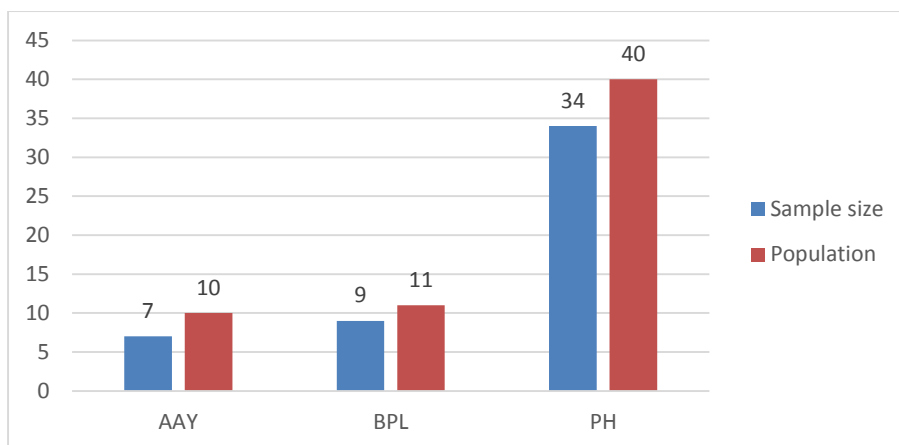


Figure 4: Category-wise distribution of Sample Households: Jargali

The average size of the sample households in Jargali is 7.

- **Jatka**

Jatka village is also located in Nagina block of Mewat district which is a non-VLS enabled village. Jatka village was selected as the counterfactual village Jargali, which means that Jatka is similar to Jargali in all aspects including social, political, and economic. The only significant difference between these two villages is that the VLS programme was implemented only in Jargali. This comparison is done with a view to assess the actual impact of VLS programme in Jargali.

The village comprises nearly 150 households, out of which there are 25 BPL, 8 AAY, and 53 Priority Households.

The sample consists of 27 female and 23 male members as shown in Figure 5.

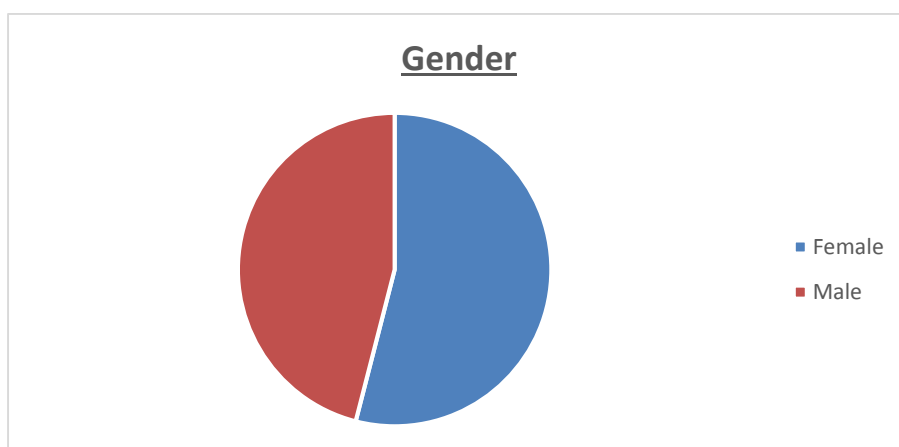


Figure 5: Gender-wise distribution of Sample: Jatka

The sample contains 5 AAY, 17 BPL and 28 Priority Households, the count of which was selected in proportion of the actual number of households belonging to each of the categories, as shown in Figure 6.

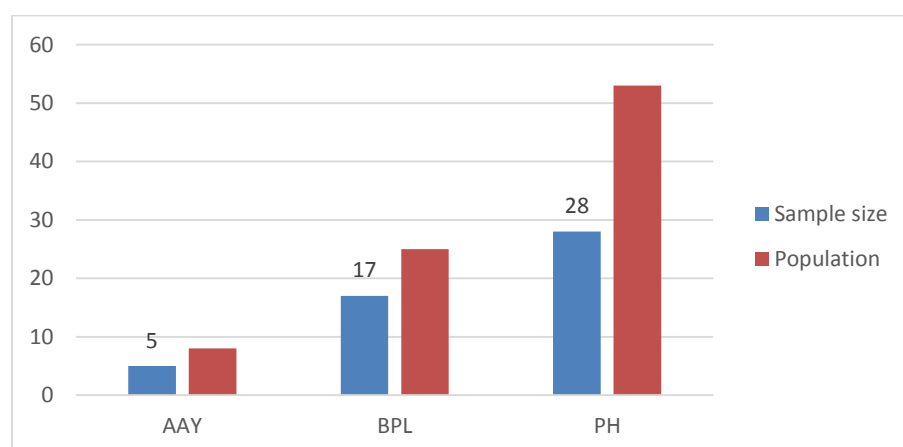


Figure 6: Category wise distribution of Sample Households: Jatka

The average size of the households in Jatka is 6.

## b. Firozpur Jhirka

### • Rawa

Rawa village is located in Firozpur Jhirka block of Mewat district. The village comprises 300 households, among which the total number of BPL, AAY and Priority Households are 61, 29 and 117, respectively. VLS programme has been functional in Rawa since 2013.

As shown in Figure 7, the sample selected for the survey consists of 24 female and 26 male members.

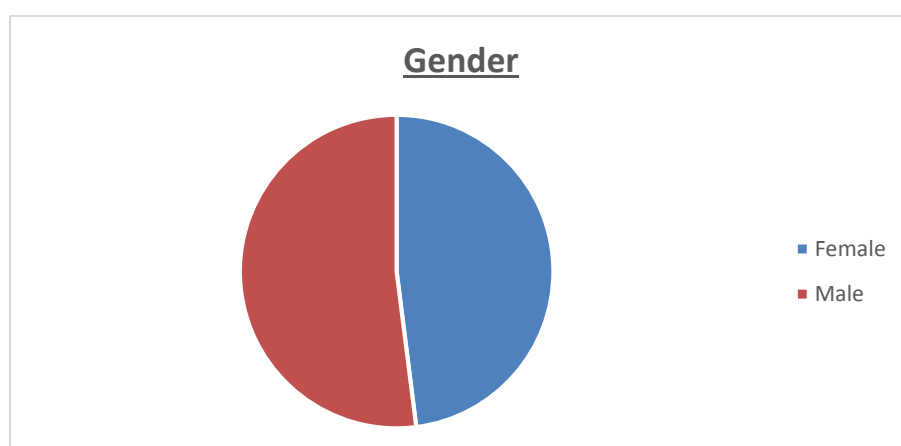


Figure 7: Gender-wise distribution of Sample: Rawa

The sample consists of 11 AAY, 37 BPL, and 2 Priority households which were taken in same proportion to the actual number of beneficiaries in each of the three categories. The reason for including very little number of Priority households in the sample is that Priority households are not getting TPDS benefits in the village. The reason for this, according to Shri Umesh, the Depot Owner in Rawa, is Priority Households not been registered online in TPDS database for Rawa. Figure 8 shows the sample distribution of Rawa among three categories.

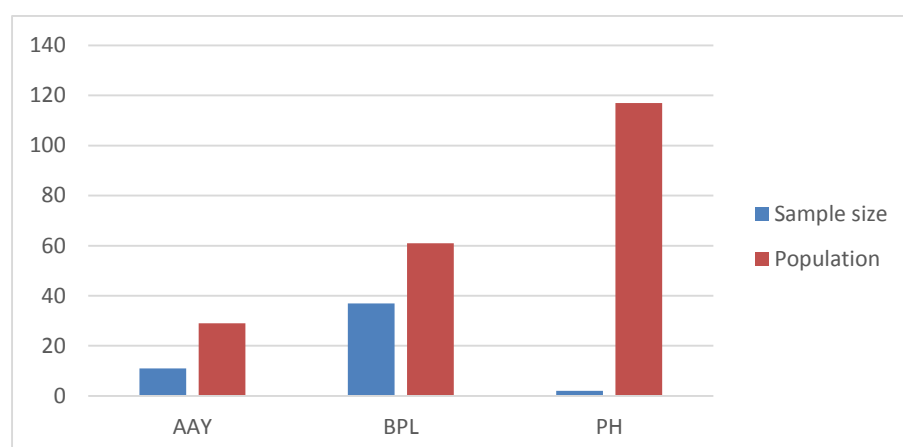


Figure 8: Category-wise distribution of Sample Households: Rawa

The average household size in Rawa village is 6.

- **Bhagola**

Bhagola village is a non-VLS enabled village and is located in Firozpur Jhirka block of Mewat district. The village comprises 600 households, among which there are 53 BPL, 40 AAY, and 96 Priority Households. The village is counterfactual village to Rawa, which is a VLS-enabled village.

As shown in Figure 9, the sample consists of 26 female and 24 male members.

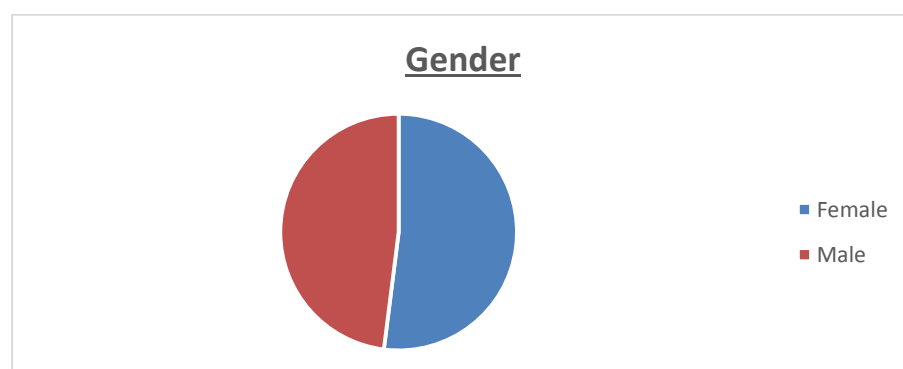


Figure 9: Gender-wise distribution of Sample: Bhagola

The sample consists of 13 AAY, 15 BPL, and 22 Priority Households which is in proportion to the actual number of households from each of the categories in the village.

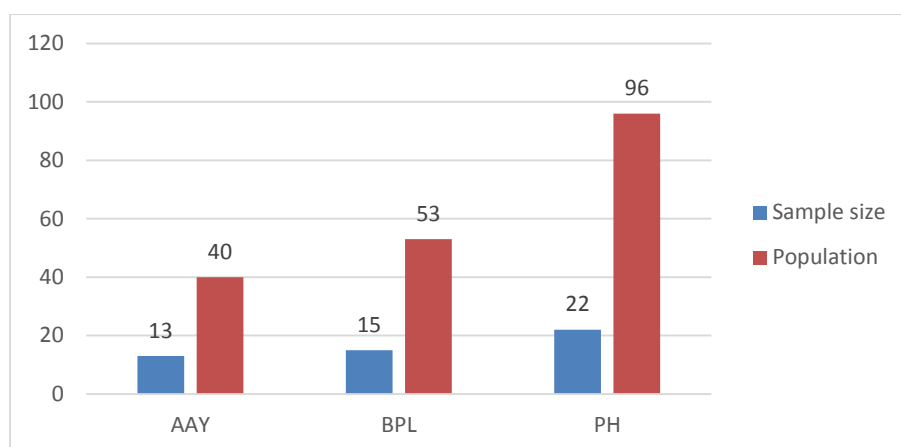


Figure 10: Category-wise distribution of Sample Households: Bhagola

The average household size in Bhagola is 5.

### c. Tauru

- Shikarpur

Shikarpur is a large village located in Tauru block of Mewat district and comprised of 323 households, among which, total number of BPL, AAY, and Priority households are 34, 15 and 280, respectively. In Shikarpur, the Village Leadership School program is functional for last two years.

The sample consists of 30 female and 20 male members belonging to all the three categories entitled to receive benefits through TPDS.

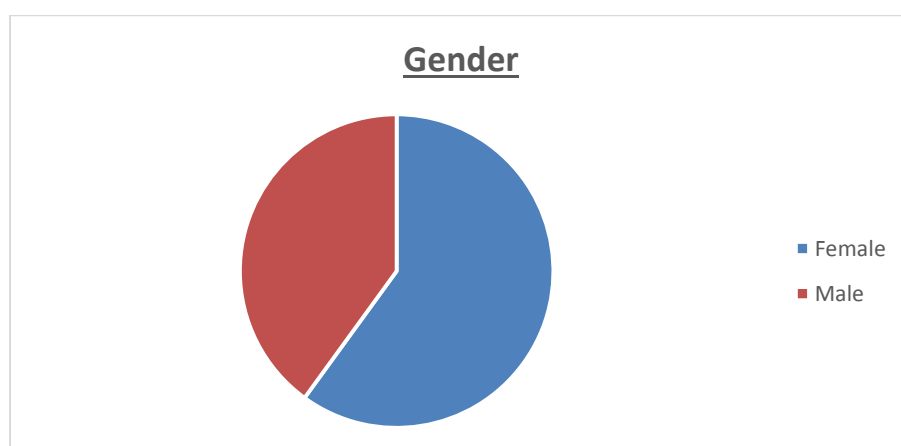


Figure 11: Gender-wise distribution of Sample: Shikarpur

The sample consists of 2 AAY, 8 BPL, and 40 Priority Households, which again has been taken in proportion to the actual number of households belonging to each of the three categories in the village.

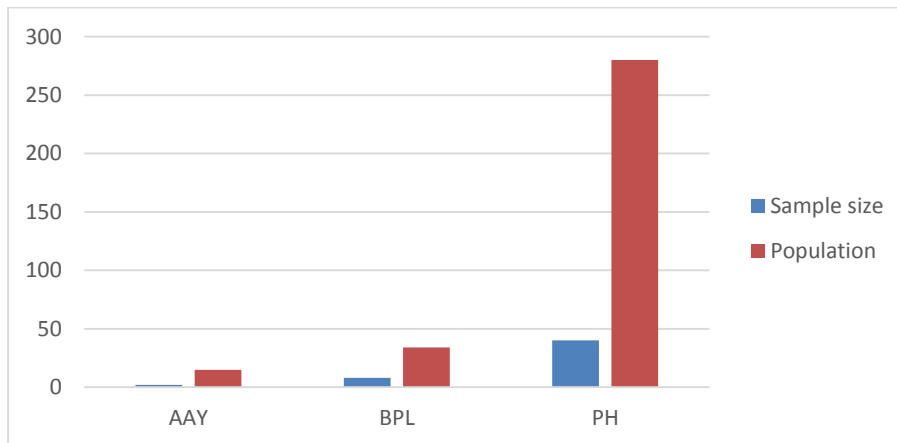


Figure 12: Category wise distribution of Sample Households: Shikarpur

The average size of the households in Shikarpur is 6.

- **Gogjaka**

Gogjaka is a non-VLS village located in Tauru block of Mewat district. The village comprises 350 households, among which, there are 52, 12 and 102 households from BPL, AAY and PH categories, respectively. The village is a counterfactual village to Shikarpur, which is also situated in the same block.

The sample consists of 29 female and 21 male respondents.

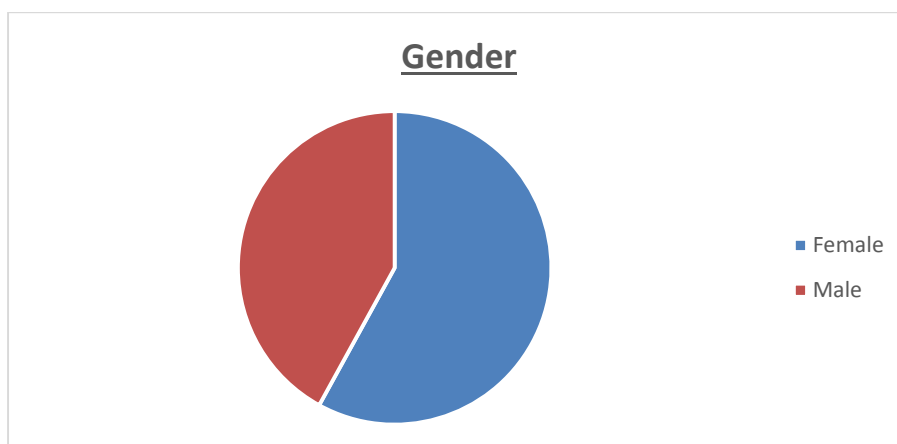


Figure 13: Gender-wise distribution of Sample: Gogjaka

The sample consists of 5 AAY, 16 BPL, and 29 Priority Households which were taken in the proportion to the actual number of households in each category.

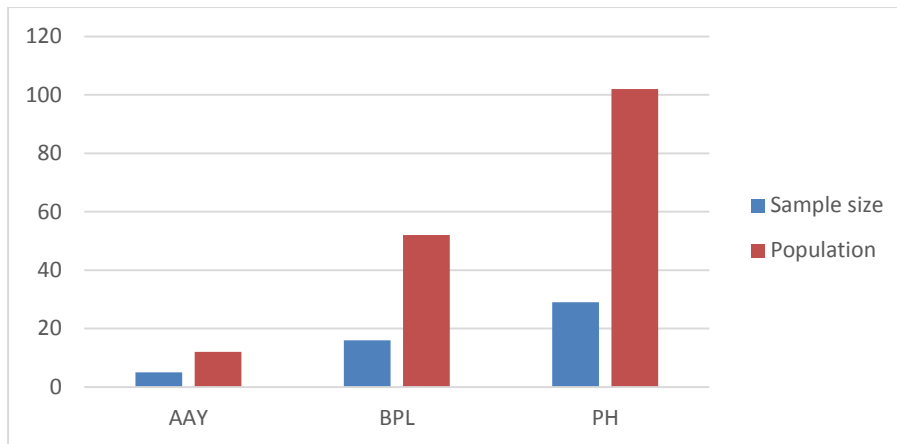


Figure 14: Category-wise distribution of Sample Households: Gogjaka

The average household's size in Gogjaka is 6.



## II. SITUATION ANALYSIS OF TPDS

The Situation analysis of TPDS in six selected villages of Mewat was done with the help of three indicators. These indicators are Frequency of Stock-outs for the commodities provided under TPDS, Satisfaction Level of the beneficiaries with respect to the various parameters on the functioning of TPDS, and the number of cases where the ration card is submitted to Depot Holders.

### A. Stock-Out of Commodities

The commodities distributed through TPDS in Mewat are Wheat, Kerosene Oil, Sugar and Pulses. Wheat and Kerosene Oil are delivered to the Depot-holder in every month, while Sugar and Wheat are delivered only once in 3 months on basis of the number of units registered at each depot.

#### a. Nagina

#### Wheat Distribution among AAY Households:

As evident from Figure 15, 60% of the households face do not face any stock-out situation which means that they receive wheat every month. The rest 40% of the households faces a stock-out of 1-2 month.

On the other hand, the distribution of wheat in Jatka is comparatively worse than the situation in Jargali. In Jatka, only 20% of the households receives wheat every month and the rest 80% households faces a stock-out situation of 1-2 months.

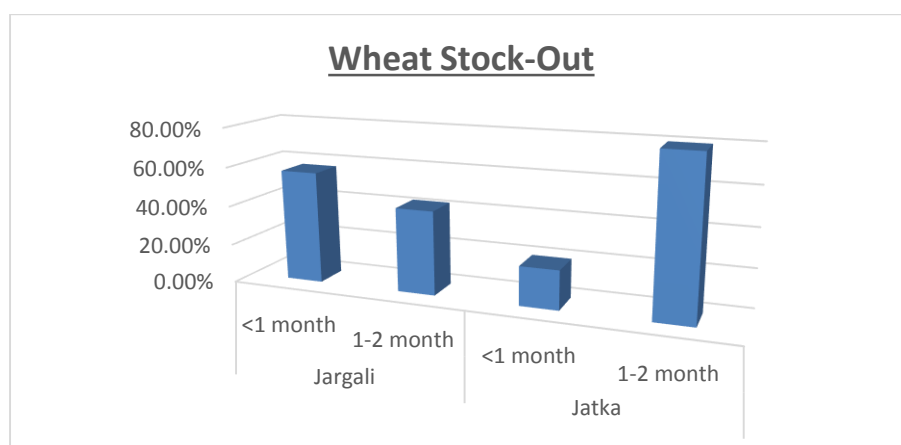


Figure 15: Wheat stock-out: AAY category: Nagina block

### Wheat Distribution among BPL Households:

Figure 16 shows that in Jargali, nearly 80% of the households receive wheat every month, only 7% of the households face stock-out situation of 1-2 month and 13% households faces stock-out situation of more than 2 months. In Jatka village, only 47% of the households receive wheat every month and the rest 53% of the households face a stock-out situation of 1-2 months.

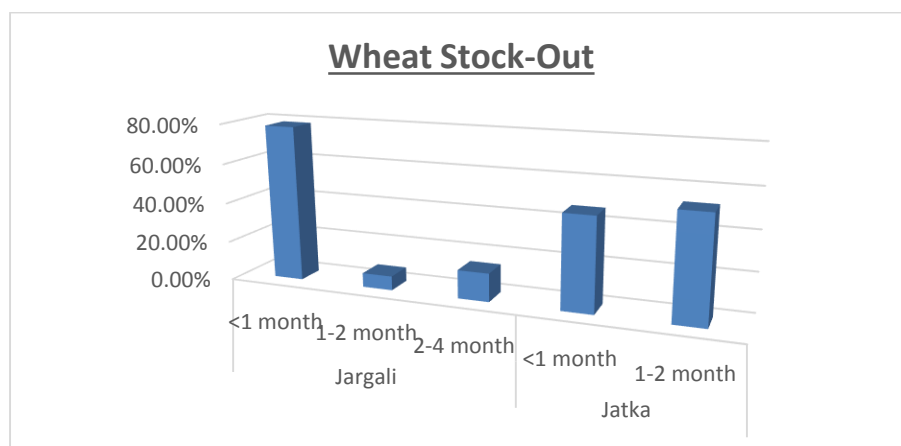


Figure 16: Wheat stock-out: BPL category: Nagina block

### Wheat Distribution among Priority Households:

Figure 17 shows the graph comparing the stock situation of Wheat in Ration Shops faced by Priority Households in Jargali and Jatka. In Jargali village, 31% of the Priority Households receive wheat every month, 62% and 7% of them face stock-out situation for 1-2 months and 2-4 months respectively.

In contrast, Jatka has only 10% Priority Households who do not face stock-out situation while 65% and 25% of them face stock-out situation for 1-2 months and 2-4 months respectively.

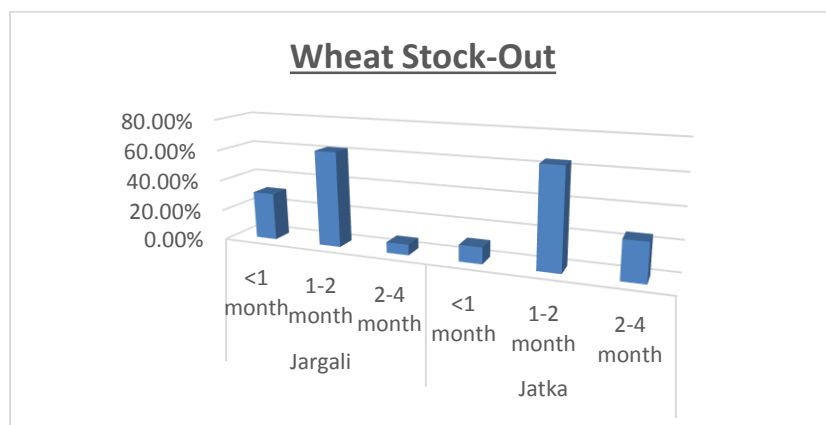


Figure 17: Wheat stock-out: PH category: Nagina block

### Sugar Distribution among AAY Households:

In Jargali, 42% of the AAY households receive sugar after a gap of 1-2 months and 58% of the households face a stock-out situation for 2-4 months.

In Jatka, only 20% of the households receive sugar every month, while 80% of the AAY households are provided sugar after a duration of 2-4 months. The stock-out comparison between two villages is shown in Figure 18.

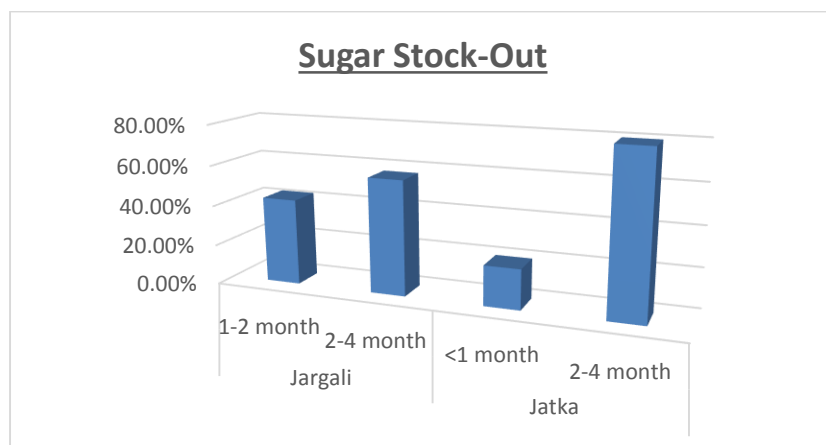


Figure 18: Sugar stock-out: AAY category: Nagina block

### Sugar Distribution among BPL Households:

In Jargali, 15% of the BPL households receive sugar every month, while 28% and 50% of the households receive sugar after a gap of 1-2 months and 2-4 months respectively. There are 7% of the households in Jargali who waited for more than 4 months to receive sugar as their entitlement.

In Jatka, only 6% of the BPL households receive sugar every month, and 12% of the households receive sugar after a duration of 1-2 months. On the other side, 70% and 12% of the households receive sugar after a stock-out of 2-4 months and of more than 4 months respectively.

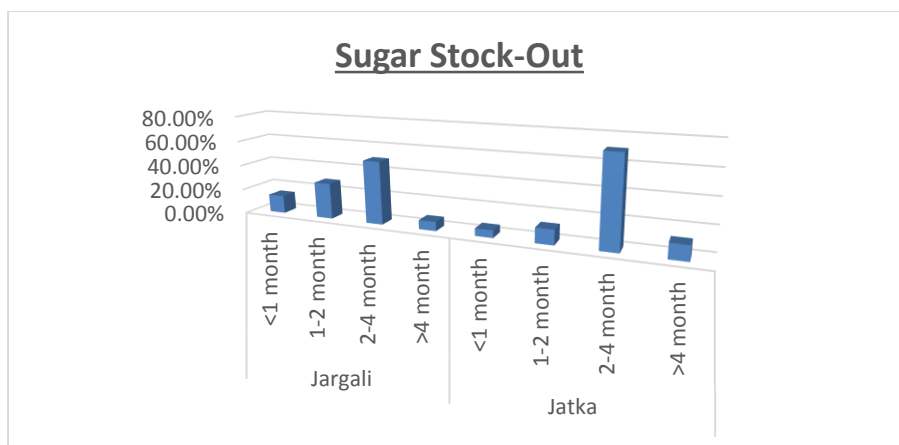


Figure 19: Sugar stock-out: BPL category: Nagina block

#### Pulses Distribution among AAY Households:

In Jargali, all the sample households receive pulses after a stock-out of 1-2 month.

In Jatka, 20% of the households receives pulses every month, and another 20% of them receive their entitlement after a gap of 1-2 months. 40% and 20% of the AAY households receive pulses after a stock-out of 2-4 months and of more than 4 months respectively.

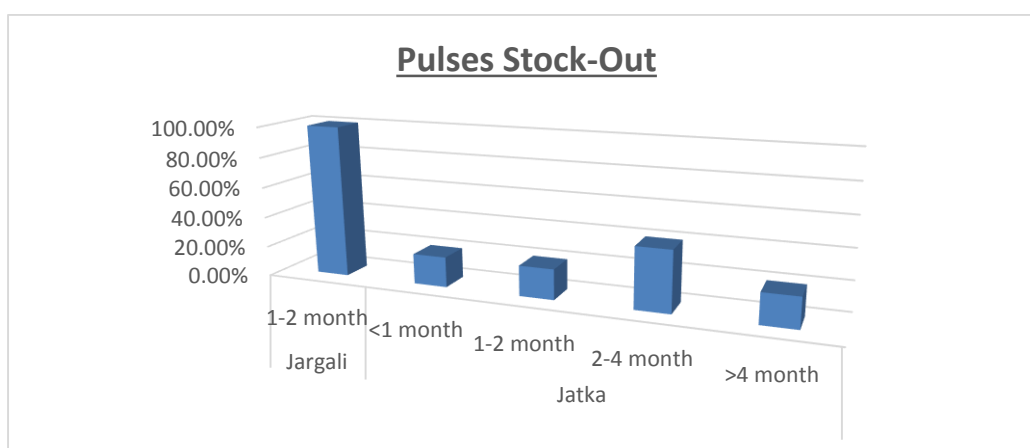


Figure 20: Pulses stock-out: AAY category: Nagina block

#### Pulses Distribution among BPL Households:

In Jargali village, 15% of the households receive pulses without any stock-out. 57%, 21% and 7% of the households receive pulses after a stock-out period of 1-2 months, 2-4 months and more than 4 months, respectively.

In Jatka, only 6% of the BPL households receive pulses every month. 29%, and 41% of the households receive pulses after waiting for 1-2 months, 2-4 months and more than 4 months,

respectively. Figure 21 shows the comparison of pulses stock-out among BPL households between Jargali and Jatka villages.

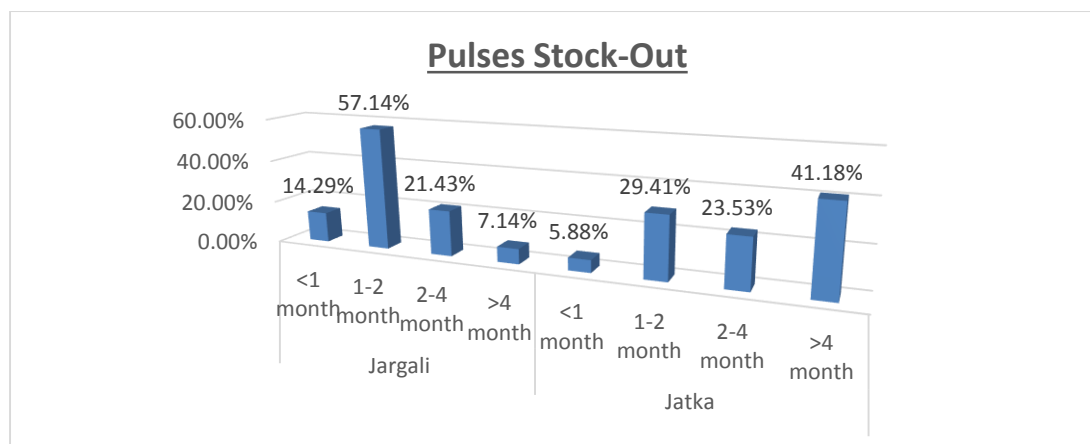


Figure 21: Pulses stock-out: BPL category: Nagina block

#### Kerosene Oil Distribution among AAY Households:

All the sample households in Jargali reported to have received kerosene after a stock-out of more than 4 months.

In Jatka, only 20% of the sample households received kerosene after a stock-out of 2-4 months and rest 80% of the households received after a stock-out period of more than 4 months.

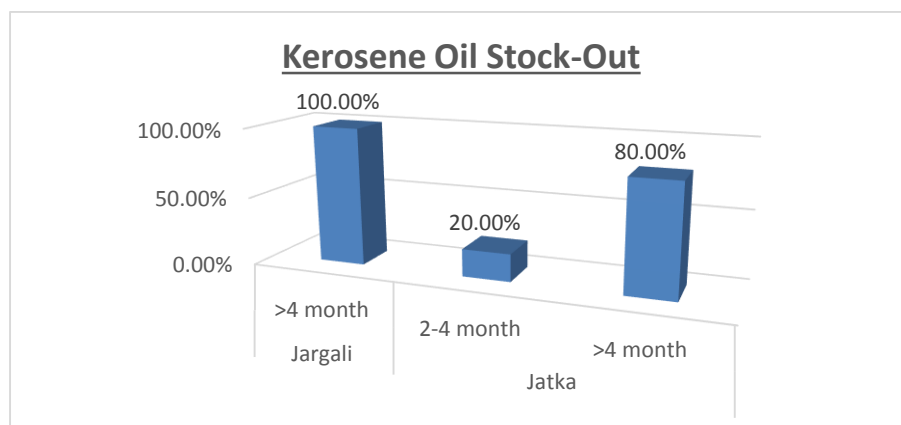


Figure 22: Kerosene Oil stock-out: AAY category: Nagina block

#### Kerosene Oil's Distribution among BPL Households:

Again, all the sample households in Jargali received kerosene after a stock-out period of more than 4 months.

In Jatka, only 6% of the BPL households reported to have received kerosene after a gap of 1-2 months, and 2-4 months each. While, 88% of the households had received kerosene after a stock-out period of more than 4 months.

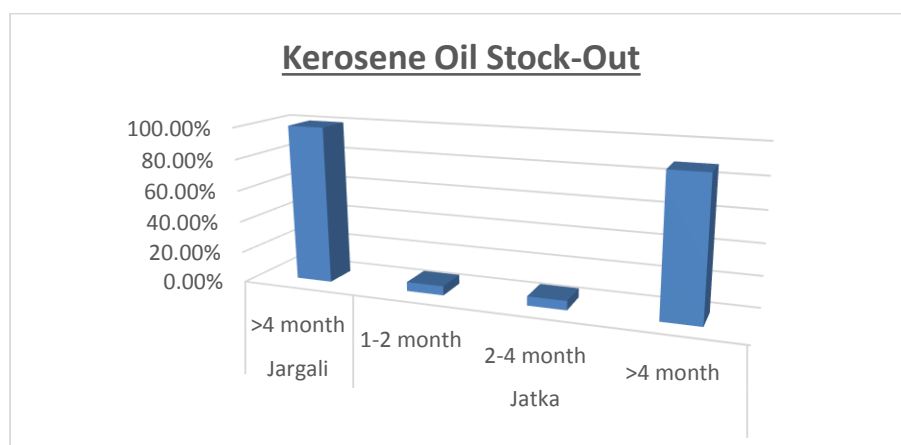


Figure 23: Kerosene Oil stock-out: BPL category: Nagina block

#### b. Firozpur Jhirka

#### Wheat distribution among AAY category:

As reflected in Figure 24, Rawa has nearly 36% of the sample households, which are receiving wheat every month, while almost 45% of them faces a stock-out situation for 1-2 months. The rest, 19% of the households need to wait for a stock-out period of 2-4 months for getting wheat as their entitlements.

In Bhagola village, 62% of the households receives wheat every month and the rest 38% households faces a stock-out for 1-2 months.

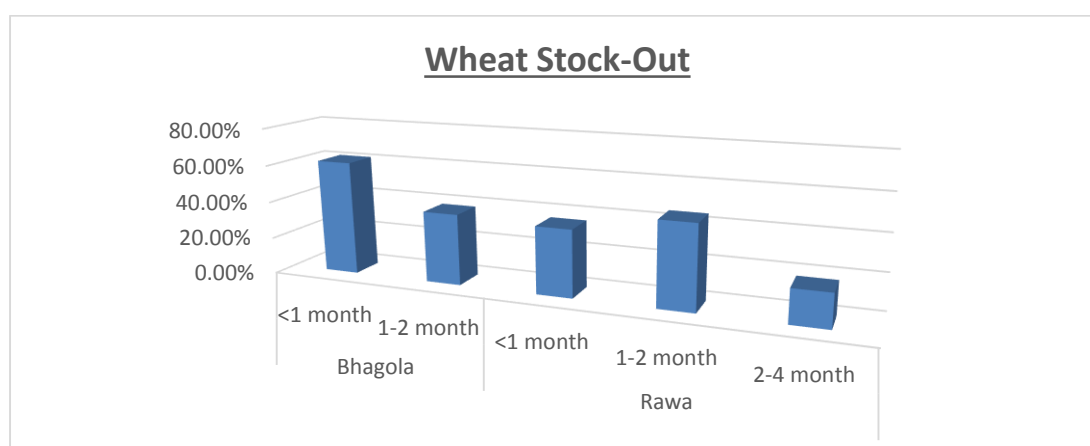


Figure 24: Wheat stock-out: AAY category: Jhirka block

### Wheat distribution among BPL households:

In Rawa, nearly 64% of the BPL households receives wheat without any facing stock-out situation. 30% and 6% of them face stock-out for 1-2 months and 2-4 months, respectively.

In Bhagola, 65% of the BPL households receives wheat on time, while the rest 35% of them face stock-out for 1-2 months. The comparison is shown in Figure 25.

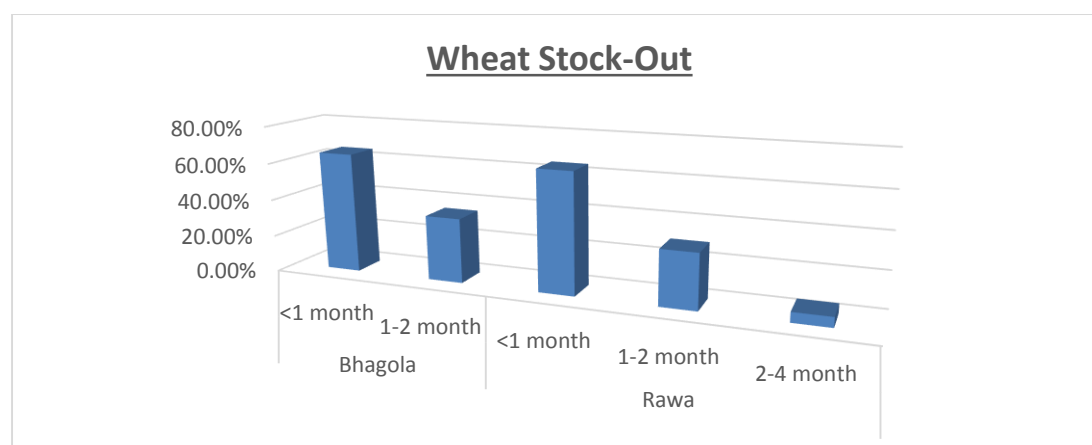


Figure 25: Wheat stock-out: BPL category: Jhirka block

### Wheat distribution among Priority Households:

In Rawa, all the samples reported to have received wheat almost every month of the year.

On the other side, in Bhagola village, only 41% of the Priority Households receive wheat every month. Nearly 47% of the households face stock-out situation for around 1-2 months, while 12% of the households face stock-out of almost 2-4 months. The comparison is graphically being shown through Figure 26:

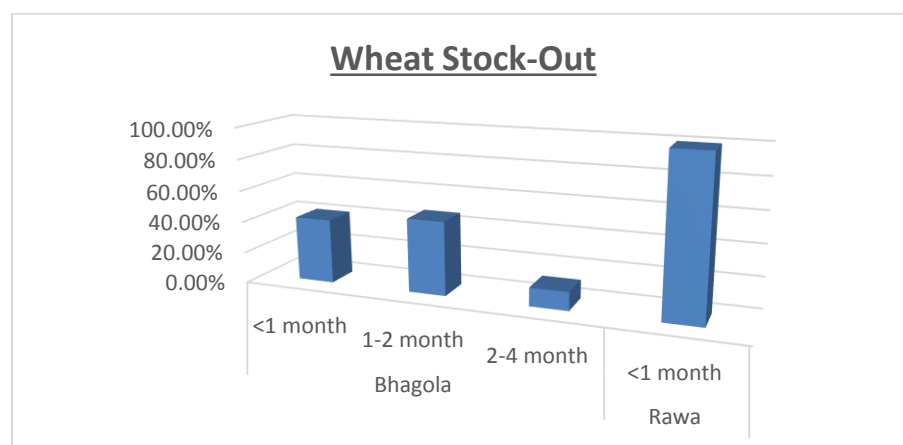


Figure 26: Wheat stock-out: PH category: Jhirka block

### Sugar distribution in AAY households:

In Rawa, 28% of the AAY households receive sugar after a stock-out period of 1-2 months and the remaining 72% of the households face stock-out for nearly 2-4 months.

In Bhagola, 38% of the sample households receive sugar after a stock-out of 1-2 months. Another 38% of the AAY household reported facing a stock-out for 2-4 months, each time after getting sugar. The remaining 24% of the AAY households faces stock-out for more than 4 months.

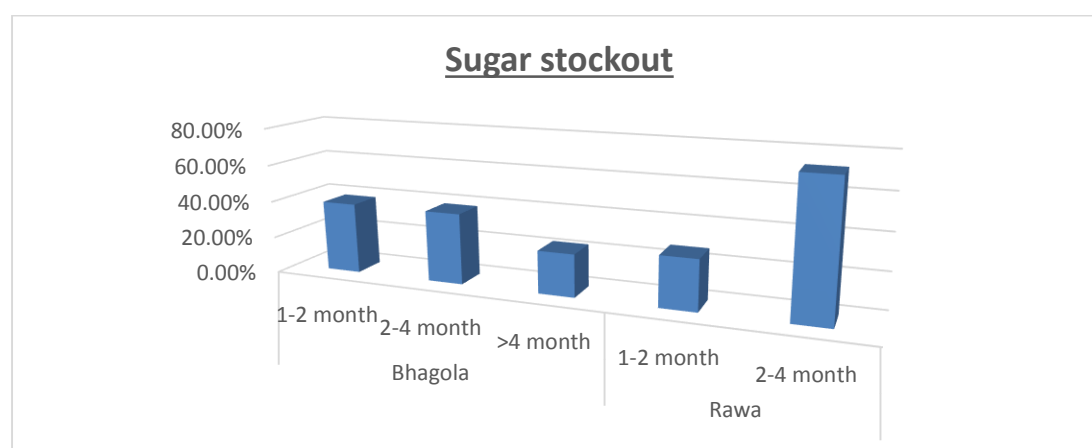


Figure 27: Sugar stock-out:AAY category: Jhirka block

### Sugar distribution among BPL Households:

In Rawa, 19% of the BPL households receive sugar after a stock-out period of 1-2 months and the remaining, 81% of the households face a stock-out for nearly 2-4 months.

In Bhagola, 35% of the households receive sugar after a stock-out for 1-2 months and almost 65% households face a stock-out for 2-4 months.



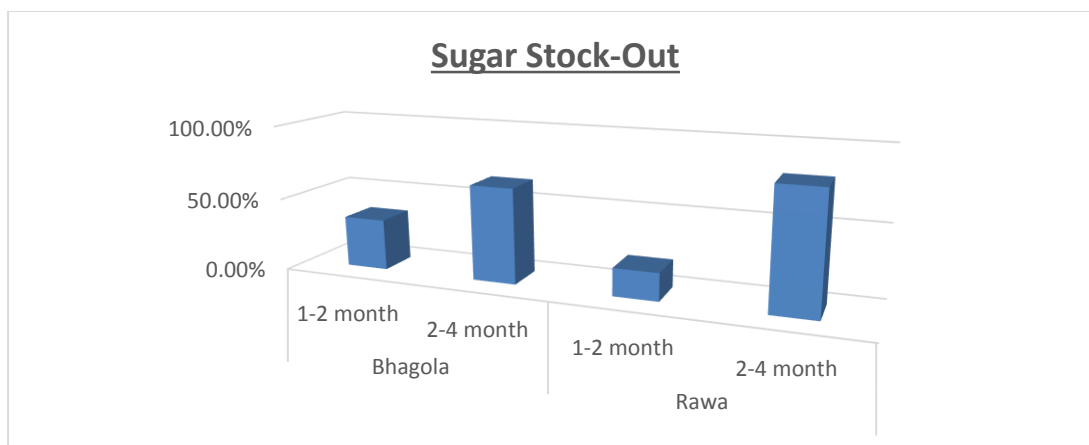


Figure 28: Sugar stockout: BPL category: Jhirka block

#### Pulses distribution among AAY category:

In Rawa, nearly 55% of AAY households receive pulses after a stock-out of 1-2 months and the remaining 45% of them responded to have faced the stock-out period of 2-4 months.

As shown in Figure 29, Bhagola has nearly 30% of the total AAY sample households which have received pulses after a stock-out for 1-2 months. Almost 46% of the households had faced a stock-out period of 2-4 months and the remaining 24% of the households faced a stock-out for more than 4 months.

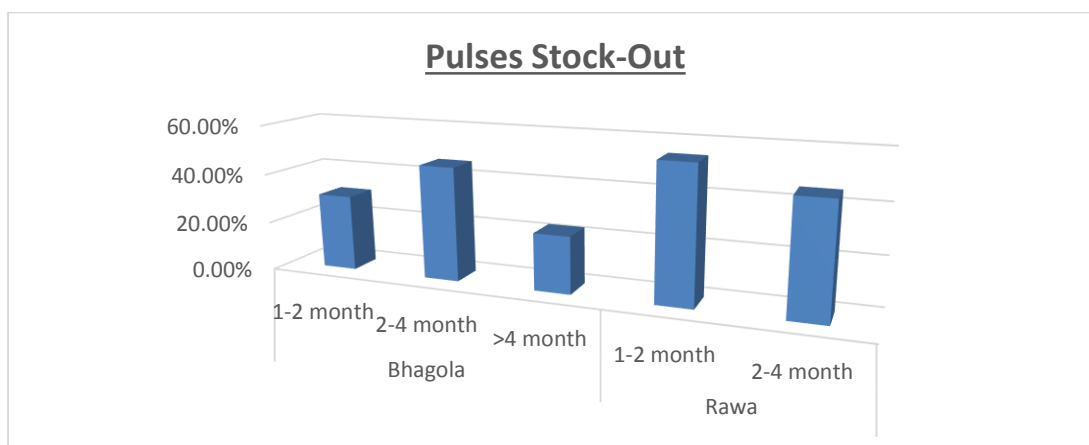


Figure 29: Pulses stock-out: AAY category: Jhirka block

#### Pulses distribution among BPL households:

Rawa consists of 52% of the sample BPL households which had received pulses after a stock-out period of 1-2 months, while the rest 48% of the households had faced stock-out for 2-4 months.

In Bhagola, 35% of the households had received pulses after a stock-out for 1-2 months, while the remaining 65% of the households had faced stock-out for nearly 2-4 months.

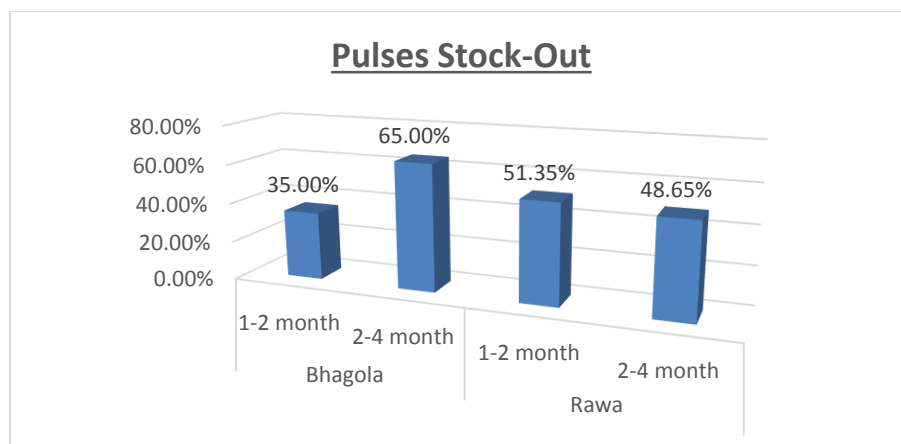


Figure 30: Pulses Stock-out: BPL category: Jhirka block

### Kerosene Oil's distribution among AAY Households

In Rawa, all the sample AAY households reported to have received Kerosene Oil after a stock-out period of more than 4 months

The residents of Bhagola village are facing the same situation, where none of the sample households reported to have received kerosene before 4 months of waiting period.

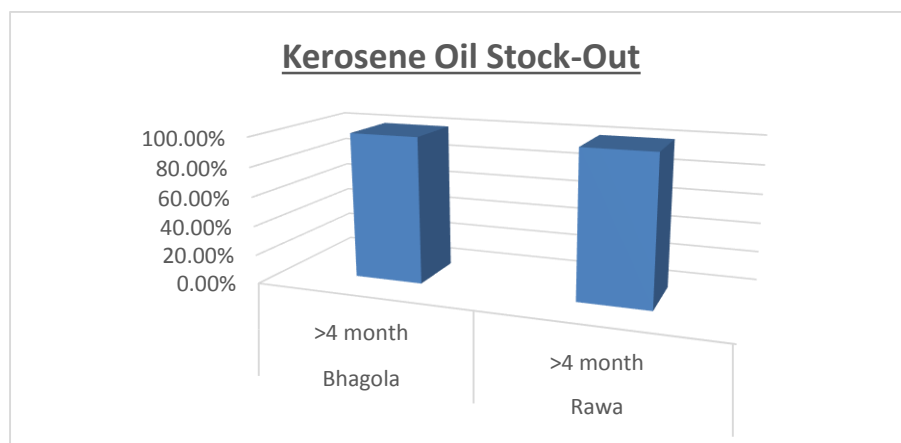


Figure 31: Kerosene stock-out: AAY category- Jhirka block

### Kerosene Oil distribution among BPL Households

BPL families of Rawa and Bhagola are also facing the same stock-out situation as faced by the AAY households in both the villages. The stock-out period in both the villages is more than 4 month as shown in Figure 32.

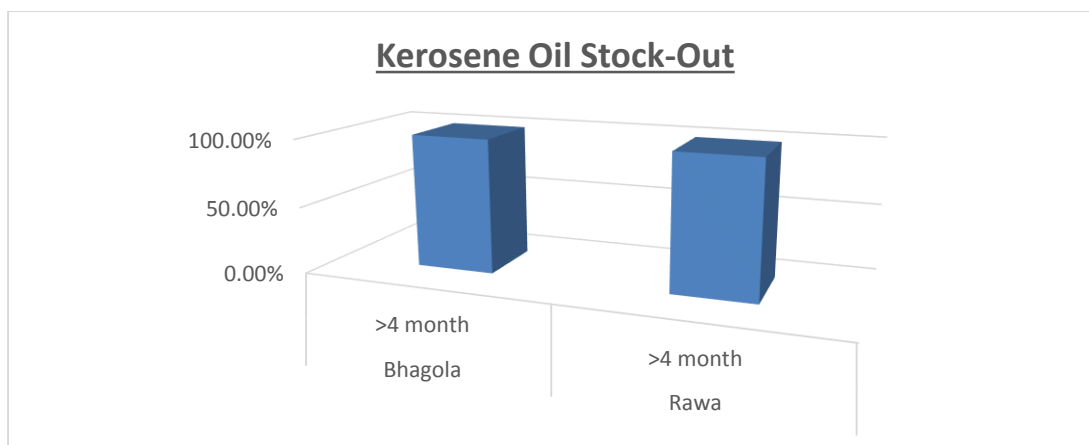


Figure 32: Kerosene stock-out: BPL category: Jhirka block

### c. Tauru

#### Wheat distribution among AAY households:

In Shikarpur, 50% of the households are receiving wheat every month and the other half of the households had faced a stock-out for around 1-2 months.

In Gogjaga, nearly 60% of the AAY households had received wheat for every month. The rest 20% of them had faced a stock-out for 1-2 month and the other 20% of these households reported to have faced a stock-out for 2-4 months. Figure 33 shows the difference between the two villages.

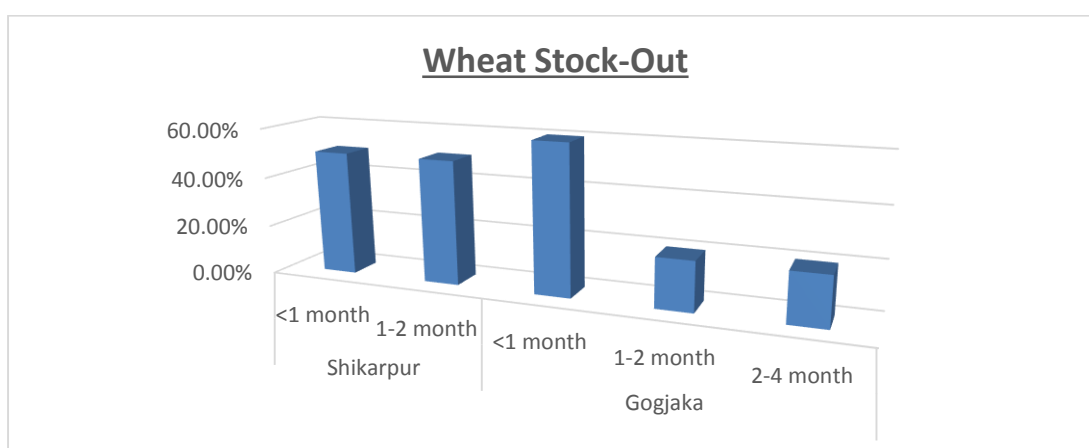


Figure 33: Wheat stock-out: AAY category: Tauru block

### Wheat distribution among BPL households:

In Shikarpur, 62% of the households had received wheat for almost every month. Nearly 25% and 13% of the households responded to have faced the stock-out situation for 1-2 months and 2-4 months, respectively.

In Gogjaka, about 44% households receives wheat every month, 37% households faces a stock-out of 1-2 month and 19% households faces stock-out situation of 2-4 months.

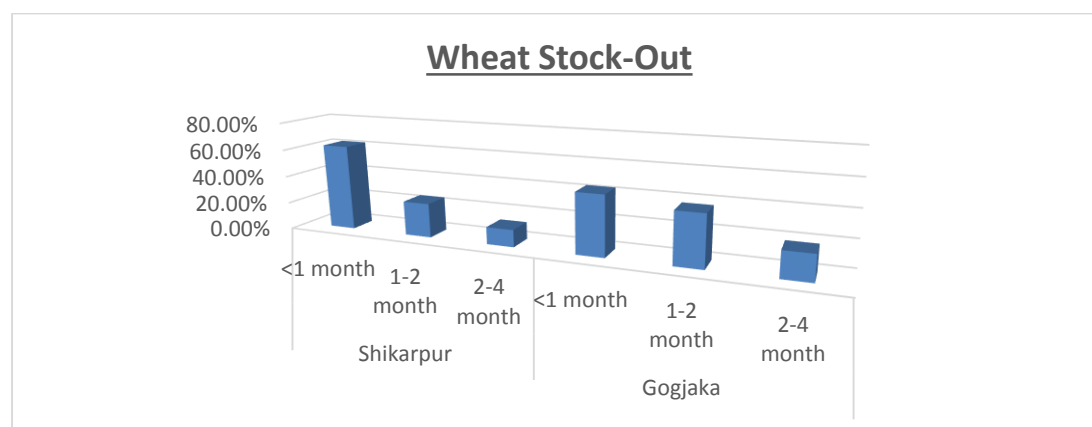


Figure 34: Wheat stock-out: BPL category: Tauru block

### Wheat distribution among Priority households:

In Shikarpur, 18% of the households receives wheat every month, while, 60% and 2% of the households reported to have faced the stock-out situation for 1-2 month and 2-4 month, respectively.

In Gogjaka, 38% of the sample Priority households had received wheat for almost every month. Another 38% of the households had faced stock-out situation for 1-2 months. The remaining 21% and 3% of the households had faced stock-out for 2-4 months and for more than 4 months, respectively.

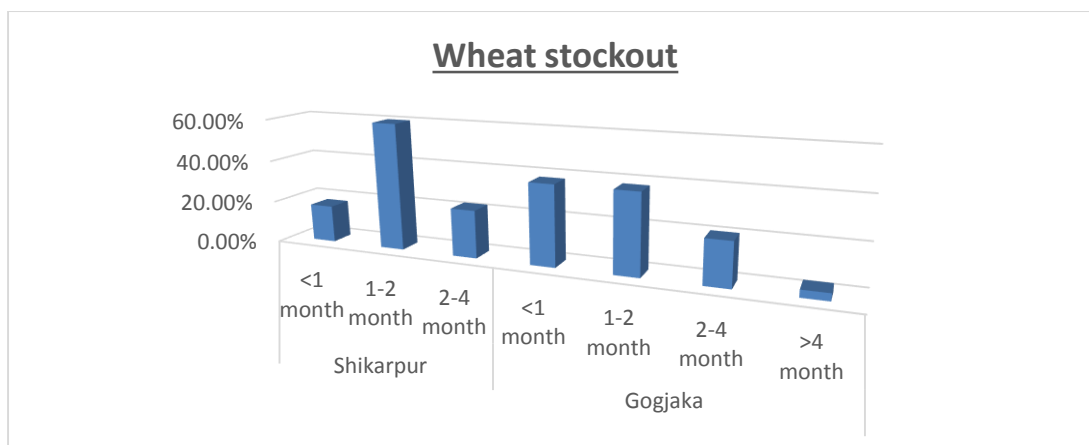


Figure 35: Wheat stock-out: PH category: Tauru block

#### Sugar distribution among AAY Households:

In Shikarpur, 50% of the households receives sugar every month and the rest reported to have faced stock-out for almost 2-4 months.

On the other side, Gogjaka has nearly 40% of the sample households which had received sugar after a stock-out of 2-4 months and rest 60% households had faced a stock-out for more than 4 months. The comparison is shown in Figure 36.

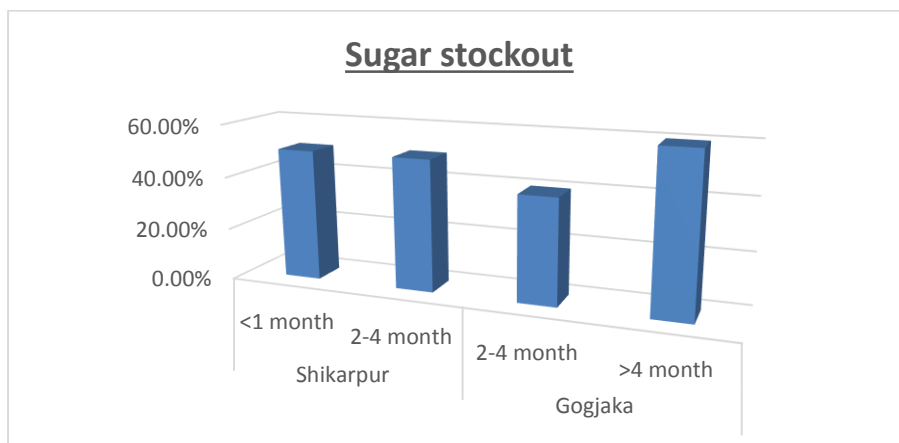


Figure 36: Sugar stock-out: AAY category: Tauru block

#### Sugar distribution among BPL Households:

In Shikarpur, 12% of the sample BPL households had received sugar every month. 63% of the households had faced stock-out for 2-4 months and the rest 25% of them reported to have faced it for more than 4 months.

In Gogjaka, the stock-out period in case of 25% of the sample BPL households is 2-4 months, while for the remaining 75% of total sample BPL households, stock-out period is more than 4 months. Figure 37 shows this comparison.

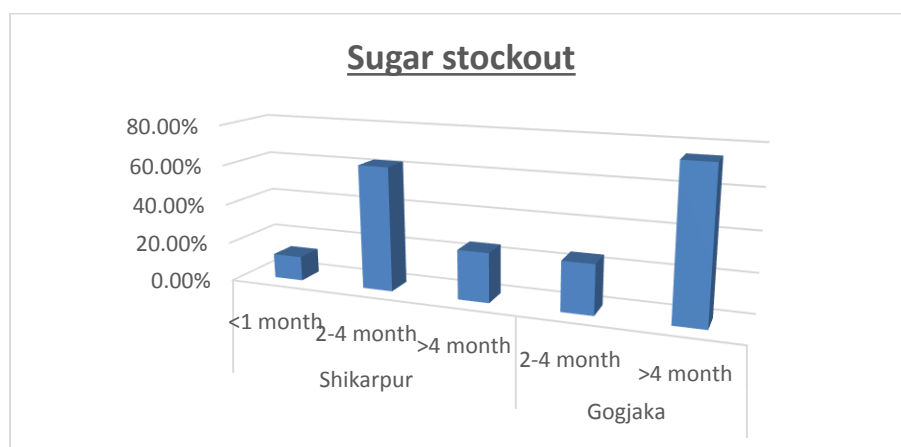


Figure 37: Sugar stock-out: BPL category: Tauru block

#### Pulses distribution among AAY Households:

As reflected in Figure 38, Shikarpur contains half of the sample AAY households which are receiving pulses every month and another half of the households are facing the stock-out for 2-4 months.

In Gogjaka, almost 60% of the households had faced stock-out for 2-4 months and the remaining 40% had faced the stock-out for more than 4 months.

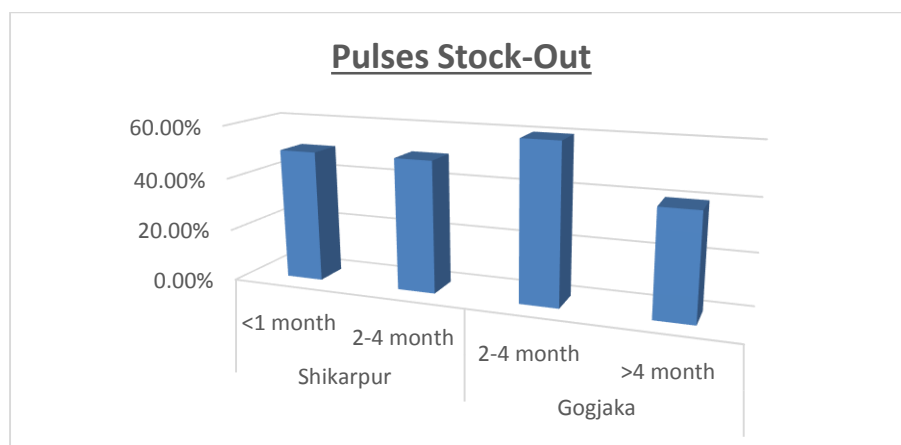


Figure 38: Pulses stock-out: AAY category: Tauru block

### Pulses distribution among BPL Households:

Shikarpur has only around 12% of the households which are receiving pulses without stock-out. The rest 88% of the households faces stock-out for nearly 2-4 months.

In Gogjaka, 25% of the households receives pulses after stock-out for 2-4 months, and the remaining 75% faces the stock-out for more than 4 months.

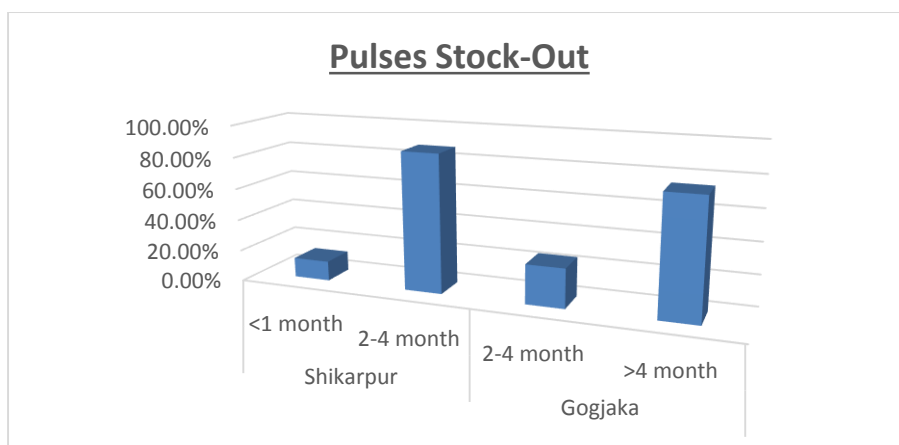


Figure 39: Pulses stockout: BPL category: Tauru Block

### Kerosene Oil distribution among AAY Households:

In Shikarpur, half of the sample households reported to have received Kerosene Oil in every month. The remaining half are receiving oil after a gap of 2-4 months.

In Gogjaka, merely 20% of the households are receiving Kerosene oil after a stock-out period of 2-4 months and the rest 80% had faced the stock-out for more than 4 months.

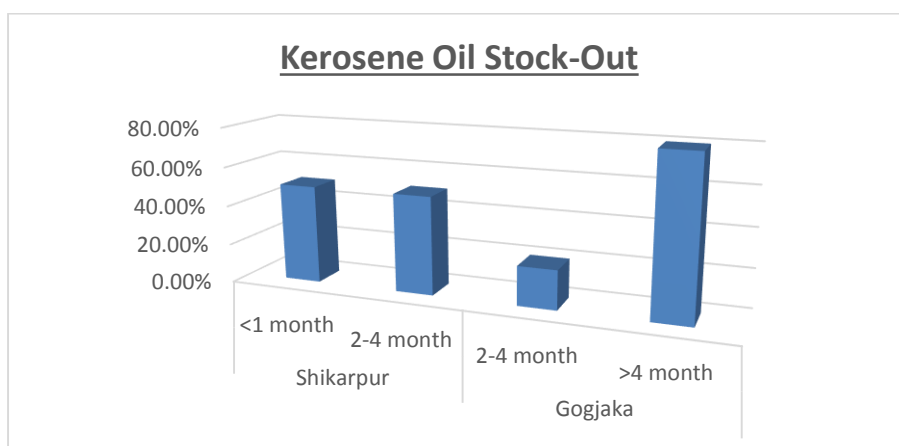


Figure 40: Kerosene Oil stock-out: AAY category: Tauru block

### Kerosene Oil distribution among BPL Households:

In Shikarpur, 37% of the sample BPL households are receiving Kerosene Oil in every month and the remaining 63% had faced the stock-out for more than 4 months.

While in Gogjaka, only 7% of the sample households have reported to have received Kerosene Oil after a stock-out of 2-4 months and remaining 93% had to wait for more than 4 months.

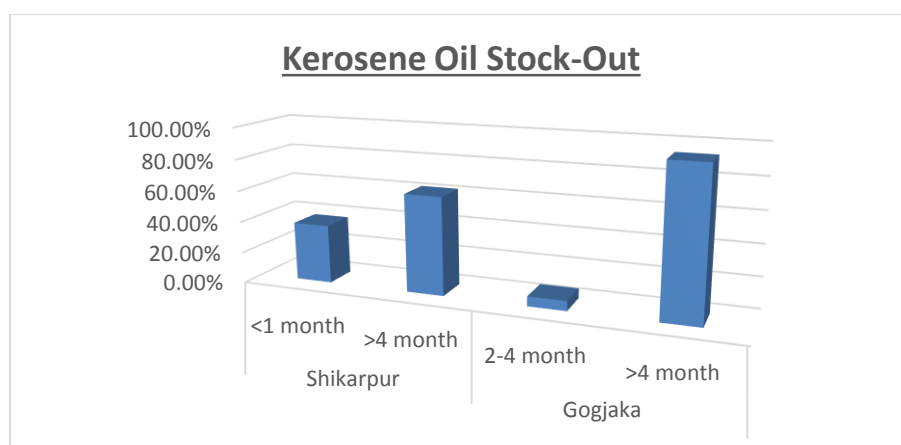


Figure 41: Kerosene Oil stock-out: BPL category: Tauru block

#### B. Satisfaction Level

The satisfaction level with respect to Prices and Quality of commodities, Behaviour of the Depot Owner, Ease of registering the complaints against improper functioning of TPDS, Timely address of the complaints registered by the beneficiaries, and Working hours of Depot was assessed for the two villages.

##### a. Nagina

Figure 42 shows the comparison between the Satisfaction Level among the residents of two villages based on the responses received through survey. It is noticeable from the figure that the Satisfaction Level of people with respect to Ease in registering the complaints and Timely address of the complaints is better in Jargali than in Jatka. Satisfaction Level in regard to the behaviour of depot owner, Price and Quality of commodities is also better in Jargali. The Satisfaction Level with respect to Working hours of the FPS shop is better in Jatka as compared to that in Jargali. Satisfaction Level with respect to Availability of commodities is almost similar in both the villages.



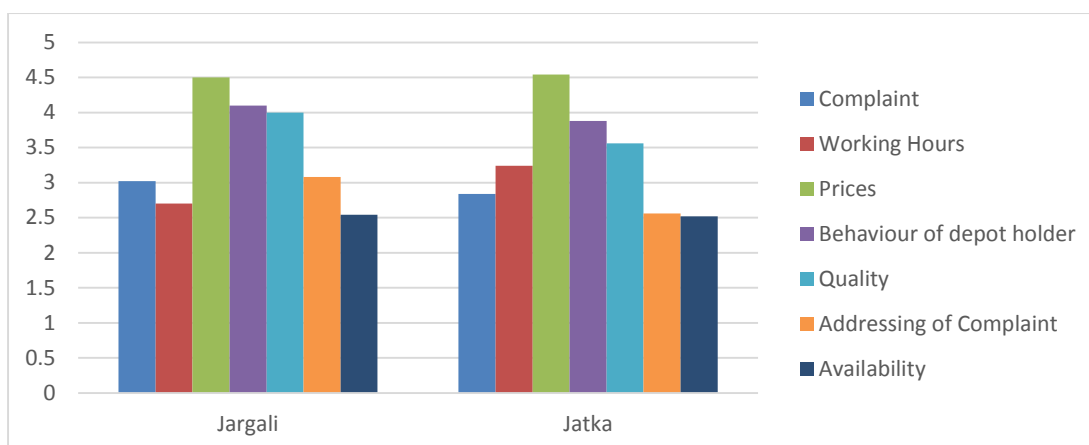


Figure 42: Satisfaction level: Nagina block

### b. Firozpur-Jhirka

Figure 43 shows the difference between satisfaction levels of beneficiaries in two villages of Firozpur Jhirka Block. The Satisfaction Level with respect to Average Working Hours of depots, Prices and Qualities of commodities, Behaviour of the depot owner towards the beneficiaries, and Availability of the commodities is high in Rawa as compared to that in Bhagola. Satisfaction level in regard to Ease in lodging complaints and Timely address of the complaints is similar in both the villages.

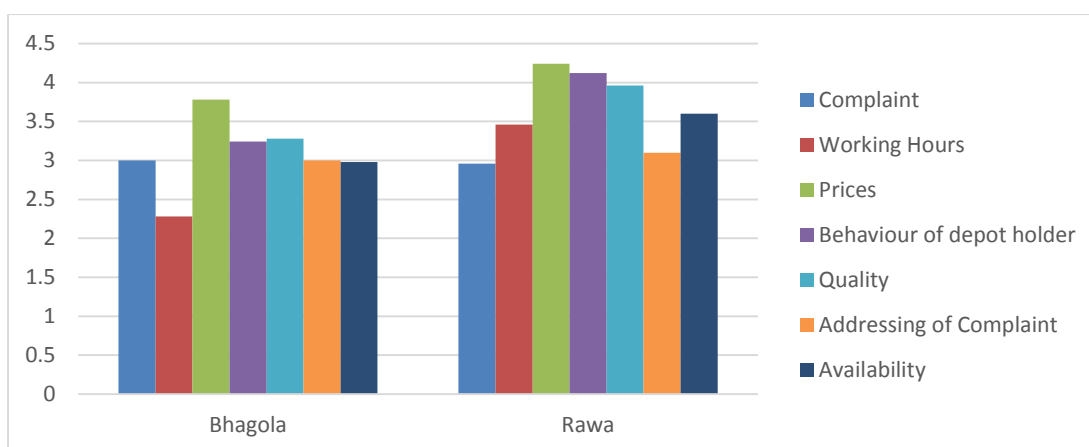


Figure 43: Satisfaction level: Firozpur-Jhirka block

### Tauru

As shown in Figure 44, the Satisfaction Level in Ease of registering of complaints and Average Working hours of the depot is better in Shikarpur than in Gogjaka. Satisfaction Level in regard to Prices of commodities, Behaviour of depot owner towards the beneficiaries, Quality of

commodities, Timely address of the registered complaints and Availability of commodities is similar in both the villages.

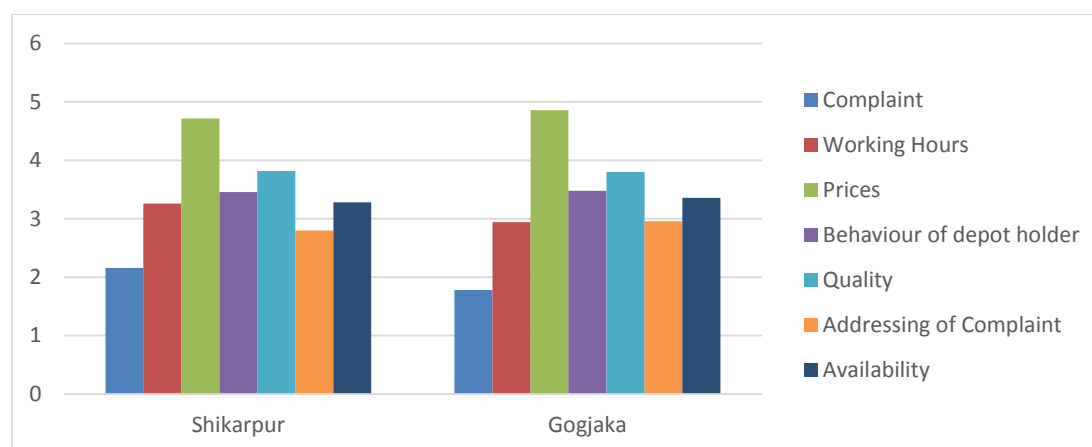


Figure 44: Satisfaction level: Tauru block

### **Case of Ms. Mobina**

Mobina is an active participant of VLS Programme in Shikarpur and belongs to PH category of households. While purchasing the entitlements, she once discovered the tempering of the Weighing Machine. She immediately warned the depot owner and informed other fellow beneficiaries to check for the weight of commodities collected from the depot owner. The incidence of such kind was never repeated in future by the Depot Owner.

### **C. Submission of Ration Card to the Depot Owner**

#### **a. Nagina**

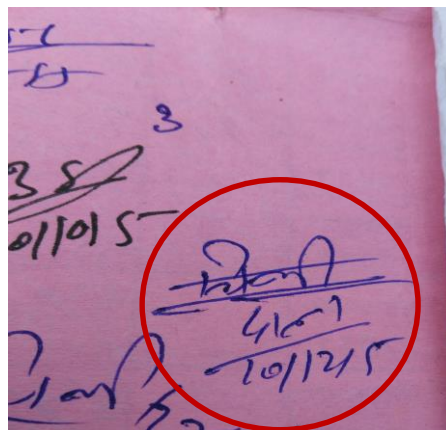
Out the sample of 50 respondents, there were only 3 cases in Jatka, where the Ration Card was submitted to the Depot Owner. On the other hand, there is no such case in Jargali.

#### **b. Firozpur Jhirka**

In Rawa, only 3 respondents were asked to submit their Ration Card to the Depot holder, while in Bhagola, there were no such cases.

**Case: False entries in Ration Cards by the Depot Owner in Bhagola, Firozepur Jhirka**

In Bhagola, there are cases where Depot Holder had made the entries for more commodities in the Ration Card, than were actually provided to the beneficiaries. Although the beneficiaries are aware of such activities, they are not willing to raise their voice against such malevolent acts.



**c. Tauru**

In Shikarpur and Gogjaka, there were no such cases where the beneficiaries were asked to submit their Ration card to the Depot owner.

**Some Common observations across the villages:**

There are some common observations across all the villages under scope of our study which are mentioned as follows:

- a.** One of prevalent practices adopted by the residents in all the six villages is the ration cards not handled and kept properly. Ration Cards were issued to most of the AAY and BPL households in these villages nearly 10 years back. People usually do not carry and keep the ration card properly which has resulted the ration cards in torn condition. Some of the ration cards are in such state that it is impossible to check the number of family members in the households. There are few cases in the villages, where the households are not getting the entitlements due to such state of their Ration Cards. Figure 45 shows one the numerous examples of Ration Cards in these households.



Figure 45: Ration Card

According to the beneficiaries, Ration cards were not issued to AAY and BPL households for more than 10 years. With the change in number of members in the households, the number of beneficiaries registered in TPDS remains the same. The state government initiated the process of issuing Smart Cards to TPDS beneficiaries in the year 2010, but it has not covered Mewat district so far.

- b. Fair Price Shops are not available in all the villages of Mewat. The common practice followed by the depot holders is to distribute the commodities once or twice a month by in the village. The transportation cost of carrying the commodities to the village is borne by the Depot holders. People usually get to know about the TPDS supply on the same day of distribution through word of mouth or announcement through mosques situated in the villages. Many people often could not receive the information due to which they remain devoid of getting the entitlements for that particular month. Resultantly, people purchase commodities either from the open markets or from Zamindars, who charge

#### **Case of Ms. Raffo in Shikarpur, Tauru**

Ms. Raffo belongs to BPL category of households in Shikarpur village. Due to the hard cash not readily available at her home, she could not purchase the commodities distributed by Depot holder on the day at which commodities were distributed in the village. The next day, when she visited the depot, asking for her entitlements, she was denied the commodities by saying that the commodities were out-of-stock.

exorbitant price from them and which ultimately defeats the purpose of TPDS. For example, the price range for wheat in the open market vary between Rs. 1400-2000 per quintal which is distributed at a subsidised rate of Rs. 200 per quintal. Depot Owners simultaneously get the license of operating TPDS in more than one villages, with only one Depot.

- c. In most of the cases, Depot Owners themselves decide the quantity of commodities for supplying to the beneficiary households. Most of the households are unaware about their entitlements, who could easily be misinformed by the depot owners by stating the under-supply of commodities from the apex suppliers.
- d. Satisfaction level of member of Priority Households is the lowest among all the respondents, which is because of the commodities being supplied to them at irregular time intervals. FCI supplies wheat only for 60%-70% of the Priority households in the village. This leaves depot owner in a dilemma of providing commodities to the selected households which ultimately causes dissatisfaction among the left-overs.
- e. There are numerous cases where the beneficiaries are aware of the irregularities in TPDS functioning, but not willing to take action against it. The common notion among many residents is that their relationship with Sarpanch and Depot Owner would get affected, if they register the complaints.

#### D. TPDS: Through the lens of Depot Holders

Most of the TPDS owners get the license of running the depots in more than one villages. In all the six villages, there were only one depot being used by every Depot Holder for keeping the inventory. CONFED is the FPS dealer in Haryana which supplies the commodity at the door-step of depot holders. From depots, the commodities are usually distributed by the depot holder in the villages. The cost of transportation and distribution of the entitlements is borne by the Depot Holders. Besides running the Fair Price Shops, Depot Holders usually gets engaged in other livelihood option such as Kirana, and other retail stores.

The monthly margin received by the depot holders is very meagre which results into the depot holders trying to black-market the commodities. Although, as admitted by the depot holders, these practices have significantly been reduced after the invention of Sehgal Foundation in these areas.

The margin received by the Depot Holder by operating TPDS in Jargali is calculated as Rs. 957.39/- only. Depot-holders are also provided the incentive of Rs. 500 for paying the rent of the shop. This gives them the overall income of Rs. 1457.39/-. The calculation for finding out the margin for Depot-holder in Jargali is shown in Appendix III. Table 3 shows the margin to the depot-holders, decided by the state government of Haryana.

Table 3: Margin for Depot Holder through TPDS

Commodities	Category	Central Issue Price (in Rs. Per kg/l)	Consumer End Price (Rs. Per kg./l)	Margin (Rs.)
Wheat	AAY	2	2	0.18
	BPL	2	2	0.48
	PH	2	2	0.48
Sugar		13.42	13.5	0.08
Kerosene Oil		13.83	13.98	0.15
Pulses		19.82	20	0.18

There is significant difference between the responses given by the beneficiaries and depot-holders for the stock-period and the quantity of the commodities distributed to the beneficiaries through TPDS, which strengthens the fact that there is a large probability of leakage of commodities carried out by the depot holders.

#### **Challenges faced by Depot-holders:**

One of the main challenges faced by the depot-holders is low margin defined by the government, which leads them to seek for other opportunities to earn money.

Another challenge in front of Depot-holders is to distribute the commodity to Priority households. State Government supplies wheat for only 60%-70% Priority households, which throws immense challenge in front of the depot-holders to select the households entitled for the commodities.

As mentioned above, another major issue faced by the depot-holders is to transport and distribute the commodities in villages. The cost of transportation from depot to the village is borne by the depot holders, which discourages them to perform their jobs with integrity.

### III. IMPACT ASSESSMENT OF VLS PROGRAMME

The impact of the Village Leadership School (VLS) programme has been assessed by comparing the action taken by the beneficiaries against the irregularities in the TPDS, and the number of complaints made by them so as to get the entitled commodities as per the guidelines issued by the Government.

There has been a significant change in the functioning of TPDS after the intervention through Village Leadership School programme. Beneficiaries have been receiving the commodities more regularly after the commencement of VLS programme. Depot Owner also acts more responsibly, as the awareness level of the beneficiaries has significantly increased. The change in awareness level has been assessed by the number of formal/informal complaints made by the beneficiaries and their awareness about the concerned authority to whom the beneficiaries are supposed to lodge the complaints in case of irregularities in the functioning of TPDS.

#### A. Conversion of cases of dissatisfaction into Formal and Informal Complaints:

The ratio of total number of formal complaints to the total number of respondents in case of whom, the satisfaction level for any of the seven parameters captured in the survey is less than 3 has been considered as the factor which shows the total number of converted cases of dissatisfaction into formal complaints. The similar ratio has been captured for informal complaints. Conversion of dissatisfied cases into the complaints reflect the ease of registering complaints and the awareness level of beneficiaries.

##### a. Nagina Block: Jargali and Jatka

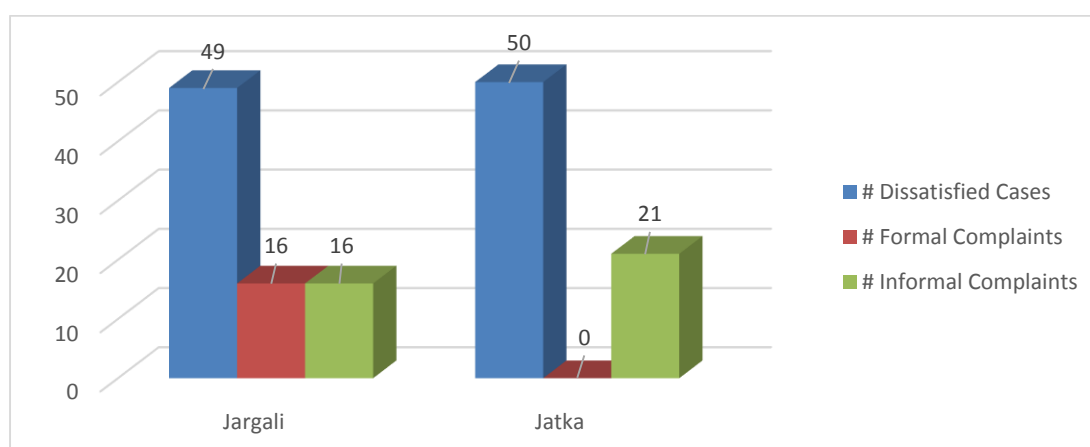


Figure 46: Dissatisfied cases versus complaints: Nagina block

**Formal complaints:** As shown in Figure 46, nearly 33% of the cases of dissatisfaction were converted into formal complaints in Jargali.

Out of all the registered complaints in Jargali, 28% of those were lodged against inappropriate functioning of TPDS to the District Collector or Sub-Divisional Magistrate. Only 4% of the complaints were registered in Food Inspector's office.

In Jatka, there was no formal complaint to any of the government officials against the irregularity in the functioning of TPDS.

#### Case of Hari Chand in Jatka, Nagina

Hari Chand belongs to a BPL household of Jatka village in Nagina block. He has not been getting regular and good quality supply of commodities for quite some time. He is not willing to raise his concern in front of Sarpanch or Food Inspector, as he says-“Akela koi kya kar sakta hai?”. This is the case with most of the households in Jatka, who are not willing to raise their voice against the irregularities in PDS in their village.

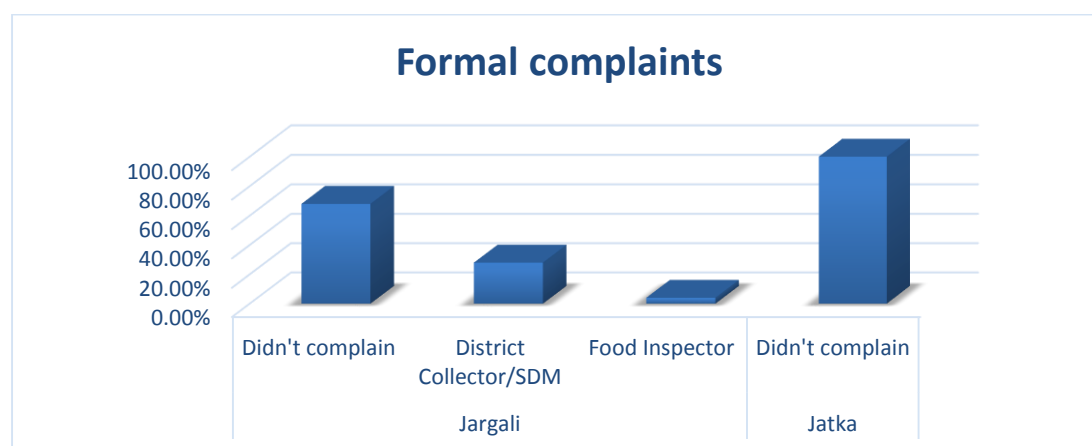


Figure 47: Formal complaint: Nagina block

Comparing the two villages through Figure 47, the residents of Jargali are more aware about their entitlements and the concerned person to whom they need to approach in case of irregularities in the functioning of TPDS. This is evident from the total number of formal complaints by the people of Jargali village.



### Informal complaints:

In Jargali, nearly 33% of the cases of dissatisfaction were converted into formal complaints. Among all the respondents, 68% of them never informed any authority about their grievances in regard to TPDS. Out of the remaining households, 2%, 22%, and 8% of the households complained to the Depot Holder, Sarpanch, and DFSC or Food Inspector, respectively.

In Jatka, the ratio of cases of dissatisfaction to the number of informal complaints is 42%. Out of all the respondents, 58% of the households never complained informally, 28% and 14% of the households complained to the Depot Owner and the Sarpanch as shown in Figure 48.

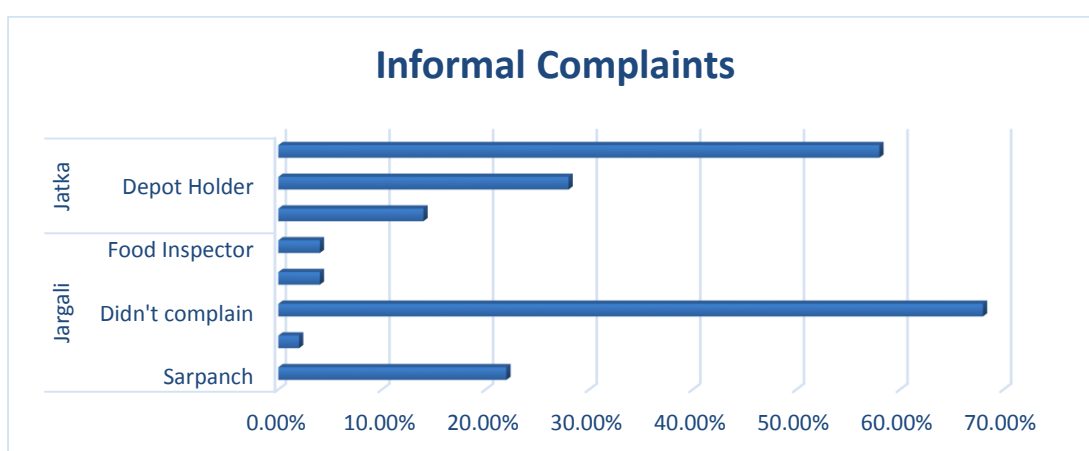


Figure 48: Informal complaint: Nagina block

#### b. Firozpur-Jhirka: Rawa and Bhagola

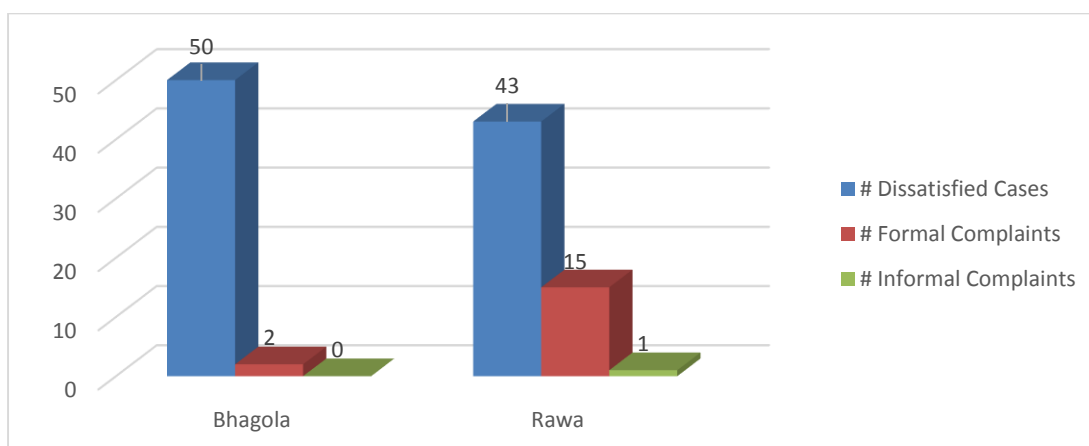


Figure 49: Dissatisfied cases versus complaints: Jhirka block

## Formal Complaints

As shown in Figure 50, nearly 34.88% of the cases of dissatisfaction were converted into formal complaints in Rawa.

Out of all the registered complaints in Rawa, 22% of those were lodged against inappropriate functioning of TPDS to the District Collector or Sub-Divisional Magistrate. Only 8% of the complaints were registered in Food Inspector's office.

In Bhagola, only 4% of the respondents complained against the irregularity in the functioning of TPDS to DFSC's office and to the District Collector.

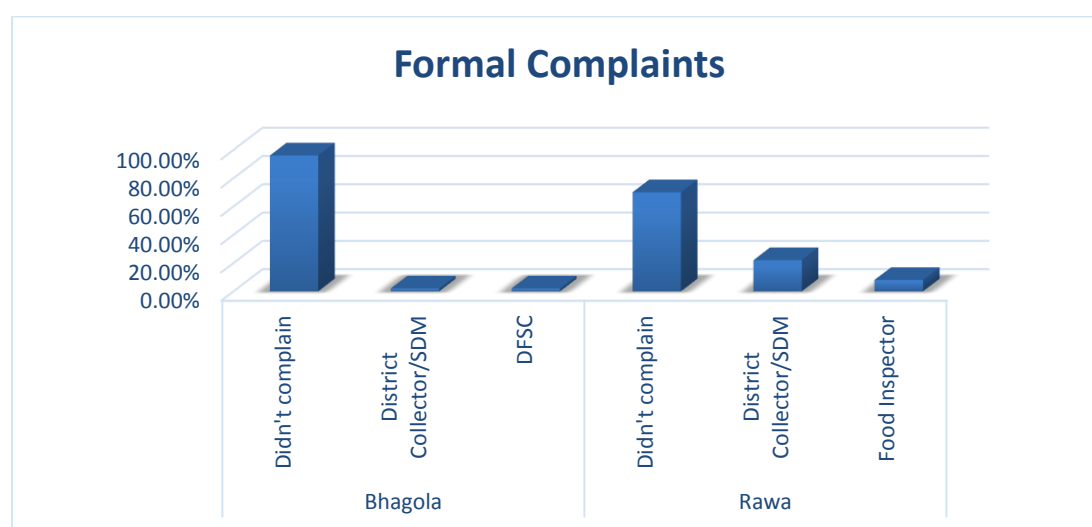


Figure 50: Formal complaint: Firozpur-Jhirka block

## Informal complaints:

In Rawa, nearly 2.33% of the cases of dissatisfaction were converted into informal complaints. Among all the respondents, 98% of them never informed any authority about their grievances in regard to TPDS. Only 2% of the households complained informally to the Sarpanch.

As evident from Figure 51 that in Bhagola, there is no such case of dissatisfaction which converted into any informal complaint. There is no such case of informal complaint in Bhagola village against improper functioning of TPDS in the village.

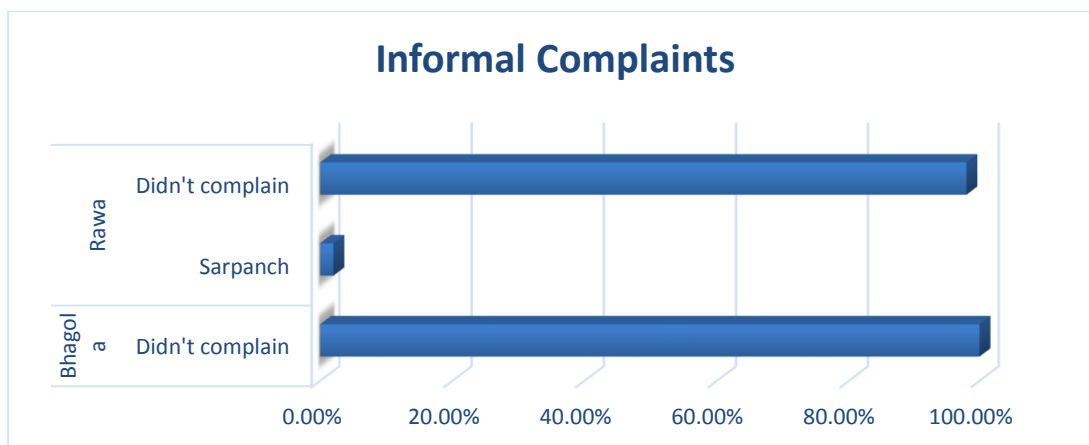


Figure 51: Informal complaint: Jhirka block

**c. Tauru: Shikarpur and Gogjaka**

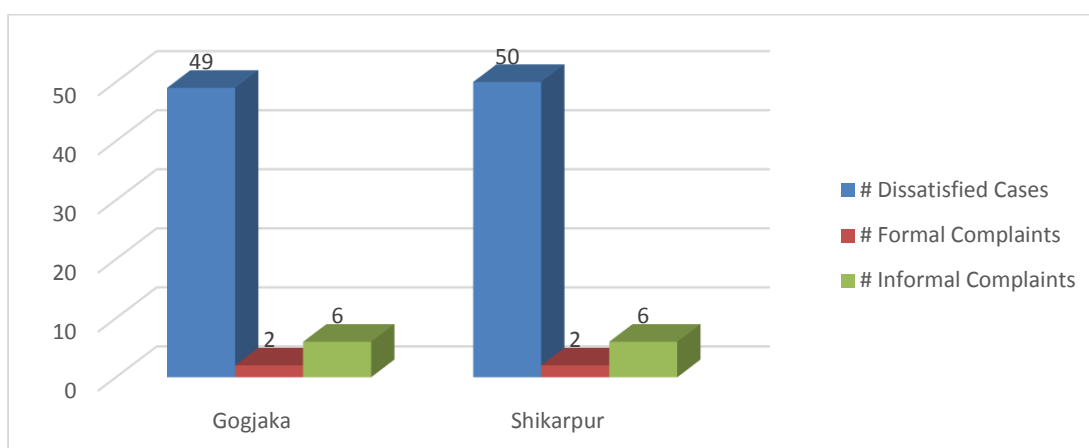


Figure 52: Dissatisfied cases VS complaints: Tauru block

**Formal Complaints**

As shown in Figure 53, only 4% of the cases of dissatisfaction were converted into formal complaints in Shikarpur.

Out of all the registered complaints in Shikarpur, only 4% of those were lodged against inappropriate functioning of TPDS to the District Collector or Sub-Divisional Magistrate and District Food and Supplies Controller.

In Gogjaka also, only 4% of the respondents complained against the irregularity in the functioning of TPDS to DFSC's and the District Collector's offices.

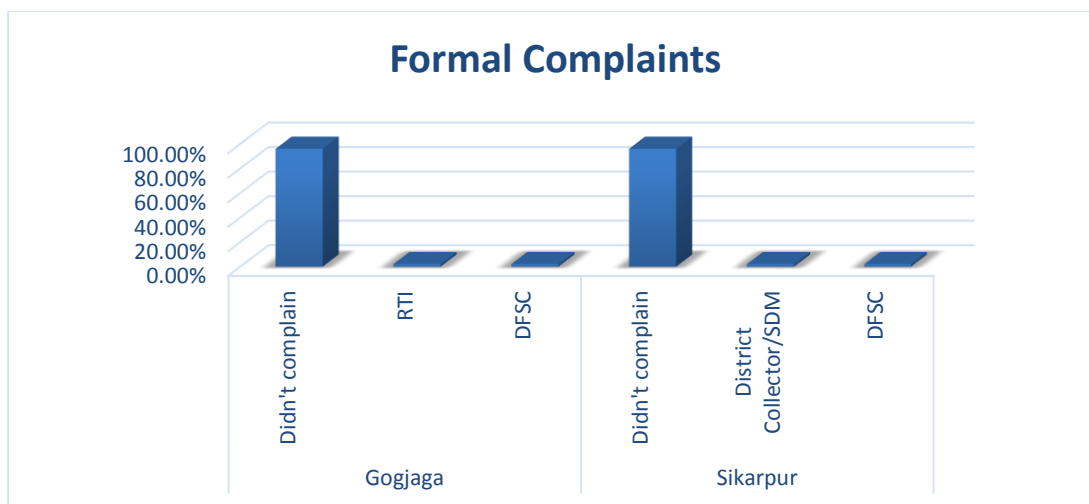


Figure 53: Formal complaint: Tauru block

### Informal complaints:

In Shikarpur, nearly 12% of the cases of dissatisfaction were converted into informal complaints. Among all the respondents, 88% of them never informed any authority about their grievances in regard to TPDS. Only 10% and 2% of the households complained informally to the Depot holder and the Sarpanch, respectively.

As evident from Figure 54 that in Gogjaka, only 12.24% of the dissatisfaction cases were converted into informal complaints. 12% of the respondents complained informally to Depot Holders and Sarpanch.

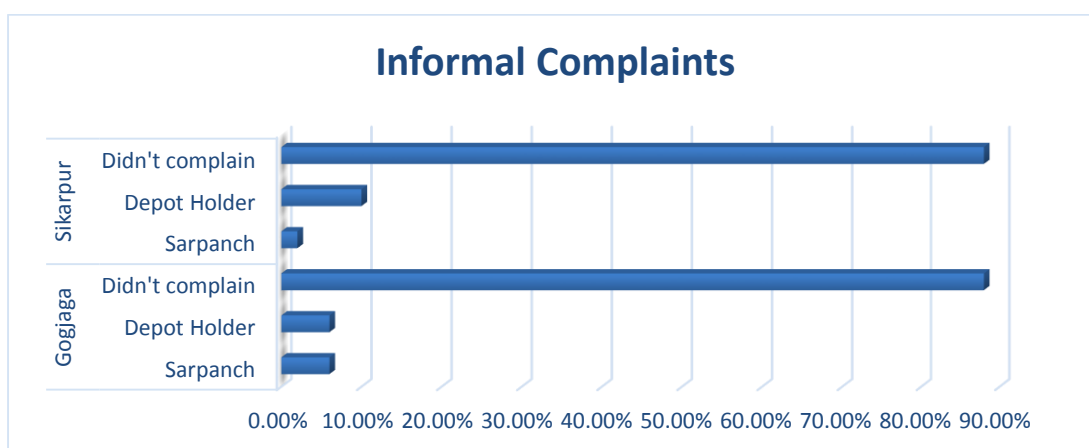


Figure 54: Informal complaint: Tauru block

### B. Awareness Level about the Toll-Free number:

Citizen Information Support Center (CISC), headed by Sehgal Foundation launched a Toll-Free number, which is provided to the participants of VLS Programme and could be used by

them for asking queries in relation to the services provided by the government and to receive information about various government schemes.

In order to understand the penetration of the programme, the Awareness level of the people about the Toll-Free number was captured with the help of the survey.

**a. Nagina Block: Jargali and Jatka**

As shown in Figure 55, Jargali has nearly 24% of the sample households who were aware about the toll free number, while the rest 76% of the households were not aware about it.

There is no awareness among the residents of Jatka about the toll-free number, as the programme is not functional in this village.

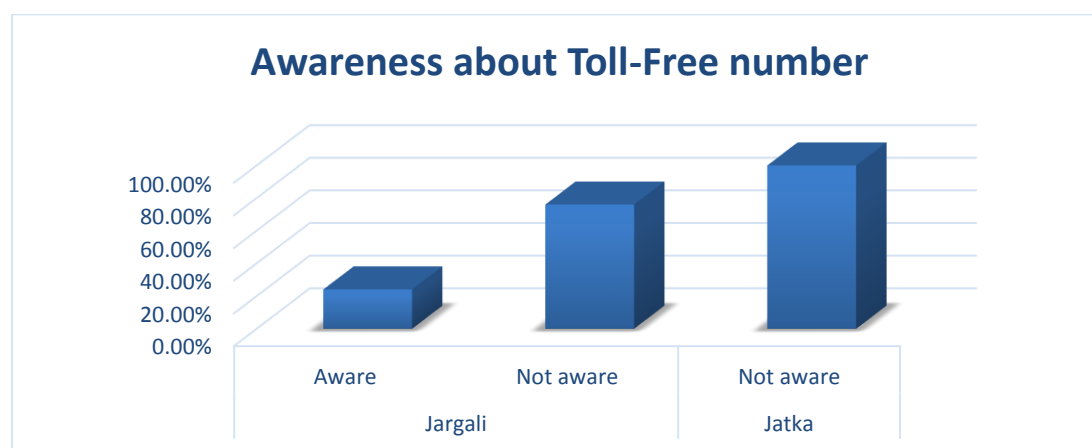


Figure 55: Awareness about Toll-Free number: Nagina block

**b. Firozpur Block: Rawa and Bhagola**

As shown in Figure 56, Rawa has nearly 24% of the sample households who were aware about the toll free number, while the rest 76% of the households were not aware about it.

In Bhagola, only 6% of the respondents were aware about the Toll-Free number. These respondents had participated in Block Leadership Programme, which is being conducted by Sehgal Foundation at the block level.

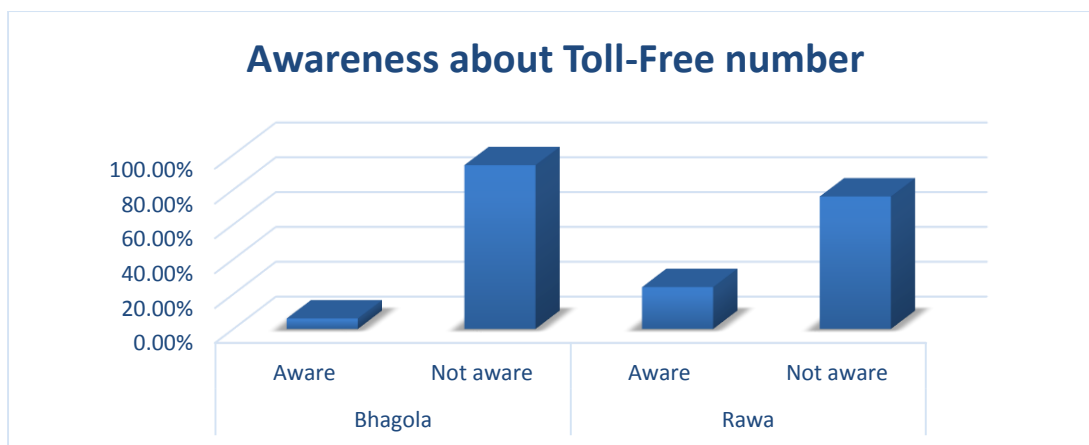


Figure 56: Awareness about toll-free number: Jhirka block

**c. Tauru Block: Shikarpur and Gogjaka**

Figure 57 shows that Shikarpur has nearly 14% of the sample households who were aware about the toll free number, while the rest 86% of the households were not aware about it.

In Gogjaka, only 4% of the respondents were aware about the Toll-Free number. These respondents had participated in Block Leadership Programme, which is being conducted by Sehgal Foundation at the block level.

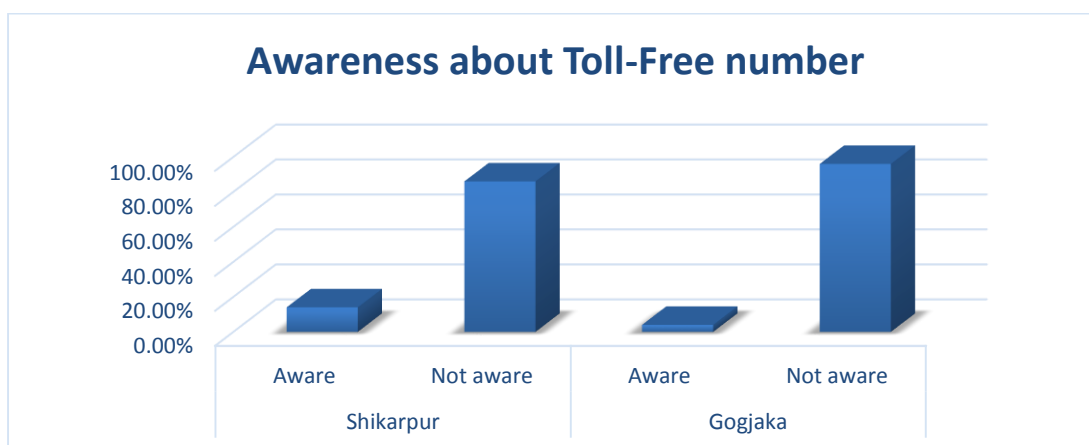


Figure 57: Awareness about toll-free number: Tauru block

**C. Time taken by the Government officials to address the complaint:**

Time taken by the Government officials to address the complaints reflects the accountability of the Government in resolving the grievances of the people.

### a. Nagina Block: Jargali and Jatka

In Jargali, 15% of the complaints were addressed within 15 days, and almost 55% of the complaints were addressed within 15-20 days of registering the complaints. 5% of the complaints took nearly 1-2 months to get addressed and the rest 25% of the complaints were never addressed.

In Jatka, there has never been any resolution of complaints made by the respondents.

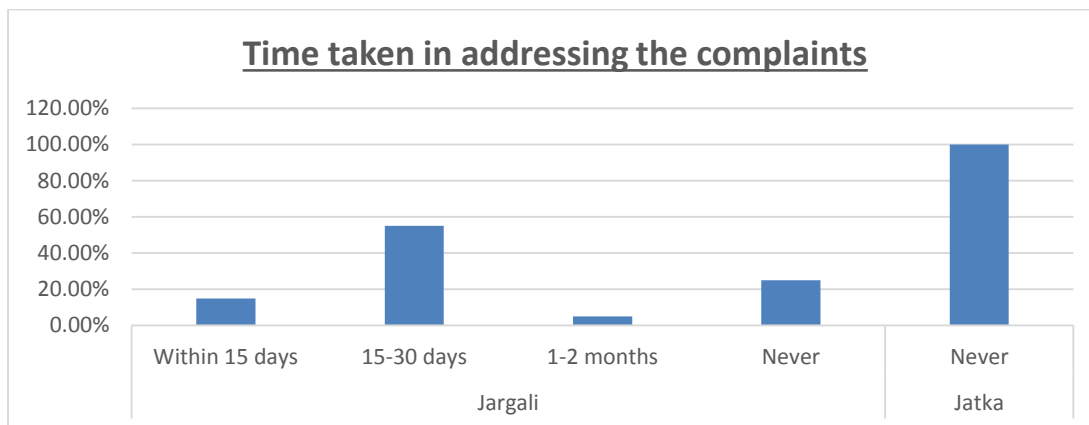


Figure 58: Time taken in addressing complaint: Nagina block

Figure 59 shows the graph which reflects the number of complaints made by respondents in contrast to the number of addressed complaints. The total number of complaints registered by the residents of Jargali and Jatka are 102 and 28, respectively. The number of complaints which have been addressed in Jargali and Jatka are 7 and 5, respectively.

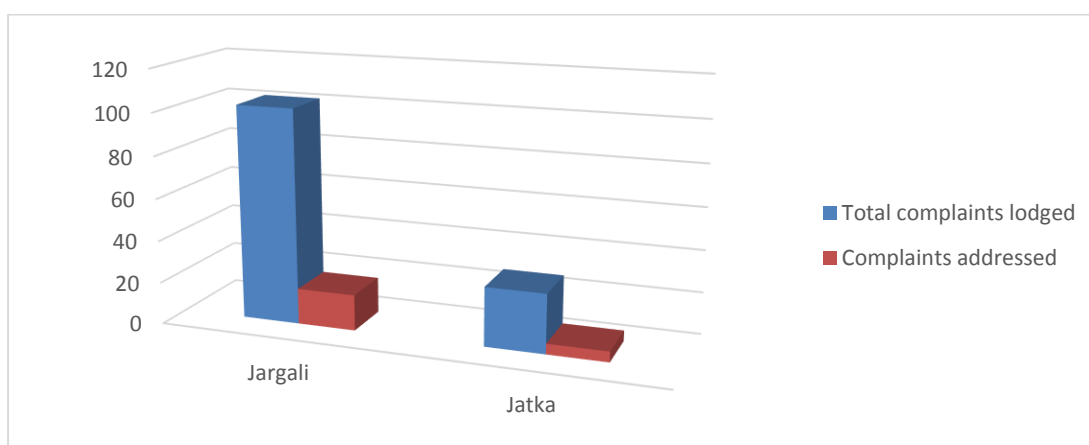


Figure 59: Complaints lodged versus addressed: Nagina block

### b. Firozpur Jhirka: Rawa and Bhagola

In Rawa, 76.47% of the complaints were addressed within 15 days, and almost 11.76% of the complaints were addressed within 15-20 days of registering the complaints. The remaining 11.76% of the complaints were never addressed.

In Bhagola, there has never been any resolution of complaints made by the respondents.

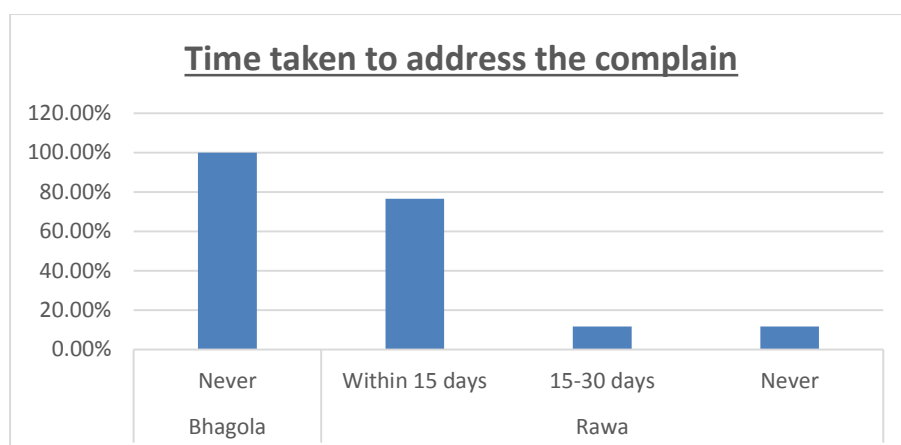


Figure 60: Time taken in addressing complaint: Jhirka block

Figure 61 shows the graph which reflects the number of complaints made by respondents in contrast to the number of addressed complaints. The total number of complaints registered by the residents of Rawa and Bhagola are 60 and 7, respectively. The number of complaints which have been addressed so far in Rawa and Bhagola are 21 and 0, respectively.

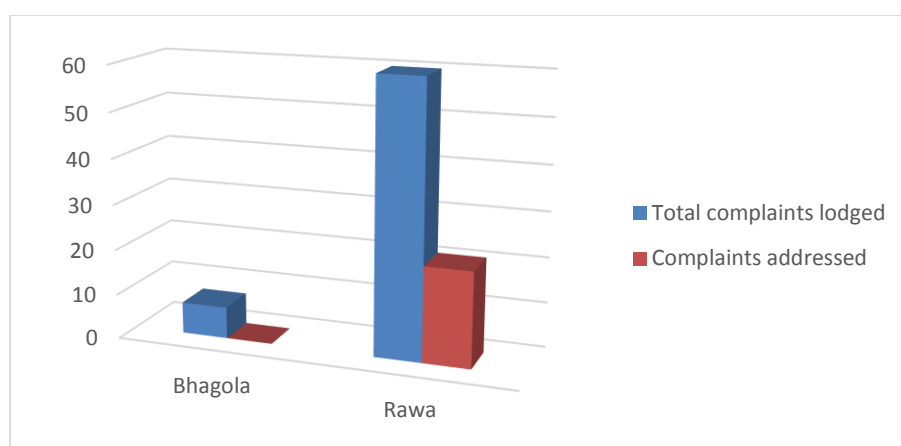


Figure 61: Complaints lodged versus addressed: Jhirka block



### c. Tauru: Shikarpur and Gogjaka

In Shikarpur, all the complaints had been addressed in more than two months of time.

In Gogjaka, only 50% of the complaints were resolved within 15 days of day of registration, while the remaining complaints were never addressed.

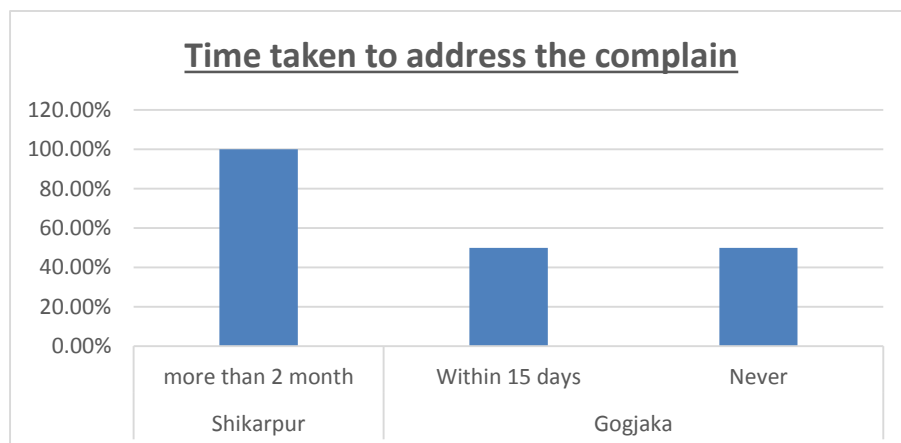


Figure 62: Time taken in addressing complaints: Tauru block

Figure 63 shows the graph which reflects the number of complaints made by respondents in contrast to the number of addressed complaints. The total number of complaints registered by the residents of Shikarpur and Bhagola are 11 and 13, respectively, while the number of complaints which have been addressed so far in these Shikarpur and Gogjaka are 1 and 1, respectively.

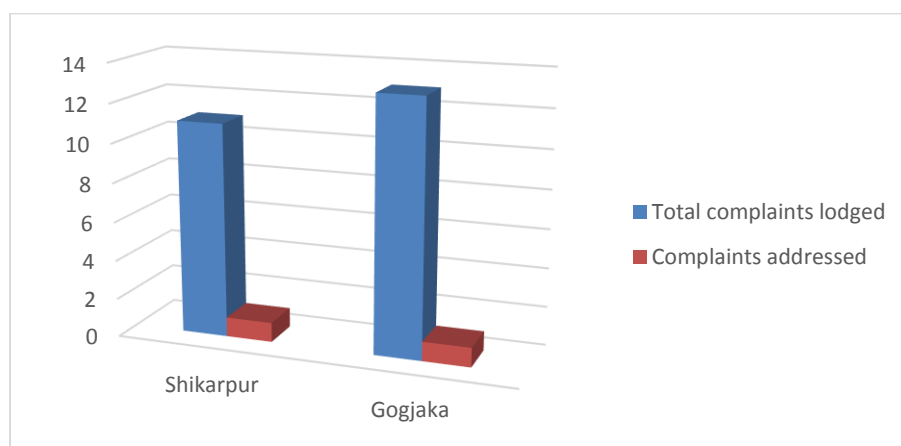


Figure 63: Complaints lodged versus addressed: Tauru block

## 6. CONCLUSION

Village Leadership Programme has a positive impact on the awareness level of villagers. People belonging to VLS villages are much more aware than the residents of non-VLS villages. There is a significant difference in the stock-out situation in VLS and non-VLS villages of Nagina and Tauru block. Rawa and Bhagola does not show much difference because the comparable awareness level of people in Bhagola due to Block Leadership Programme.

There is a considerable difference in the number of complaints made and the time taken in addressing those complaints, in case of Nagina and Tauru blocks. People who are aware of their entitlements are approach District Collector or Sub-Divisional Magistrate in most of the cases for registering the complaints. Informal complaints are generally made to Depot-holders only. People very rarely approach Sarpanch of the village for their grievances, as they have a perception of Sarpanch as a corrupt person.

Jargali, and Rawa are the two VLS-enabled villages where the unity can be seen among the participants which led them to complain against the inappropriate functioning of TPDS. Residents of Shikarpur, though participating in VLS programme are unwilling to raise their concerns due to the lack of unity among them.

Most of the irregularities are because of the beneficiaries not aware about the quantity of their entitlements issued by the state government. This results into the false stories about lack of supply of the commodities told to them by the depot owners. In case of Priority households, there is no proper mechanism to identify and to provide entitlements to the beneficiaries at regular time-intervals.

The income earned by the depot-holders through Fair Price Shops are very little as compared to the time and the cost invested by them, which is one of the main reason behind high level of leakage in the distribution process. There is a dire need to bring transparency and to make the stakeholders accountable in the entire supply chain of the commodities in Public Distribution System.

## 7. RECOMMENDATIONS

### **For S M Sehgal Foundation:**

- Governance Guides play a major role in taking an initiative and promoting awareness in the village. VLS programme can promote governance guides to act as a bridge between beneficiaries and the Depot-Holder. Many people remain unaware about the distribution of commodities in the village, for which, the guides can be in touch with the depot-holder and convey the date of distribution to the villagers in advance.
- Guides could hold regular meetings and remind the people about their rights and TPDS entitlements. Among all the villages those we had visited, this practice is being followed in Rawa village of Firozpur-Jhirka.

### **For Haryana Government:**

- According to NFSA 2013, there is a provision of State Food Vigilance Committee, District Food Advisory Committee, Sub-Divisional Advisory Committee, and Village/Ward Level Vigilance Committee to monitor the functioning of TPDS in Haryana. These committees were supposed to get functional by now, but this is not the case. The first recommendation for the government is to make these committees functional at the earliest.
- There is a need to spread awareness about TPDS Grievance Redressal System, and TPDS Helpline (Toll-Free number) launched by the state government of Haryana, so as to make these platforms useful for the people and make them more effective.
- With the advent of mobile phones in almost all the households, the District Food Supply Controller (DFSC) can be in direct contact with the citizens and the important messages regarding the date of distribution of the commodities, the quantity of the entitlements could be broadcasted to the beneficiaries through SMS. In case of delay in delivery of the commodities from FCI or intermediate agencies, the information could be communicated to the villagers in a similar manner. Although, similar practices had been implemented in the past, under which the DFSC informed some selected members from the village about the delivery of commodities to the depot holder and the quantity of entitlements for every households, but it has remained ineffective for a long time. Re-Launching this system at the grass-roots level by introducing more accountability would certainly create a positive impact on the functioning of TPDS.
- There is a need to have a centralised system at the district or block level in order to make the depot-holder more accountable about the appropriate distribution of commodities. At

the time of receiving the delivery from TPDS dealer, depot-holder would require to submit a tentative date by which the commodities would be distributed in the village. The same dates could be communicated directly to the beneficiaries in the respective villages through SMS service.

- SMS service could also be used to spread awareness messages regarding the Grievance Redressal System and the contact details of Food Inspector and District Food Supply Controller.
- For most of the AAY and BPL households, there has been nearly 10-15 years since the Ration cards were issued to them. There has been high inclusion and exclusion errors in categorizing the households in three different categories. The surveys previously conducted had been affected by influence of powerful people in the village, which gave rise to exclusion and inclusion error. Also, because of the deteriorated condition of these old Ration Cards, new survey must be conducted for issuing new Ration Cards so as to give the rightful entitlements to the needy households in Mewat.
- In case of Priority Households, the state Government needs to ask for the identity proofs of the people registered in PH category at the earliest. Once the actual population in PH category is found, the 100 percent of the Priority Households should be supplied the commodities.

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## **ANNEXURE- I**

### **Questionnaire for TPDS Beneficiaries**

#### **Section A:**

1. Gender
2. Village
3. Name of the Block
4. Category (BPL/ PH/ AAY) (General/SC/ST) (Yellow/White/ Pink/ Green)
5. Number of family members
6. Monthly consumption of commodities (in kg)
7. Distance of depot from your residence

#### **Section B: Status of TPDS**

8. Have you ever paid money to any person for getting ration card? (Yes/No)
9. Name the commodities provided to you at your nearest Fair Price Shop (FPS):  
**(Wheat, Sugar, kerosene oil, and pulses).**
10. Satisfaction level (1- minimum, 5- maximum): (If satisfaction level is below 3, specify the reason.)
  - i. Prices of commodities
  - ii. Quality of commodities
  - iii. Depot owner's behavior towards customers
  - iv. Availability of commodities
  - v. Ease of registering the complaint
  - vi. Timely address of the registered complaints
  - vii. Working hours/days of Depot
11. Does your nearest FPS owner ask you to submit your ration card to him? (Yes/ No)
12. What is the frequency of stock-out at depot for each commodity?

	No Stock-out	1-3 months	3-6 months	More than 6 months
Wheat				
Kerosene Oil				

Sugar				
Pulses				

13. How do you get information about issuing of Ration Cards and D1 forms? (Ward Members/ Word of mouth/ Speaker announcement/ Gram Sabha/ Depot/Others). If others, please specify.

14. How many months in a year the TPDS functions? (6, 8, 10, 12)

15. How much price do you pay for the following commodities?

Commodity	Quantity	Price
Wheat		
Sugar		
Kerosene Oil		
Pulses		

### Section C: (SMSF intervention)

16. Awareness Level:(Are you aware about the Toll free number: 1800-3000-3182?)

17. Which mode of complaint have you used in last one year, if there is any grievance in regard to the current TPDS?

- Formal (RTI/ Food Inspector/ District Food Supply Controller/ District Collector)
- Informal (Depot holder/ Sarpanch/ Food Inspector/ Block and District Food Supplier Controller/Community Mobiliser)

18. How much time did the concerned authorities take to address the complaint? (Within 15 days/15-30 days/1-2 months /more than 2 months/ Never)

19. If there are more than one complaints, how many complaints have been addressed so far?



## **ANNEXURE- II**

### **Questionnaire for Depot owner**

1. Name of depot owner:
2. Name of village/block:
3. Items supplied to the depot:
  - a. Wheat
  - b. Pulses
  - c. Kerosene
  - d. Sugar
4. At what date supply comes to depot?
5. Are there any delays in supply? Reasons:
6. Frequency of stock-out for each commodity:

	No Stock-out (1)	1-3 months (2)	3-6 months (3)	More than 6 months
Wheat				
Kerosene Oil				
Sugar				
Pulses				

7. What is the number of people that gets benefited from your Depot?
8. What is the mode of payment from Depot to CONFED?

- a. Cash on delivery
  - b. Advance payment
  - c. Credit
- 9. What is the mode of payment for beneficiaries?
  - a. Cash on delivery
  - b. Credit
  - c. Instalments
- 10. Are there other commodities sold along with subsidized products at Depot?
- 11. What are the issues faced by you?
- 12. What is the mode of complaint you use?
- 13. Have you ever made a complaint? (Yes/No)
- 14. If Yes, what type of complaint did you register and to whom? (Informal OR Formal)
- [Informal: Depot holder/ Sarpanch/ Food Inspector/ Block and District Food Supplier Controller;
- Formal: RTI/ Food Inspector/ District Food Supplier Controller/ District Collector]
- 15. What is the time window in which the complaint gets resolved? (Within 15 days/15-30 days/1-2 months /more than 2 months/ Never)
- 16. What are your sources of income other than FPS?
- 17. Have you noticed any changes in the awareness level of people regarding TPDS for the last 2 years?
  - a. Specify the changes?
  - b. What do you could be the reason for those changes?

	Procured Quantity (in kg)	Sold-out Quantity (in kg)	Central Issue Price	Retail Price
Wheat				
Kerosene Oil				
Sugar				
Pulses				

### **ANNEXURE- III**

#### **Calculation of the margin earned by Depot-holder through TPDS in Jargali**

	<b>BPL</b>	<b>AAY</b>	<b>PH</b>	<b>Total</b>
No. of Households	11	10	40	
Average Members	7	7	7	
Total Units (No. of Households * Average Members)	77	10	280	367
Wheat Distribution (kg)	385	350	1400	2135
Sugar Distribution (kg)	27.5	25	0	52.5
Kerosene Oil Distribution (l)	77	70	0	147
Pulses Distribution (kg)	33	30	0	63
Margin in Wheat (Rs.)	184.8	63	672	919.8
Margin in Sugar (Rs.)	2.2	2	0	4.2
Margin in Kerosene Oil (Rs.)	11.55	10.5	0	22.05
Margin in Pulses (Rs.)	5.94	5.4	0	11.34
Total (Rs.)				<b>957.39</b>